



STAFF REPORT
ACTION REQUIRED

Port Lands Acceleration Initiative Phase 2 - Progress Report

Date:	June 5, 2014
To:	Planning and Growth Management Committee
From:	Deputy City Manager, Cluster B
Wards:	Ward 30 – Toronto-Danforth
Reference Number:	P:\2014\ClusterB\WF\PGM14004

SUMMARY

The purpose of this report is to identify the progress achieved in 2013 and 2014 on the Port Lands Acceleration Initiative (PLAI), specifically with respect to flood protection, area planning, infrastructure cost estimation and funding. In addition, the report identifies next steps.

There are five major pieces of work that are either complete or well underway that will enable the redevelopment of the Port Lands, consistent with City Council direction for the PLAI:

1. The Don Mouth Flood Protection EA;
2. The Lower Don Lands Infrastructure EA;
3. The Port Lands and South of Eastern Transportation and Servicing EA;
4. The Port Lands Planning Framework; and
5. A funding and financing implementation plan.

The first major piece of work, the Don Mouth Flood Protection EA, has been submitted to the Ontario Ministry of the Environment. Ministry approval is anticipated by fall 2014. All that is needed is funding for implementation of the preferred option described in the EA.

Second, the Lower Don Lands Infrastructure EA (related to roads, bridges, transit, and other city-building infrastructure) has been completed in draft. The EA will be finalized by late summer 2014. As per the Class EA process, the EA document will need to be filed on the public record in fall 2014.

Third, the Port Lands and South of Eastern Transportation and Servicing EA will address roads, bridges, transit and other infrastructure in the rest of the Port Lands and lands to the north. The EA is underway and it will be completed in Q2 of 2015.

Fourth, the Port Lands Planning Framework will guide development in the Port Lands. The final Framework will be completed in Q2 of 2015. An interim report "Port Lands Planning Framework: Land Use Direction" is attached as Appendix 3. The Framework will inform three related precinct plans:

- The Film Studio District Precinct Plan (underway, to be completed in 2015);
- The Villiers Island/Cousins Quay Precinct Plan (underway, to be completed in 2015); and
- The Polson Quay Precinct Plan (to be initiated in 2015).

Waterfront Toronto has provided new cost estimates for the proposed PLAI flood protection works and related infrastructure projects. The estimates have been refined but they have not changed substantially since 2012. The estimate for flood protection is \$470 M (as opposed to \$450 M in 2012). The estimate for related infrastructure is \$320 M (as opposed to \$330 M in 2012).

Further refined cost estimates are forthcoming for servicing infrastructure (including transportation), as well as community services and facilities. A comprehensive package of infrastructure cost estimates will be included in the final report on the Port Lands Planning Framework in 2015, along with a recommended funding and financing strategy.

Fifth, with respect to funding and financing, the City's 2013 Development Charges By-law included rate increases related to the first ten years of Port Lands flood protection and related infrastructure projects. The background work for a relatively minor Area-Specific Development Charge By-Law has been initiated and staff are expected to report back on this in the first quarter of 2015.

Development Charge revenues will be an important contribution to the costs of flood protection and related infrastructure over time. Additional funding is needed to cover the non-DC shares and contributions will be pursued from area landowners. These contributions could also help deal with up-front investment requirements. However, funding contributions will also be needed from government and there is a need to initiate discussions with the federal and provincial governments on each contributing a one-third share of approximately \$800 M in total flood protection and related infrastructure costs (approximately \$270 M each).

The Port Lands Land Planning Framework concludes that the Commissioners Street Waste Transfer Station should be relocated to facilitate redevelopment in the Film Studio

District. This conclusion should be reviewed by staff of Solid Waste Management Services, within the context of the larger Solid Waste Long Term Waste Management Strategy that is now underway.

RECOMMENDATIONS

The Deputy City Manager Cluster B recommends that:

1. City Council authorize the City Manager, the Deputy City Manager Cluster B, and the Chief Financial Officer, in consultation with Waterfront Toronto, to initiate discussions with federal and provincial officials regarding one-third funding contributions to accelerate the design and construction of Port Lands flood protection and related infrastructure, and report back to City Council in the first half of 2015;
2. City Council direct the Deputy City Manager Cluster B and the Chief Planner and Executive Director City Planning, with Waterfront Toronto, to complete the development of the Port Lands Planning Framework, Port Lands and South of Eastern Transportation and Servicing Class EA Master Plan, Film Studio District and Cousins Quay/Villiers Island precinct plans, based on the Land Use Direction in Appendix 3, including any amendments recommended for the Central Waterfront Secondary Plan and implementing planning instruments such as Zoning By-laws or a Development Permit System, and report back to Planning and Growth Management Committee in the first half of 2015;
3. City Council authorize City staff and Waterfront Toronto to complete the revisions to the Lower Don Lands Class EA Infrastructure Master Plan Environmental Study Report and file the report in the public record, in accordance with the requirements of the Municipal Class Environment Assessment process;
4. City Council direct the Deputy City Manager Cluster B and the General Manager of Solid Waste Management Services, in consultation with appropriate City divisions, to review relocation options for the 400 Commissioners Street Waste Transfer Station, within the context of the Solid Waste Long Term Waste Management Strategy, and report back to the Public Works and Infrastructure Committee in the first half of 2015;
5. City Council direct the Deputy City Manager and Chief Financial Officer to report back on the implementation of the Port Lands Area Specific Development Charge By-law in the first quarter of 2015; and

6. City Council request that the appropriate City officials be authorized and directed to take the necessary actions to give effect thereto, including the execution of agreements and future Budget submissions.

Financial Impact

There are no financial implications associated with the recommendations in this report per se. There will be future financial implications when additional PLAI reporting is provided in 2015.

Table 1 provides a comparison of the flood protection and related infrastructure cost estimates in the original 2012 PLAI staff report and the most recent update from Waterfront Toronto as of May 2014. The costs are very similar to those previously estimated, although a larger portion is now attributable to the second phase of flood protection.

	Original 2012 PLAI			Revised Phasing Plan 2014		
	Flood Protection	Related Work	Sub-Total	Flood Protection	Related Work	Sub-Total
Phase 1&4	72.4	162.9	235.3	84.0	146.7	230.7
Phase 2	114.2	90.6	204.8	246.2	110.7	356.8
Phase 3	262.0	76.4	338.3	142.4	64.6	207.0
Total	448.6	329.8	778.4	472.5	322.0	794.5

Flood protection costs have increased slightly from approximately \$450 M to approximately \$470 M. This increase is attributable to works being re-categorized from general development-related infrastructure to flood protection-related infrastructure, as well as additional required shoreline stabilization and naturalization work.

Development Charge revenues will be an important contribution to the costs of flood protection and related infrastructure over time. Additional funding is needed to cover the non-DC shares and contributions will be pursued from area landowners. These contributions could also help deal with up-front investment requirements. However, funding contributions will also be needed from government and there is a need to initiate discussions with the federal and provincial governments on each contributing a one-third share of approximately \$800 M in total flood protection and related infrastructure costs (approximately \$270 M each).

The figures in Table 1 do not include the general development-related infrastructure (the type of major development charge-recoverable municipal works that would normally be required even in the absence of flood protection requirements) or local servicing costs that would normally be borne by developers. Waterfront Toronto is currently preparing a

new total costs estimate for the entire Port Lands, including general development-related infrastructure and local servicing costs.

The financial aspects of the potential relocation options for the 400 Commissioners Street waste transfer station are still to be determined, although funding for the Solid Waste Long Term Waste Management Strategy has been approved.

