

FURTHER TO AUTHORITY MEETING #2/03

To be held Friday, March 28, 2003

Pages

7. SECTION I - ITEMS FOR AUTHORITY ACTION

LISTED ON THE AGENDA AS A REPORT TO FOLLOW

**7.1 CENTRAL WATERFRONT SECONDARY PLAN, MAKING WAVES:
PRINCIPLES FOR BUILDING TORONTO'S WATERFRONT**

12-24

TO: Chair and Members of the Authority
Meeting #2/03, March 28, 2003

FROM: Brian Denney, Director, Watershed Management Division

RE: **CENTRAL WATERFRONT SECONDARY PLAN, MAKING WAVES:
PRINCIPLES FOR BUILDING TORONTO'S WATERFRONT**
The Proposed Secondary Plan for the Central Waterfront - City of Toronto

KEY ISSUE

To report on the proposed City of Toronto Central Waterfront Secondary Plan "Making Waves" being considered at a public meeting by the Planning and Transportation Committee on April 4, 2003.

RECOMMENDATION

THAT the Authority strongly support the proposed City of Toronto Central Waterfront Secondary Plan "Making Waves" being considered at the Planning and Transportation Committee's public meeting on April 4, 2003 which reflects the revisions since their January 13, 2003 meeting and indicate the window of opportunity to facilitate the revitalization of Toronto's Central Waterfront through its timely adoption;

THAT the Toronto and Region Conservation Authority (TRCA) indicate its appreciation to the City of Toronto staff for involving TRCA staff in the extensive discussions since January 13, 2003 on modifications to the Central Waterfront Secondary Plan and for its attention to the sustainable environmental components of the plan and policies;

THAT the Toronto and Region Conservation Authority indicate its appreciation to the Toronto Waterfront Revitalization Corporation for the opportunity to work with its partners on the critical "Public Space Framework" initiative as we move forward into the City's "Precinct Implementation Strategy" process in mid 2003;

THAT Authority staff be directed to continue to work closely with the City of Toronto and the Toronto Waterfront Revitalization Corporation to maintain the momentum of revitalization of the Central Waterfront leading up to and including the precinct implementation strategy development on matters such as flood protection, terrestrial and aquatic features, natural heritage, the Don River Naturalization Environmental Assessment, the "Public Space Framework" initiative and other initiatives;

AND FURTHER THAT the City of Toronto and the Toronto Waterfront Revitalization Corporation be so advised.

BACKGROUND

At Authority Meeting #10, 02, held on November 29, 2002, Resolution #A263/02 was approved:

"THAT the Authority support the recommended Toronto Central Waterfront Secondary Plan - "Making Waves" being considered at Toronto's Planning and Transportation Committee on December 12, 2002;

THAT the Toronto and Region Conservation Authority congratulate the City of Toronto staff for this award-winning Secondary Plan and for its attention to the Toronto and Region Conservation Authority's issues;

THAT Authority staff be directed to continue to work closely with the City of Toronto to further address planning, flood protection, terrestrial and aquatic features, natural heritage and other Authority interests throughout the precinct implementation strategy development, the business planning process of the Toronto Waterfront Revitalization Corporation, and subsequent planning and other initiatives;

AND FURTHER THAT this report and recommendations be forwarded to the Planning and Transportation Committee for the December 12, 2002 meeting and to the Planning staff.

At Meeting #11/02, held on January 10, 2003, the Authority in consideration of the TWRC's Development Plan and Business Strategy approved Resolution #A286/02:

"THAT it support in principle the Development Plan and Business Strategy for the revitalization of the Toronto waterfront prepared by the Toronto Waterfront Revitalization Corporation dated October 17, 2002;

THAT the Authority support the TWRC's inclusion of the \$25 million for strategic waterfront projects outside of the Central Waterfront and the \$5 million within the Year 1 (2003-2004) activities and expenditures for strategic projects;

THAT the Authority request the three levels of government confirm the Port Union (Scarborough) and Mimico (Etobicoke) projects are the key strategic projects outside the Central Waterfront;