The planning studies that are underway will be completed with existing approved budgets.

The Deputy City Manager and Chief Financial Officer has reviewed this report and agrees with the financial impact information.

DECISION HISTORY

At its meeting on July 6-8, 2010, City Council adopted the report of May 31, 2010 from the Deputy City Manager Cluster B, entitled "Lower Don Lands Project".

<http://www.toronto.ca/legdocs/mmis/2010/ex/reports/2010-06-14-ex45-cr.htm#EX45.15>

This report sought City Council support for a number of studies and plans completed by Waterfront Toronto and the TRCA for the lands south of the rail corridor, east of Small Street, West of the Don Roadway and north of the Ship Channel known as the "Lower Don Lands". The report included the following recommendations that were adopted by City Council:

1. Support the preferred alternative of the Don Mouth Naturalization and Port Lands Flood Protection Environmental Assessment and its submission to the Minister of the Environment for approval;
2. Endorse the Lower Don Lands Framework Plan (May 2010) to guide the revitalization of the Lower Don Lands and endorse the Keating Channel Precinct Plan (May 2010) as it relates to lands west of and including Cherry Street;
3. Authorize Waterfront Toronto to put the Lower Don Lands Class EA Infrastructure Master Plan (May 2010) in the public record in accordance with the requirements of the Municipal Class Environment Assessment; and
4. Authorize Waterfront Toronto to put the Keating Channel Precinct Class EA Environmental Study Report (May 2010), as it relates to lands west of and including Cherry Street, in the public record in accordance with the requirements of the Municipal Class Environmental Assessment while addressing the need for the lowering of Cherry Street North of the CN rail underpass.

It should be noted that City Council deferred approval of the Keating Channel Precinct Plan and Keating Channel Class EA Environmental Study Report as they relate to lands east of Cherry Street until the Gardiner/Lake Shore Boulevard Reconfiguration EA is further advanced. This environmental assessment is still ongoing.

At its meeting of September 21 and 22, 2011, City Council endorsed the protocol for the revitalization of the Port Lands. This protocol initiated the Port Lands Acceleration Initiative (PLAI) by the City of Toronto, Waterfront Toronto and TRCA which included a review of the studies endorsed by City Council related to the Lower Don Lands Project. <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2011.EX9.6>

At its meeting of October 2, 3 and 4, 2012 City Council adopted the report of August 24, 2012 from the Deputy City Manager Cluster B, entitled "Port Lands Acceleration Initiative – Final Report". City Council endorsed the Summary of Findings of the PLAI process and adopted recommendations and directions to amend the Don Mouth and Lower Don Lands environmental assessments, based on a revised flood protection scheme. The Council action initiated the Port Lands Planning Framework and precinct planning, the utilization of development charges for infrastructure, and comprehensive public consultation to address all of these items. <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.EX22.1>

At its meeting of May 7, 2013 City Council adopted the report of April 9, 2013 from the Deputy City Manager Cluster B, entitled "Port Lands Acceleration Initiative – Update". City Council adopted recommendations that revised the precinct boundaries for Cousins Quay and Film Studio District, ensured coordination of the Port Lands Planning Framework with the South of Eastern Strategic Direction and approved a review of TPLC agreements, policies and practices in the Film Studio District. <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.EX31.8>

ISSUE BACKGROUND

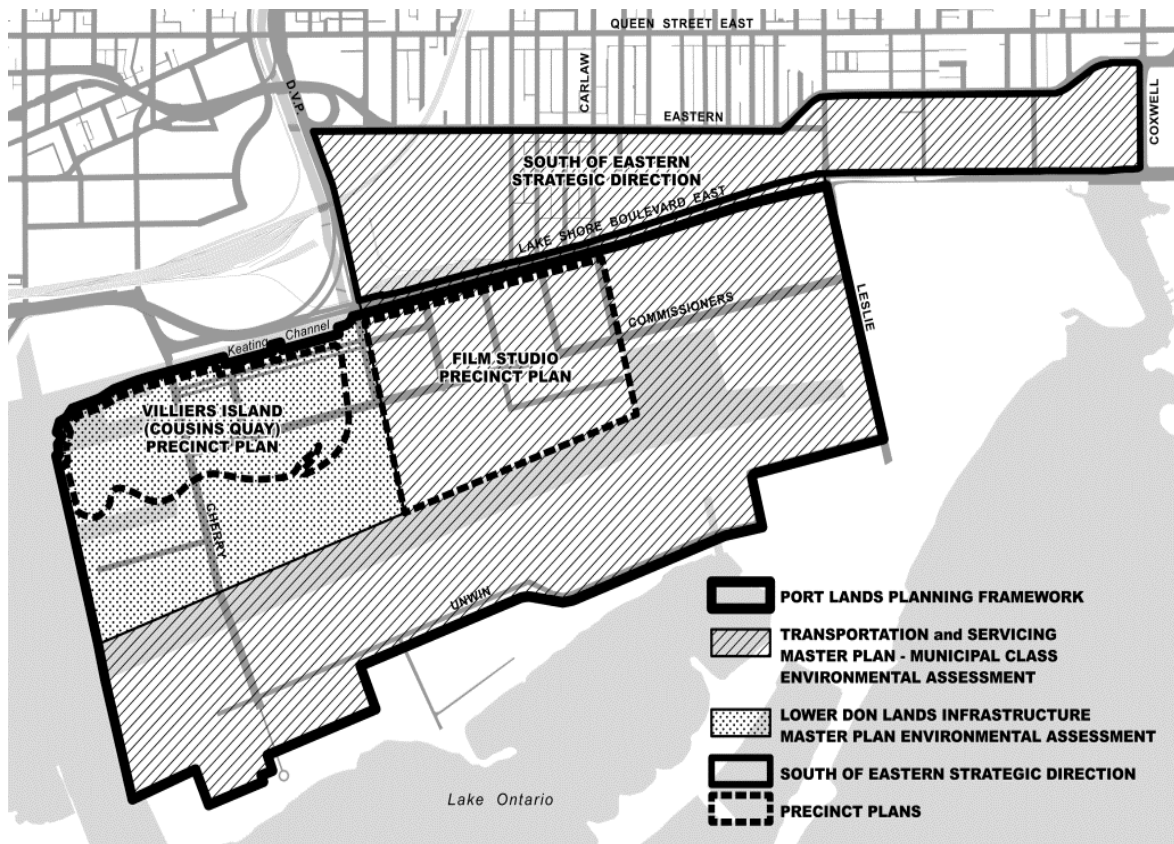
The need for flood protection in the Port Lands has been identified in City of Toronto planning documents since the 1980s. The 2003 Central Waterfront Secondary Plan included the naturalized Don River Mouth proposal and identified the priority environmental assessment work to address flood protection and naturalization. Work began in 2004 and resulted in a preferred alternative for the Don Mouth being submitted for provincial review and approval in 2010. The Lower Don Lands Project staff report approved by Council in July 2010 included the adoption of the Lower Don Lands Framework Plan, the Don Mouth EA, and the Lower Don Lands Infrastructure EA.

With the adoption of the 2012 PLAI report by City Council, amendments to the Don Mouth EA and the Lower Don Lands Infrastructure EA were initiated based on a modified preferred alternative for the Don Mouth, and in parallel with the Planning Framework and precinct planning required to implement the PLAI.