THAT the Authority staff be directed to work with the TWRC to develop a work plan and necessary contracts for the implementation of the Port Union project and completion of the Environmental Assessment and implementation of the Mimico project;

THAT the Authority requests the TWRC confirm Tommy Thompson Park as part of Lake Ontario Park and make provision within the financial plan for implementation of the Tommy Thompson Park Master Plan;

THAT staff be directed to provide comments on the Development Plan and Business Strategy directly to the Corporation and the City of Toronto on any specific details, including the details of the proposed development limit adjacent to the entrance to Tommy Thompson Park in an effort to secure the greenspace limit along the south side of the existing alignment of Unwin Avenue;

AND FURTHER THAT the Toronto Waterfront Revitalization Corporation and the City of Toronto, Province of Ontario and Government of Canada be so advised."

Due to changes in the Unwin Avenue alignment and development limit adjacent to Tommy Thompson Park at the December 12, 2002 Planning and Transportation Committee Meeting on the proposed Central Waterfront Secondary Plan, the Authority restated its position on this matter in the above resolution as follows:

THAT staff be directed to provide comments on the Development Plan and Business Strategy directly to the Corporation and the City of Toronto on any specific details including the details of the proposed development limit adjacent to the entrance to Tommy Thompson Park in an effort to secure the greenspace limit along the south side of the existing alignment of Unwin Avenue;

At the January 13, 2003 meeting of The Planning and Transportation Committee, the Committee requested the Commissioner of Urban Development Services report back on possible revisions to the proposed Secondary Plan for the Central Waterfront in response to the ideas of the Toronto Waterfront Design Initiative (The TWDI / the "Design Charrette") and other issues. Authority staff have participated in a series of meetings with City staff, the TWDI architects and representatives of the Toronto Waterfront Revitalization Corporation (TWRC) to discuss the ideas/suggestions and modifications to the Plan. TRCA staff also participated in one meeting held by City staff with representatives of various community groups from across the Central Waterfront and attended a meeting on March 12, 2003 hosted by Councillor Pam McConnell.

It should be noted that the Secondary Plan in the March 12, 2003 report to the Planning and Transportation Committee on April 4, 2003, maintains the four key principles as previously stated by the City:

- Removing Barriers/Making Connections;
- Building a Network of Spectacular Parks and Public Spaces;
- Promoting a Clean and Green Environment;
- Creating Dynamic and Diverse New Communities.

The following points are the key changes of specific interest to the Authority since the January 13, 2003 - Planning and Transportation Committee meeting excerpted from the March 12, 2003 City of Toronto staff report to the Committee.

(A) ROADS

(i) Leave Queens Quay East in its existing location

The future requirements for the provision of streetcars within their own right-of-way, as well as necessary modifications to the intersections of Cherry Street, Lakeshore Boulevard and Queens Quay in the vicinity of the new Mouth of the Don will require further study. This requirement for further study is noted on Map A of the Plan.

(ii) Modify the location of bridges across the Mouth of the Don

The maps and text of the Plan also have been modified to show that the proposed bridge across the new Mouth of the Don River will serve only the requirements of pedestrians, cyclists and roller bladers and will also be a part of the landscape. Until further study is completed, including the Environmental Assessment to review the options for naturalizing the Mouth of the Don River and minimizing flood risk, it will be impossible to show the exact location of any new road or pedestrian bridges across the river and as such, their exact location will be determined at a later date.

(iii) Street grid changes in the Port Lands:

Some changes have been proposed to the street network as a result of further discussion with the architects involved with the TWDI...

...The waterfront drive connecting Queens Quay East to Cousins and Polson Quays has also been eliminated, while its traffic carrying function would be provided by other connections to the Port Lands, particularly Cherry Street and the long term extension of Broadview Avenue. The elimination of the waterfront drive, however, is likely to increase the overall traffic capacity requirements on the remaining street network.