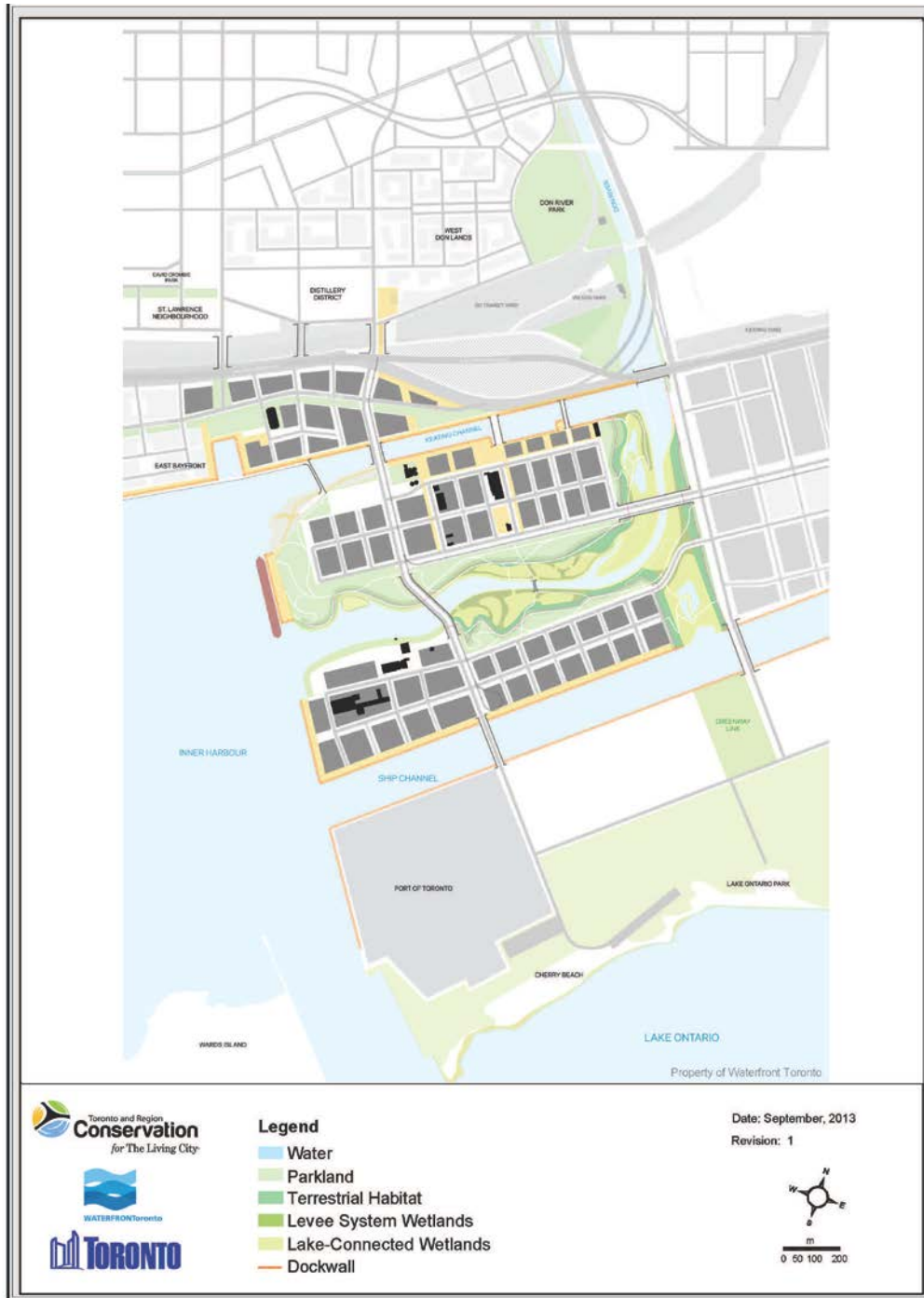
COMMENTS

This report includes current information on the following aspects of the PLAI Phase 2 process initiated after the City Council decision on the Port Lands Acceleration Initiative in October 2012:

- Don Mouth EA and Lower Don Lands Infrastructure EA;
- Port Lands Planning Framework;
- Port Lands and South of Eastern Transportation and Servicing Master Plan EA;
- Villiers Island/Cousins Quay and Film Studio District precinct planning;
- Port Lands flood protection and infrastructure funding strategy.



Don Mouth Naturalization and Port Lands Flood Protection Amended Environmental Assessment Report (Don Mouth EA)



The Don Mouth EA Amendment process was undertaken to modify the original preferred alternative for flood protection to reflect the outcomes of the PLAI process completed

and approved by Council in October 2012. The preferred alternative conceptual design for the Don Mouth EA is shown above.

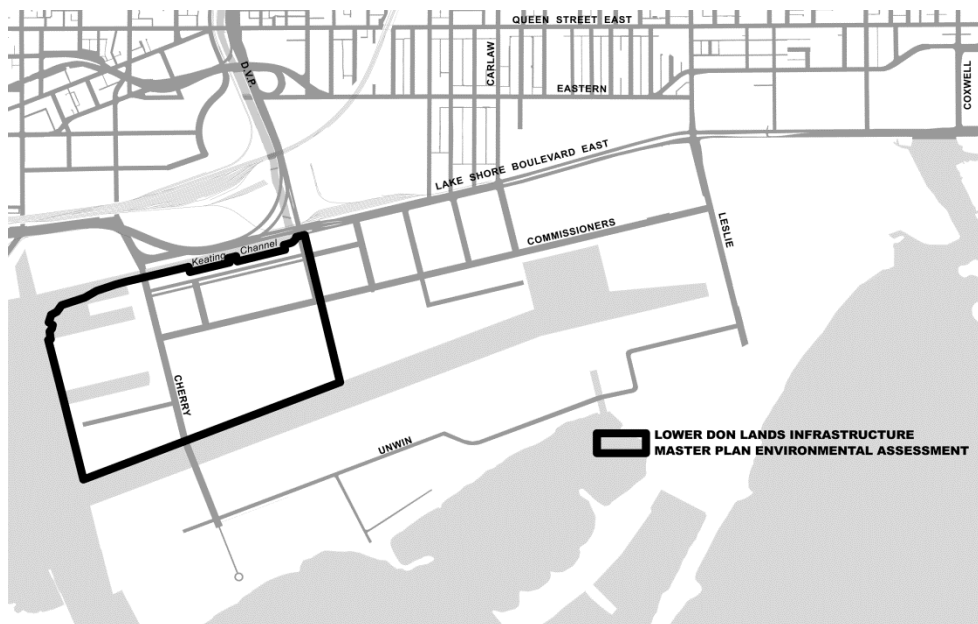
The analysis undertaken for the 2012 PLAI had confirmed the fundamental conclusions of the Don Mouth EA, but proposed certain modifications to the preferred alternative, including a minor realignment of the river channel, river mouth and the Don Greenway. These refinements allowed for phased implementation of required flood protection and infrastructure.

Staff from the City of Toronto, Waterfront Toronto and TRCA have further revised the Don Mouth EA to incorporate additional technical analysis and stakeholder consultation. Specific components of the conceptual design include comprehensive flood protection features, sediment/debris/ice management, naturalization areas and integration of flood protection and Lower Don Lands infrastructure. A summary of the Don Mouth EA is included in Appendix 1.

An amended environmental assessment report was formally submitted to the Ministry of Environment in March 2014 and can be accessed through the link below. The review and approval process is underway and approval is anticipated by late 2014.

<http://trca.on.ca/the-living-city/green-infrastructure-projects/environmental-assessment-projects/don-mouth-naturalization-and-port-lands-flood-protection-project/whats-new.dot>

Lower Don Lands Infrastructure Master Plan Environmental Study Report (Lower Don Lands Infrastructure EA)



The Lower Don Lands Infrastructure EA identifies the location and design of roads and bridges, transit, servicing and stormwater management in the Lower Don Lands. It is currently being amended to reflect the refinements that arose out of the 2012 PLAI.

Revisions have been coordinated with the ongoing amendments to the Don Mouth EA. A summary of the EA progress is included in Appendix 2.

The Lower Don Lands Infrastructure EA refines the location of road alignments and includes all of the critical infrastructure elements.

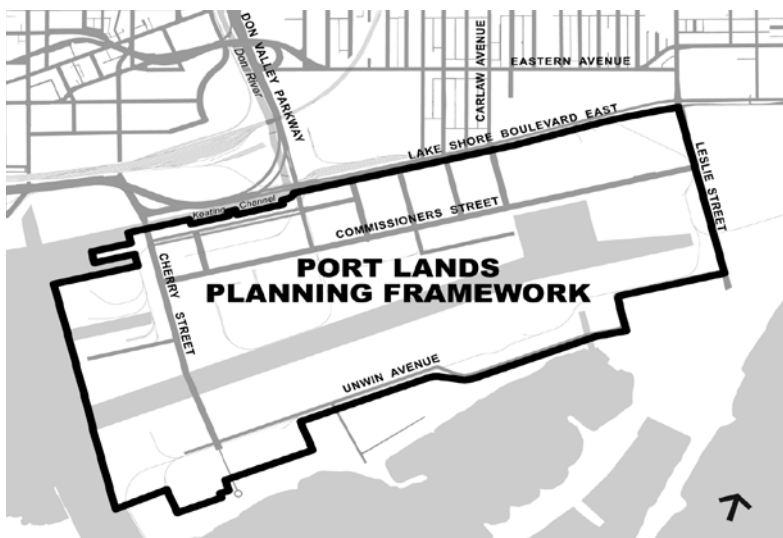
The road and transit network has been shaped to frame the proposed Don River alignment based on the standards for all the bridges set out in the Don Mouth EA. It includes the realignment of Queens Quay East, Lakeshore Boulevard East, and Cherry Street, and the location for bridges at the Keating Channel, across the future river valley and Don Greenway.

The Lower Don Lands Infrastructure EA also completes Phases 3 and 4 of the Class EA process approval for the following applicable projects within the Lower Don Lands:

- Cherry Street to the Ship Channel;
- Commissioners Street based on the previous functions and cross sections for Villiers Street in the approved Master Plan;
- Villiers Street;
- Basin Street from Cherry Street to the Don Roadway; and
- Mechanical storm water quality control facilities.

The final Environmental Study Report is anticipated to be completed in late summer 2014. Staff are recommending that Waterfront Toronto be authorized to complete the Environmental Study Report and proceed to file it on the public record in accordance with provincial Class EA procedures.

Port Lands Planning Framework



The Port Lands Planning Framework is a high-level plan that will provide the basis for amending the Central Waterfront Secondary Plan as it relates to the Port Lands. It will be

a "blueprint" that will establish a refined and refreshed vision for the lands, guiding revitalization and redevelopment over the coming decades. Elements of the Planning Framework include:

- Establishing more specific land use direction to provide clarity and certainty as development proceeds;
- Identifying the transportation network (streets, transit and pedestrian/cycling facilities) needed to connect the Port Lands with the broader city through the concurrent Municipal Class EA;
- Establishing and protecting for a range of parks and open spaces, including "locking in" the outcomes of the amended and finalized DMNP EA;
- Identifying the character of specific areas and providing more detailed urban design and built form direction;
- Identifying the community services and facilities needed to support new communities;
- Providing direction for the appropriate conservation of heritage resources, and interpretation and commemoration of First Nations history in the area; and
- Providing implementation and phasing direction.

The Planning Framework is being developed in phases. The first phase involved background research, which was completed in November 2013 with the release of the Port Lands Profile document. The study is currently in the second phase of its process which involves establishing a cohesive and comprehensive vision, starting with land use and connections. The final stage is finalizing the Planning Framework, including the identification of appropriate implementation mechanisms.

Following the November 28, 2013 introductory community consultation meeting, the project team developed land use options to obtain feedback from the community and stakeholders, and to test and analyze. The land use options were presented at a February 13, 2014 community consultation meeting, and at a follow-up workshop held on March 5, 2014. The project team utilized the feedback received, as well as completed a detailed analysis of the land use options, culminating in the Port Lands Planning Framework: Land Use Direction attached in Appendix 3.

Port Lands Land Use Direction

The proposed land use directions represent a land use vision for the Port Lands that balances competing interests to produce new and emerging employment sectors, new mixed-use communities and parks, and protection for port-related operations and businesses. The vision will provide greater clarity and certainty about activities and uses in the Port Lands, as well as direction to eliminate or mitigate potential conflicts. Five themes underpin the directions:

1. Supporting naturalization of the mouth of the Don River and accelerating development;

2. Creating vibrant new mixed-use communities and employment clusters alongside a working port;
3. Consolidating and relocating uses to create opportunities and improve public access;
4. Creating synergies with the South of Eastern area; and
5. Future proofing and creating a strategic land reserve.

The attached report provides a more detailed land use direction for four sub areas within the Planning Framework study area: the Lower Don Lands, the Film Studio District, the East Port and South Ship Channel. The directions also identify parks and open spaces for each of these different areas, with some open space areas requiring further exploration through the next stage of the process, such as in the Film Studio District and South Ship Channel. Work to date is consistent with Provincial Policy Statement 2014 and conforms to the Central Waterfront Secondary Plan and Places to Grow Growth Plan. A description of the land use concept for each of the four areas is provided below.

The Lower Don Lands

The Lower Don Lands continue to be identified as being transformed into a new, diverse mixed-use urban district framed by the re-naturalized mouth of the Don River and Promontory Park, consistent with the Central Waterfront Secondary Plan and the first phase of the Port Lands Acceleration Initiative. Additional, more detailed assessment will be undertaken in the next stage of the study to identify buffers and/or other mitigation measures needed to address the existing Lafarge operation on Polson Quay, in accordance with City Council direction.

The Film Studio District

The Film Studio District is identified as being transformed into a "modern media city". This includes building on the existing media cluster, anchored by Pinewood Toronto Studios located within the district. Soundstage expansion opportunities are provided throughout the district. Surrounding film studio expansion opportunities are identified for employment uses, such as creative industries, and will provide a buffer between film studios and new mixed-use residential development. Mixed-use residential and employment uses are proposed north of Commissioners Street and along the future Don Greenway. More detailed assessment will be undertaken in the next phase of planning for lands adjacent to Carlaw Avenue and the Turning Basin to establish whether mixed-use residential uses will be permitted, and if so, the nature and amount.

The East Port

The East Port is proposed to continue to be utilized for port and employment uses for the foreseeable future. North of Commissioners Street, many of the existing uses will remain in the long-term. As existing uses vacate this area or seek to redevelop, synergies with the South of Eastern *Employment Area* will be encouraged. The concrete batching and

aggregate operations south of Commissioners Street are able to continue their operations. Over time, lands adjacent to dockwalls should continue to be optimized for port and other maritime uses.

The South Ship Channel Lands

The South Ship Channel lands will continue to be utilized for port and employment purposes for the foreseeable future. However, existing port activity will need to be updated and modernized over time, including developing new marine terminals for storage, rather than the current practice of outdoor storage. This would also assist in reducing potential impacts to the new mixed-use areas proposed north of the Ship Channel. Additionally, other employment and industrial areas, on short- to medium-term leases should also be pursued for this area. A "maritime hub" is targeted for the Cherry Street frontage to create both a gateway to Cherry Beach, as well as provide amenity for visitors and employees.