While there would be local streets to the south of Unwin Avenue and west of the Don Greenway, the "Major Road" classification that was originally shown for Unwin Avenue has been removed and as such the street is no longer shown on the Plan. In addition, while Villiers Street is not shown on the Plan, it is expected that a local park road would be maintained in roughly its current location to give access to parks uses within the proposed park area to the north of Commissioners Street. Further study of the alignment of the streets and bridges within the Mouth of the Don area needs to be undertaken in conjunction with the Environmental Assessment for this area before they can be accurately shown on Map A.

The right-of-way widths identified in Schedule A reflect the minimum requirements for the provision of the necessary sidewalks, vehicular facilities and, in some cases, cycling lanes and transit facilities. In almost every instance these standards allow for generous tree planting and sidewalks while providing an appropriate allowance for cars and other traffic .

(iv) *Retention of existing road alignments, grades, waterways and historical features*

The current proposals for the Central Waterfront rely heavily on the retention of existing roads in their current location and for incremental development of the precincts. Part of the precinct implementation strategy which will follow Council's adoption of the Secondary Plan, will be to initiate this work. Fundamental to this work plan will be the identification of the precinct boundaries and the order in which they will be developed. This will be based on a strategy to identify those areas requiring the least new infrastructure and which have the fewest problems related to environmental remediation. Other criteria will include those areas which will return the highest social and economic yield to the City, private enterprise and the Toronto Waterfront Revitalization Corporation, as well as showcasing the results of the overall process.

A basic premise for this process will be that development must be incremental and will build on the municipal infrastructure already in place. By so doing, it will be possible to review all options for the retention of historical features, and designated structures which relate to the 19th and early 20th century industrial evolution of this area. It should also be noted that the Plan shows the Gardiner Expressway and Lakeshore Boulevard in their existing alignment (except in the vicinity of Ontario Place/Exhibition Place) as any modification would necessarily be subject to further study and the environmental assessment process.

(B) *Review of the central park location and function in the Port Lands*

The currently proposed revisions to parks and open space (as noted in Section 4 – Summary of Map Changes) within the Plan builds on the architect's principles expressed in the Toronto Waterfront Design Initiative (TWDI) and are consistent with the original policies expressed in "Making Waves". In addition to the provision of a variety of public squares, plazas and cultural facilities along the East Bayfront water's edge and into the Quays, the Plan now shows a substantial park (sometimes referred to as "Commissioners Park"). This major new park would be located to the north of Commissioners Street between Cherry Street and the Don Roadway. The location of this substantial "Commissioners Park" would be immediately adjacent to the proposed naturalized Mouth of the Don River. The park's location to the south of the naturalized Mouth of the Don River will complement the wetland area to the north and provide a complementary variety of public green space.

The provision of a major new park in this location will showcase the design for urban park facilities and its usefulness will be strengthened by its proximity to the East Bayfront and the West Don Lands. This location would provide a continuous corridor of green space connecting from "Commissioners Park" through the naturalized Mouth of the Don River to the parkland on the west bank of the Don River in the West Don Lands. It should be recognized that in addition to this major facility which was not shown in the original "Making Waves", there will continue to be additional local parks provided in accordance with the standards identified in the Central Waterfront Secondary Plan.

(C) *Maintain a continuous public promenade along the water's edge*

After considerable review of the issues arising from the work undertaken in the Design Charrette, the Plan continues to show that there will be a continuous public water's edge promenade along the traditional industrial dockwall. While the promenade will usually be located adjacent to the urban dockwall, there may be certain locations where this is currently impossible due to the retention of existing uses and/or issues related to public safety.

In most instances this promenade will provide for the requirements of the multi-use pathway with the provision of dedicated space for pedestrians, cycling and roller blading. In other areas, however, the promenade may be devoted primarily to pedestrians and the balance of users would follow a more direct route along the waterfront.