Commissioners Transfer Station

The Commissioners Transfer Station is centrally located within the Film Studio District, abutting Mc Cleary Park to the north. Consideration of more sensitive uses, such as residential uses in the Film Studio District, is dependent on relocating the Transfer Station. A review of Ministry of the Environment (MOE) guidelines and discussions with MOE staff indicate that there would be the need for at least a 300 metre separation between the Transfer Station and new uses. Other stakeholders within the Film Studio District have also identified the relocation of the facility as beneficial for solidifying the district as a "modern media city". Further, Solid Waste Management Services (SWMS) staff have noted that given the potential population and employment anticipated for the Port Lands, a new facility would be advantageous. Moving the facility would both establish a new, modern facility and unlock development potential in the Film Studio District.

The Transfer Station was originally constructed as a waste incinerator in 1953. The facility ceased incineration activities in the 1980s, but has continued to be used as a transfer station for residential garbage, and leaf and yard waste, a public drop off for small quantities of recyclables, household hazardous waste and electronic goods. Other City Divisions also use the transfer station to drop off leaf and yard waste and street sweepings.

SWMS has initiated the development of a Long Term Waste Management Strategy for Toronto which will guide the Division's decision-making for the next 30 to 50 years. The completed Strategy will recommend waste management policies and programs, including how to manage remaining garbage after reduction, reuse and recycling. HDR Corporation has been retained to assist with the development of the Strategy which will include a review of potential relocation options associated with the Commissioners Transfer Station. SWMS staff have noted the difficulty of relocating waste transfer stations due to the nature of the operations and the potential for community opposition.

Consultation with Stakeholders

Draft land use directions were presented to a joint Stakeholder Advisory Committee (SAC) and Land Owner and User Advisory Committee (LUAC) meeting on May 20, 2014. Feedback received has been incorporated, as appropriate, into the attached report. Members of the SAC and LUAC were generally supportive of the land use directions and the process established in moving forward, including additional noise and air quality assessment proposed to be undertaken as part of the next stage of the process. The land use directions will continue to be refined for the final Port Lands Planning Framework, and through precinct planning with additional opportunities afforded for consultation.

Next Steps

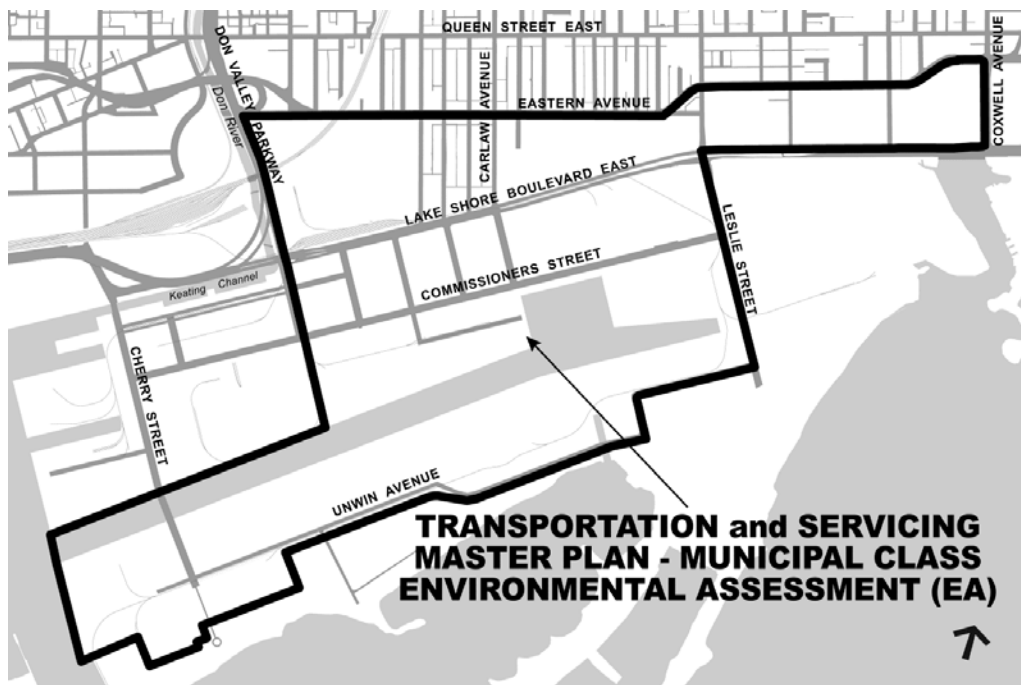
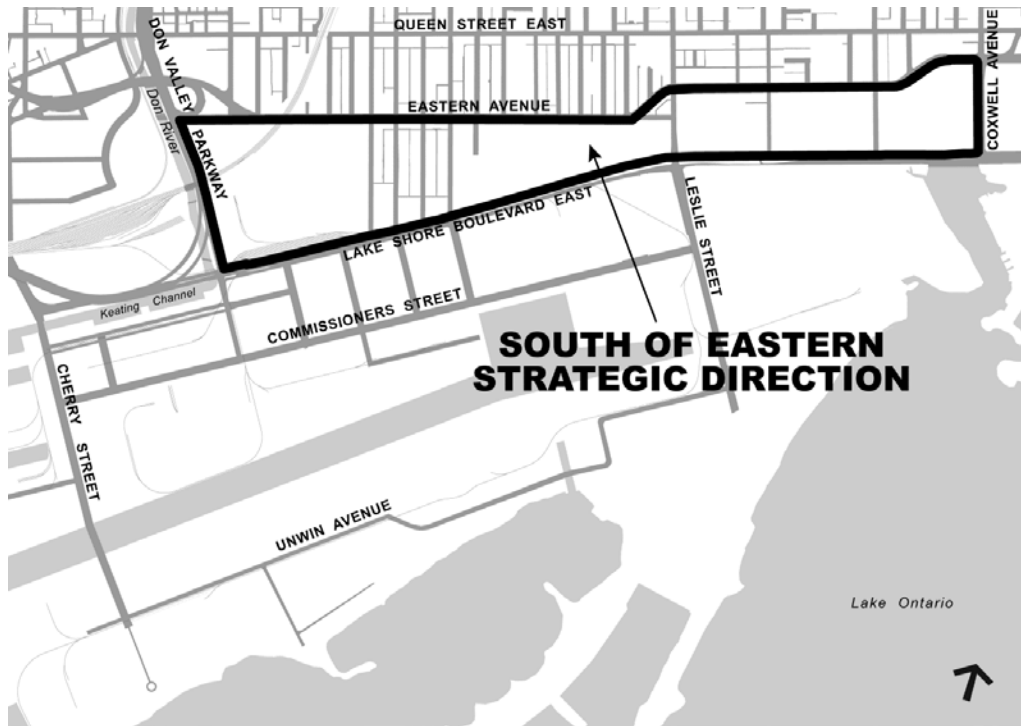
Next steps in completing the Port Lands Planning Framework include:

- Establishing appropriate separation distances, buffer uses, mitigation and/or requirements from existing industrial operations through further assessment;
- Establishing dedicated, reliable trucking routes to minimize impacts on new and existing communities;
- Establishing performance standards for new open port and industrial operations to modernize operations and mitigate potential impacts;
- Assessing existing zoning permissions and pursuing the rezoning of lands in the East Port and South Ship Channel to align with the land use directions;
- Establishing implementation timeframes (short, medium, and longer term) and a phasing strategy that works towards implementing the land use vision for the Port Lands; and
- Continuing to consult with SAC, LUAC, public and other stakeholders on the Planning Framework and related studies.

The final Port Lands Planning Framework document will establish the basis for amending the Central Waterfront Secondary Plan as it relates to the Port Lands. Additional planning instruments, such as a Zoning By-law Amendment or Development Permit System(s), in areas where precinct planning is underway, are currently being explored to implement the outcomes of current planning efforts.

Port Lands and South of Eastern Transportation and Servicing Master Plan EA

In developing the work program for the second phase of the PLAI, it was determined that coordinating infrastructure planning in the Port Lands and South of Eastern areas would be advantageous. The City Planning Division is currently undertaking a separate study concurrent with the PLAI for the South of Eastern area known as the South of Eastern Strategic Direction. In November 2013, the City of Toronto initiated a Municipal Class EA for portions of the Port Lands (excluding the Lower Don Lands) and the South of



Eastern area. This EA is assessing the street, transit and municipal servicing infrastructure in, and between, the two areas. Dillon Consulting has been retained by the City to assist with the undertaking.

The EA is being undertaken as an integrated planning study, as provided for under the Municipal Class EA process, with both the Port Lands Planning Framework and South of

Eastern Strategic Direction informing the EA, and vice versa. The first phase of the EA process was completed with the November 28, 2013 community consultation meeting, where existing conditions were documented, along with problems and opportunities to be addressed in the EA.

The EA is currently in the second phase of the process which is the development and assessment of alternatives. A high-level, strategic analysis on transportation and servicing needs for the different land use options was undertaken to inform the development of alternatives. A series of transportation and servicing alternatives were developed and presented to the public at the February 13, 2014 introductory community consultation meeting and the March 5, 2014 workshop. These alternatives included:

- North-south connections between the Don River and Carlaw Avenue;
- North-south connections between Carlaw Avenue and Leslie Street;
- Connections across the Ship Channel;
- East-west connections within the study area;
- Higher-order surface transit routes; and
- Water, wastewater and stormwater management alternatives.

The assessment of the alternatives is underway, and will address a wide range of issues and criteria, including ensuring traffic infiltration north of Eastern Avenue is minimized or mitigated, providing "complete streets" that balance all modes, and minimizing or mitigating impacts to natural heritage and heritage resources. Detailed modelling will also be undertaken by Dillon Consulting to inform the evaluation. A preferred solution will be identified and further consultation with the public and stakeholders will occur in Q4 2014.

Villiers Island/Cousins Quay Precinct Plan



The precinct plan will establish design and development objectives, local street patterns, block structure, linkages between local parks and open spaces and built form controls. To date, staff have completed background review and analysis and a review of opportunities and constraints, and are now engaged in concept development and testing. The precinct plan boundaries were expanded somewhat to comprehensively plan all lands to the north of the new river valley.

Based upon a set of guiding principles, staff have developed three precinct plan options for public review, identified as the Keating Gateway, Cultural Core and Central Spine. These options have recently been shared as part of the precinct public consultation process and are summarized in Appendix 4.

Film Studio District Precinct Plan

The Film Studio District precinct plan study area extends from the Don Roadway to the west, Lake Shore Boulevard to the north, Carlaw Avenue to the east and the Ship Channel to the south. Similar to the Villiers Island/Cousins Quay precinct plan, the Film Studio District precinct plan will establish a local street and block pattern, design and development objectives, neighbourhood parks and open space and built form controls. To date, staff have completed background analysis, and developed draft guiding principles, as well as initial street and block plans.

As land use is being more broadly defined through the Port Lands Planning Framework, precinct planning has not progressed at the same pace as the Villiers Island/Cousins Quay precinct plan. Also, the Film Studio District has not benefitted from the same level of previous planning that has occurred in the Villiers Island/Cousins Quay area. Complex issues related to existing constraints, such as the Commissioners Transfer Station, and the continued importance of the film industry in the District have required additional study time.

Polson Quay Precinct Plan

Polson Quay is located in the Lower Don Lands south of the future naturalized river mouth. City Council directed City and Waterfront Toronto staff to undertake a precinct plan for Polson Quay. This precinct plan is currently on hold pending completion of the current studies that are now underway. It is anticipated that precinct planning will commence in the first half of 2015.

Updated Infrastructure Cost Estimates

Flood Protection Costs

TRCA and Waterfront Toronto have developed an updated flood protection and related infrastructure plan based on the previous outcomes of the PLAI process. Waterfront Toronto has provided new estimates of the costs for the direct flood protection works, and for the other related works (such as roads, bridges, sewers, etc.) which would be built at the same time as the flood protection works.

The 2010 estimated cost of constructing the Don Mouth flood protection and naturalization was \$634 M. In 2012, through the PLAI exercise, cost reductions were determined through value engineering modifications to the river and river mouth alignment, bridges, the modified configuration of the development parcels and reduced servicing requirements, and the modified configuration of the Polson and Cousins Quay promontories. Collectively the improvements were identified as achieving reduced costs of over \$130 M.

Table 1 provides a comparison of the flood protection and related cost estimates in the original 2012 PLAI staff report and the most recent update from Waterfront Toronto as of May 2014. The costs are very similar to those previously estimated, although a larger portion are now attributable to the second phase of flood protection.

	Original 2012 PLAI			Revised Phasing Plan 2014		
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Total	448.6	329.8	778.4	472.5	322.0	794.5

Flood protection costs have increased slightly from approximately \$450 M to approximately \$470 M. This increase is attributable to the re-categorization of some works from general development-related infrastructure to flood protection-related infrastructure. In addition, some additional shoreline stabilization and naturalization work is required. In sum, the savings in flood protection costs (approximately \$130 M) from the PLAI review remain.

The figures above do not include the general development-related infrastructure (the type of major development charge-recoverable municipal works that would normally be required even in the absence of flood protection requirements) or local servicing costs that would normally be borne by developers. Waterfront Toronto is currently preparing a new total costs estimate for the necessary Port Lands infrastructure (including general development-related and local servicing costs) for each precinct.

Other Infrastructure Costs

Further revisions to the infrastructure costing estimates for the Port Lands will be provided based on the completion of the Port Lands South of Eastern Transportation and Servicing EA, which will be contingent on the Land Use Direction of the Port Lands Planning Framework (attached, Appendix 3).

As part of the Port Lands Planning Framework, the City is completing a comprehensive Community Services and Facilities Strategy. This exercise will identify facility needs such as recreation centres and daycares, as well as Fire, Police and EMS stations, for the emerging communities. The costs of such facilities were not included in the 2012 PLAI financial model, but will be incorporated in a 2015 update and in future DC By-Law amendments. The costs associated with moving the Commissioners Street Transfer Station, if applicable, will also need to be considered.

The original 2012 PLAI financial model assumed that the cost of bringing all of the necessary services to the perimeter of the Port Lands development precincts would be funded through other means – so these costs were not included in the model. For instance, although the 2012 model includes the cost of initially building a bus rapid transit line through the Port Lands, and then later replacing this with a Light Rail Transit line, it was assumed that the cost of bringing these lines to the perimeter of the Port Lands would be funded separately through a city-wide transit funding strategy.

In addition to off-site transit works, approximately \$74 million in other infrastructure works through Keating North Precinct are necessary in order to connect Villiers Island/Cousins quay and Polson Quay with the rest of the city. In the 2012 PLAI, it was assumed that the funding for these works would be generated through development charges as well as from developer contributions. This assumption may have to be revisited based on the outcome of discussions with the Keating North Precinct landowners.