It is expected that the character and function of the promenade also will vary in response to the scale and use of adjacent buildings, as well as its location along the inner harbour. This will depend on whether the promenade is adjacent to stretches of open water within the Inner Harbour, or whether it is along the more confined spaces found along the length of the Ship Channel. It will be important at all times, however, to animate the promenade with publicly accessible uses including cafes, retail uses, and even tourist destinations on adjacent lands, all of which will help to ensure its popularity and foster public safety.

Given the changing nature of the neighbourhoods that the promenade will pass through, the character of the promenade will vary in scale and amenity along its length. Its function, however, will be to provide general public access along its route to the plazas, markets, community facilities, and parkettes, or quiet areas for sitting and enjoying the views, as well as providing opportunities for shelter from the weather. Generally the promenade would have a continuously paved surface suitable for a wide range of users, including the handicapped. In many areas, however, soft landscaping including trees, grass, shrubs and other plantings would be provided along the pathway to enhance its function as a promenade and linear urban open space. The detailed design of these areas would be resolved further at the precinct implementation stage.

(i) *Extend city streets to the East Bayfront to create "Special Places"*

The Secondary Plan now shows the proposed "Special Places" at the water's edge which may include the extension of existing streets. The detailed precinct implementation studies will provide more information as to how the character of these Cultural Corridors will be celebrated at the termination of the streets. It is also anticipated that additional local streets in the East Bayfront Area will run south from Queens Quay East to the Public Promenade to continue the traditional Toronto street grid and provide views of the harbour as well as easy access to and from the Promenade.

- (ii) *Create an intimately scaled lake edge/public promenade for pedestrian and bicycle movement*

The Plan continues to emphasize the importance of continuous public accessibility along the water's edge. Along the dockwall around the inner harbour there would also be a series of "special places" to emphasize the importance of the termination of various streets at the water and provide public plazas, squares, "water rooms" and other community facilities. The Public Promenade shown in the Plan would link these public amenities for easy access by pedestrians and cyclists, as well as providing a comfortable and intimate link to the moderately scaled development stepping up from the lake in keeping with good planning principles.

- (D) *Retain existing lift bridge(s) and other industrial features*

There are currently two lift bridges on Cherry Street, one over the Keating Channel at the foot of the Don River and the second over the Ship Channel. With the proposed changes to the Mouth of the Don River, the current lift bridge at the Keating Channel may become redundant and new bridges would have to be constructed to cross the widened river mouth.

..... Heritage Preservation Services have already prepared a Heritage Properties Survey and an Archaeological Master Plan for the Central Waterfront. In the subsequent precinct implementation stage this information will be utilized to determine detailed recommendations for the development of individual sites.

2. *Principles for community development*

Most of the principles and policies expressed in the original "Making Waves" document are consistent with the architect's proposals to develop mixed-use communities at medium densities and with sufficient mass to create stable neighbourhoods. The Plan acknowledges the strong reliance on traditional City building principles to create dynamic and diverse communities composed of strong and successful neighbourhoods.

The Plan also proposes significant improvements to the quality and amount of open space provided and would emphasize the "clean and green" nature of new development within a former brownfields environment.

3. *Review of other issues*

- (ii) *Resolution of parks inventory and requirements for the Port Lands and West Don Lands*

With respect to the "Commissioners" and West Don Lands Parks, the size and configuration of these sites is such that they can accommodate several of the facility components that will be required to serve new and existing communities. These parks have been identified in order to address the need to provide community-oriented active and passive recreational opportunities. Both of these parks can accommodate a range of facilities, including district level facilities such as major sports fields.

“Commissioners Park” has been located such that overall park system connections will be strengthened, and its proximity to the adjacent East Bayfront and West Don Lands will enable it to serve those communities as well as the Port Lands. If the West Don Lands parks and open space areas are developed as identified in the King-Parliament Secondary Plan, the resulting parkland along the west bank of the Don River (the ‘berm’), combined with the additional local parks to be identified at the precinct implementation stage, should achieve sufficient parkland to accommodate the indoor and outdoor recreation facilities that are required to serve the new communities.