Since the land use assumptions made as part of the 2012 PLAI are being reviewed as part of the Port Lands Planning Framework and the individual precinct plans, changes to these assumptions will directly impact the value that can be realized for the City-owned lands, and the financial model will have to be revised to reflect these changes in value.

Funding and Financing Strategy

Development Charge Revenues

Since the completion of the 2012 PLAI report, Finance staff have focused their efforts on designing and implementing the most appropriate development charge strategy for recovering Port Lands infrastructure costs.

The first ten years of the infrastructure works identified in the 2012 PLAI were considered in the City-Wide Development Charges Background Study, used to calculate the rates in the new Development Charges By-Law, which came into effect on November 1, 2013. The study attributes costs to the growth expected within a 10-year planning period (2013-2022) for recovery through development charges and excludes infrastructure expenditures benefiting development before, or after the planning period. The actual revenues collected are affected by required deductions, and City exemptions (such as for non-ground-floor commercial) and the phase-in period for the new rates.

The costs for some of the flood protection works had been deemed more suitable for recovery through an Area-Specific Development Charge rather than through the City-Wide Development Charge. These expenditures were estimated to be approximate \$60 million of the overall infrastructure requirement – a relatively small share. They would be applied on lands that require the related works in order to be released for redevelopment.

In Phase 2, the Don Greenway/spillway releases certain precincts/properties that would be subject to the charge, specifically development east of the Don Roadway and Don River and to the north and east of Villiers Island/Cousins Quay would be able to proceed in Phase 2. A background study, to be completed in the first quarter of 2015, is underway to confirm the actual area-specific charge amounts.

Landowner Financing and Funding Contributions

In response to the 2012 PLAI staff report, Council directed staff to negotiate funding and financing contributions with local private landowners in the Port Lands. Staff held two meetings with the private landowners in 2013 to seek their input and provide them with an update on the new City-Wide Development Charge By-Law. The private landowners indicated that they require additional information regarding the proposed charge amounts for the area-specific development charge and potential development capacity on their lands before they can enter into negotiations with the City regarding potential additional financial contributions. Therefore, further discussions with the landowners will take place once the precinct planning is completed and infrastructure costing allows completion of a draft area-specific Development Charge By-Law.

Since the land use assumptions made as part of the 2012 PLAI are being reviewed as part of the Port Lands Planning Framework and the individual precinct plans, changes to

these assumptions will directly impact the value that can be realized for the City-owned lands, and the financial model will have to be revised to reflect these changes in value.

Funding Support from Senior Levels of Government

Notwithstanding the further cost analysis to be completed, it is clear to staff that contributions from private land owners and development charges will not be sufficient to fully fund flood protection and infrastructure requirements for the Port Lands. In order to address the funding gap, staff are recommending that Council provide direction to staff to initiate discussions with the federal and provincial governments regarding contributions to these costs, within the context of City requirements related to waterfront revitalization, social housing rehabilitation, and TTC growth and rehabilitation. A one-third share of approximately \$800 M would be approximately \$270 M each.

Conclusions and Next Steps

The current Waterfront Revitalization budget is fully allocated to the completion of precinct implementation projects for East Bayfront, West Don Lands and the Central Waterfront and delivery of that work will continue until 2022, under the current three government arrangement with Waterfront Toronto. Waterfront Toronto has conducted preliminary meetings with federal and provincial officials to discuss "Waterfront 2.0", a potential successor program to the original \$1.5 billion waterfront allocation. One of the priority projects of Waterfront 2.0 is flood protection and enabling infrastructure in the Port Lands.

Staff will be reporting to the July 2, 2014 Executive Committee meeting on the next phase of waterfront revitalization. The report will propose a strategic review process related to issues, priorities and implementation options for City waterfront revitalization projects not covered by the current Tri-government Waterfront Toronto funding allocation. The review will make use of the Intergovernmental Steering Committee, a formal forum for intergovernmental management and coordination on all matters related to waterfront revitalization.

Work in 2013 and 2014 in support of PLAI has produced a Land Use Direction that will, over the next 12 months, guide the completion of the Port Lands Planning Framework, as well as detailed plans related to the Film Studio District and Villiers Island/Cousins Quay precincts. Cost estimates for flood protection works and related infrastructure, city-building and servicing infrastructure, as well as community services and facilities, will feed into a recommended funding and financing strategy which is to be part of the final report on the Port Lands Acceleration Planning Framework in Q2 of 2015.

As staff undertake the proposed strategic review process for the next phase of waterfront revitalization, City officials should initiate discussions with federal and provincial staff regarding funding options to accelerate the design and construction of flood protection and related infrastructure in the Port Lands. Specifically, staff should propose a three-way share (approximately \$270 M) of the \$800 M required for flood protection and related infrastructure.

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ATTACHMENTS

Appendix 1 - Summary Don Mouth EA
Appendix 2 - Summary Lower Don Lands Infrastructure EA
Appendix 3 - Port Lands Planning Framework: Land Use Direction
Appendix 4 - Summary Villiers Island/Cousins Quay Precinct Planning Work

Appendix 1

Summary - Don Mouth Naturalization and Flood Protection Project Amended Environmental Assessment Report March 2014 (Don Mouth EA)

The Don Mouth EA is an Individual EA under provincial regulations and has been provided to the Ministry of Environment for formal review and approval. It is expected that this process will be completed by late 2014.

The text and illustration below provides an updated summary of the revised preferred alternative conceptual design. Specific components of the conceptual design include comprehensive flood protection features, sediment/debris/ice management, naturalization areas and integration of flood protection and Lower Don Lands planning and servicing.

Flood Protection Features

- River valley formation, including the Don Greenway to the Ship Channel, Keating Channel spillway, and low flow channel;
- East bank flood protection landform north of Lake Shore Boulevard;
- East bank valley wall feature south of Lake Shore Boulevard;
- Modifications to grades surrounding Eastern Avenue at the Kingston Subdivision grade separation;
- Keating Channel weirs; and
- Grading and setbacks of adjacent development areas.