(iii) Review of land uses south of Queens Quay East in East Bayfront

Some portion of the lands to the south of the existing location of Queens Quay East were always intended to be within the Regeneration Area. With the retention of Queens Quay East in its existing location rather than moving it closer to the harbour, it makes logical sense that some development would now be permitted to the south of Queens Quay East. In reviewing the issues related to development adjacent to the public water's edge promenade, there are now strong policies outlined in Appendix A to this report requiring that any development adjacent to the water's edge would be of a low to moderate scale, in keeping with good planning principles and subject to very strict architectural review.

4. Summary of map changes to “Making Waves”, the Proposed Secondary Plan for the Central Waterfront

The following significant changes have been made to the attached maps since their last presentation to the Planning and Transportation Committee on January 13, 2003.

(a) Map A – Roads Plan

- Queens Quay East generally retained in its existing alignment through to Parliament Street, but not connected to a waterfront drive over the Mouth of the Don River and through to Cousins and Polson Quays*
- Basin Street extended from the Turning Basin westerly to Cherry Street, with minor modifications to its current alignment which will be subject to further study*
- no major roads shown to the south of Unwin Avenue and Unwin Avenue continues to be shown generally within its existing alignment*
- the location and configuration of the roads within the vicinity of the relocated Mouth of the Don River require further study in conjunction with the Environmental Assessment to be undertaken for the river mouth*
- Broadview Avenue would be extended south to Commissioners Street in the long term*

(b) Map B – Transit Plan

- *with the removal of the waterfront drive connection to the Quays, the streetcar routing to the Port Lands shifted to Cherry Street*
- *Bremner Boulevard is shown as having a bus/streetcar line in own right-of-way*
- *in the long term, the potential relocation of the streetcar line is shown to the south of Fleet Street as shown on Map B*

(c) Map C – Parks, Open Space Areas Map

- *the Port Lands park has been relocated north of Commissioners Street adjacent to the renaturalized Mouth of the Don River*
- *classifications and terminologies have been modified to be consistent with the City's Official Plan*
- *mapping of Natural Areas altered to include Environmentally Sensitive Areas consistent with the Official Plan and - also noted that the Secondary Plan would recognize the various Natural Heritage Areas noted within the Official Plan*
- *illustration of the Public Promenade has been graphically identified and the location of the Inner Harbour Special Places (previously identified as Special Study Areas only Map E) have been altered slightly in terms of their location and number*

(d) Map D – Pedestrian, Cycling, and Water Routes Plan

- *additional Potential Water Routes shown to indicate the range of possibilities that exist in terms of ferry or water taxi routes*
- *routing of the Multi-Use Pathway and the Public Promenade in the vicinity of the Mouth of the Don River modified to reflect the modifications to the Roads Plan and the removal of the waterfront drive*
- *routing of the Public Promenade changed in the vicinity of HMCS York at the request of National Defence for security reasons*
- *descriptive names of the various route types changed to be consistent with current terminologies used in the new Official Plan or by other groups such as the Toronto Cycling Committee*

(e) *Map E – Land Use Plan*

- *lands at the Foot of Yonge, on both sides of the Yonge Street Slip are designated as a Special Study Area to allow time to develop a long term plan to celebrate this important public place at the centre of the harbour*
- *significance of the Public Promenade along the length of the dockwall recognized by illustrating this resource on the map in conjunction with the definition of seven “Inner Harbour Special Places” to allow for the development of amenities such as public plazas, squares, water rooms, or parkettes*
- *location of the major park between Cherry Street and the Don Roadway shifted to the north side of Commissioners Street to maximize its beneficial proximity to the naturalized wetlands to be developed at the Mouth of the Don River*
- *lands south of the alignment of Unwin Avenue and east of the circulating channel are shown to be for parks and open space use*
- *in addition to potentially connecting the circulating channel to the Ship Channel, it is proposed that a connection from the outer harbour could be made across the base of the Leslie Street Spit to facilitate small boats access to Lake Ontario*
- *routing of the Multi-Use Pathway has been modified to be consistent with the routing shown on Map D*

Authority staff had the opportunity to review the draft Maps forwarded by City staff and provided the following comments. These issues can be dealt with through the "Precinct Implementation Strategy", and the "Public Space Framework". Colour copies of all the Maps will be available at the Authority meeting. A black & white copy is appended to this report.

Map C - Parks and Open Space Areas Plan
Natural Areas Designation

- The March 3 map shows the Don Corridor as "natural" but it does not link to the Baselands. A major reason for this corridor is to make that linkage.
- The map does not show any natural area on the west side of the Don, north of the CNR area - again linking to the watershed. While this may be hard to achieve, the sense of the establishment of an ecological link here is desired.
- Any natural area west of the Don Corridor along Cherry Beach linking to the corner parcel that is shown as natural park area.

Other Open Space Areas

- The green stripe adjacent to the Ashbridges Bay Plant could be extended along Lakeshore, and along the west side of Coatsworth Cut. We are not sure of the significance of the green stripe versus the other pathway designation.

General

- The rail line linkage is not shown on Map C or Map D. We think it is useful for reference.

Map D - Pedestrian, Cycling, and Water Routes Plan Multiple Use Pathways

Outer Harbour

- The Outer Harbour water area and its significance should be recognized as a key feature of the Central Waterfront Plan and Lake Ontario Park.

Potential Water Routes

- The cut through the neck of the spit and through the outer harbour promontory should be indicated either in the text or on the map reading: "Subject to Coastal Processes Study and stakeholder discussions and appropriate detail to allow for a boating linkage i.e. landing and portage or channel".

At Authority Meeting #1/03, approval was given to proceed with the development of an Aquatic Habitat Restoration Strategy for the Toronto Waterfront. The overall goal of the strategy is to "develop and achieve consensus on an aquatic habitat restoration strategy that will maximize the potential ecological integrity of the Toronto waterfront". This initiative is being guided by an Advisory Panel with the cooperation, involvement and support of a major Stakeholder Committee.

This Stakeholder Committee includes representatives of the Federal Government (Department of Fisheries and Oceans, Environment Canada), Province of Ontario (Ministry of Natural Resources, Ministry of Environment), the City of Toronto (Waterfront Secretariat, Works and Emergency Services, Economic Development, Culture and Tourism - Parks and Recreation Section), the Toronto Waterfront Revitalization Corporation and the Toronto Port Authority.

This work will also be provided to the City and the Toronto Waterfront Revitalization Corporation as input into the "Precinct Implementation Strategy", and the "Public Space Framework".

RATIONALE

Staff support the refinements and modifications based on the extensive meetings since June 13, 2003, to the proposed Central Waterfront Secondary Plan "Making Waves" which will be considered at the April 4, 2003 Planning and Transportation meeting.

The modified plan better reflects the issues raised by the architect group, the key principles and policies of the Secondary Plan and the key interests of the Authority. We feel that the few minor modifications suggested above enhance the proposed plan and can be dealt with as technical changes. In concert, the TRCA's Aquatic Habitat Restoration Strategy is a critical and timely conservation component to ensure the success and sustainability of a revitalized waterfront under the new Toronto Waterfront Revitalization Corporation, the City of Toronto waterfront plans and the TRCA Lake Ontario Waterfront Development Program.

It is critical that the Authority support the City's Central Waterfront Plan and its early approval to seize the opportunity to facilitate the comprehensive revitalization of Toronto's waterfront through the TWRC and its partners (Government of Canada, Province of Ontario and the City of Toronto).

WORK TO BE DONE

Staff will continue to work with City staff and other partners on the implementation of the Secondary Plan through such initiatives as the Lower Don River Naturalization and Flood Protection EA, the "Precinct Implementation Strategies", the development of a "Public Space Framework" and the Aquatic Habitat Restoration Strategy.

For Information contact: Larry Field, extension 5243

Date: March 18, 2003

Attachments: 1