Sediment, Debris and Ice Management

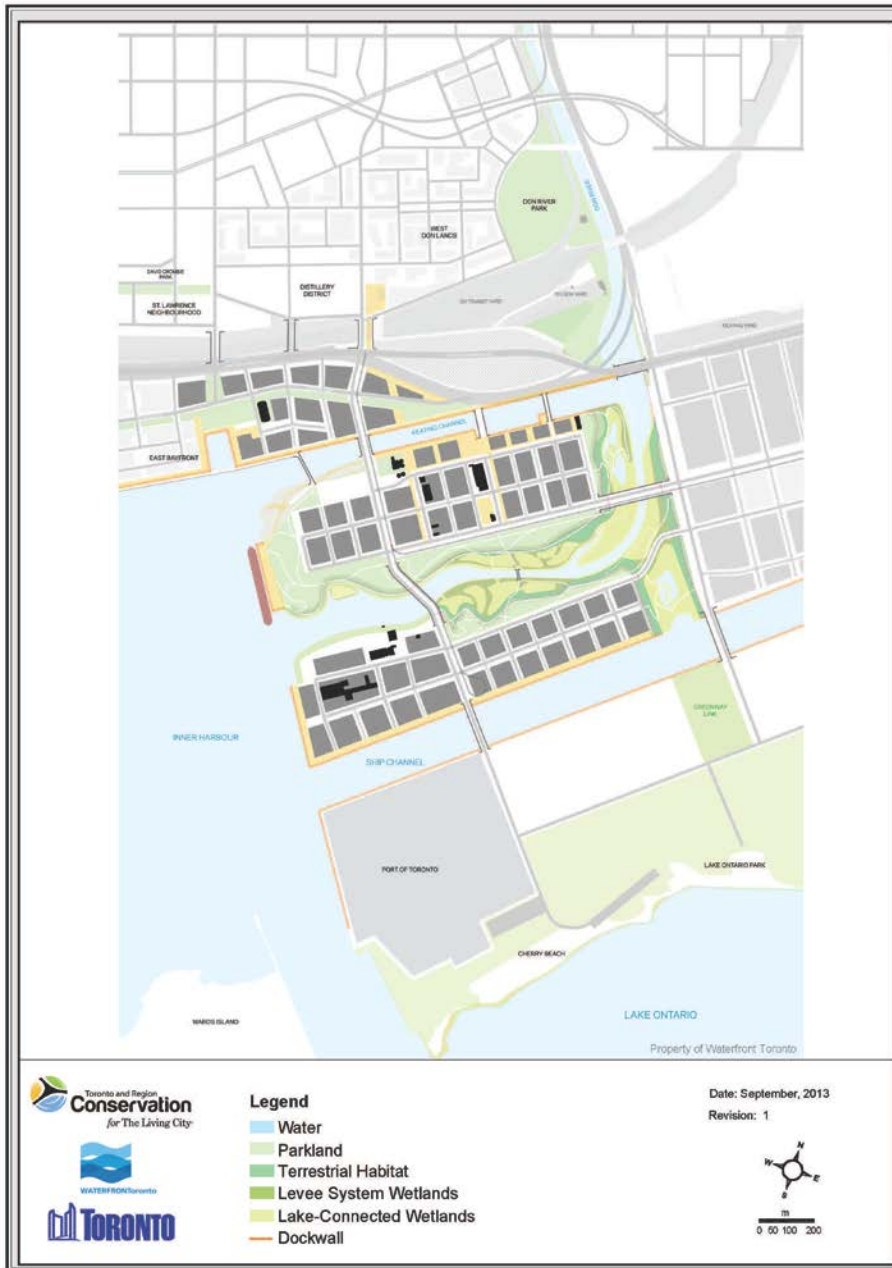
A sediment trap constructed south of the CN Rail bridge and maintained with a new sediment conveyance system utilizing the following process:

1. Sediment will be hydraulically dredged and piped to a hydrocyclone, where it will be dewatered and transported off-site; and
2. A Sediment and Debris Management Area next to the sediment trap utilizing debris management booms, will capture debris within the channel.

Ice management in the stabilized transition between the Lake Shore Boulevard crossing and the Commissioners Street crossing providing a place for ice to collect and break up. It also provides an overflow spillway through the Keating Channel to reduce risk due to backwater effects in the event of an ice jam.

Naturalization

Approximately 30 hectares of naturalized area consisting of terrestrial habitat, including valley slope transitions, wetland habitat, including levee systems and lake-connected wetlands, and permanent aquatic habitat.



Integration with the Lower Don Lands Infrastructure EA

New river crossings constructed to carry vehicular traffic will be designed to span the floodplain and to pass the Regulatory Flood with a minimum of 0.5 metres freeboard (with the exception of the Lake Shore Boulevard and Harbour Lead crossing); Pre-installed, underground utility conduits will provide servicing across the floodplain without repeated disturbance to the naturalized river valley system; over 12 hectares of

parkland outside of the new river valley system is intended to accommodate passive and active recreational uses.

Construction Implementation

Given the extended time period for construction of the DMNP, it will be phased in over a number of years, in four proposed phases:

- Phase 1: Construction of the new Keating channel Bridge and Removal of Existing Keating Channel Bridge and Abutments;
- Phase 2: Construction of the Greenway;
- Phase 3: Construction of the New River Valley Footprint; and
- Phase 4: Naturalization of the Southern Dockwall of Polson Slip.

Appendix 2

Summary - Lower Don Lands Infrastructure Master Plan Environmental Study Report (Lower Don Lands Infrastructure EA)

Background

The Lower Don Lands Infrastructure EA was completed in 2010. Waterfront Toronto, the City of Toronto and the Toronto Transit Commission (TTC) were tri-proponents. Waterfront Toronto completed the EA on behalf of the City and the TTC. The Master Plan is currently being amended to reflect the refinements from the 2012 Port Lands Acceleration Initiative and outcomes of the Don Mouth EA.

The Lower Don Lands EA incorporates all elements of the final Don Mouth EA. The river alignment, Regulatory Flood Zone, land elevations and flood protection features inform bridge and roadway alignments as well as the design of water, wastewater and stormwater services. The amendments to the EA to reflect the outcomes of the PLAI and Don Mouth EA are described below. Other aspects of the 2010 Lower Don Lands Infrastructure EA, such as the Problem and Opportunity Statement remain unchanged.

Infrastructure	Revisions
Lake Shore Boulevard East (from Parliament Street to the Don Roadway)	No amendment required. Further analysis related to the Gardiner Expressway may revisit infrastructure in this area in the future.
Queens Quay (from Parliament Street to Cherry Street)	No amendment required. The new road segment remains approved under the Municipal Class EA.
Improvements to portals or new portals under the main rail embankment at Cherry Street, Parliament Street and Trinity Street	No amendment required. The expanded or new portals remains approved under the Municipal Class EA.
Cherry Street from the West Don Lands to the Ship Channel	<p>The 2010 LDL EA received full EA approval of the reconstruction of Cherry Street from the underpass of the main rail line south to Villiers Street in the Port Lands. No amendment to this segment is required.</p> <p>Outcomes of the PLAI and Don Mouth EA require a minor change in the alignment of Cherry Street as it crosses the future river valley. The road remains generally in the same location and has the same components.</p>
Commissioners Street and Villiers Street (from Cherry Street to the Don Roadway)	Commissioners Street becomes the new main east-west street in the Port Lands, and Villiers Street reverts to a local street, no longer connecting south-east to Commissioners Street.
Keating Channel Crossings	Fewer crossings were identified during the PLAI. The approvals under the previous 2010 LDL EA remain in place, and they would allow construction of these facilities should the

Infrastructure	Revisions
	<p>City choose to do so at some future date.</p> <p>The proposed Phasing Strategy outlined in the amended Don Mouth EA, indicates that the removal of the existing Cherry Street Bridge at the Keating Channel is a critical element of the Phase 1 activities. This is reflected in the updated EA.</p>
Munition Street (north of Villiers Street on a new crossing to connect with Lake Shore Boulevard East)	<p>The approvals under the previous 2010 LDL EA remain in place, and they would allow construction of this facility should this be required at some future date (when required from a capacity perspective). Further Phase 3 and 4 approvals would be required to be completed.</p> <p>Precinct planning and redevelopment will protect for this connection.</p>
Don Roadway (from Lake Shore Boulevard East to the Ship Channel)	No amendments are required, although modifications to the grading are required through the Don Mouth EA.
Parliament Street	No amendment required. The road segment remains approved under the previous Municipal Class EA.
Basin Street (from Cherry Street to the Don Roadway)	Basin Street remains a key secondary east-west street in the Port Lands. As a result of the reconfiguration of the development areas under the PLAI, the alignment has been revisited.
Trinity Street	No amendment required. The road segment remains approved under the previous Municipal Class EA.
Future transit service options into the Lower Don Lands connected to the proposed systems in East Bayfront and West Don Lands	The transit service along Cherry Street proposed in the 2010 LDL EAMP requires a minor alignment adjustment to reflect the minor realignment of the crossing at the future river valley. The east-west transit service was previously located on Villiers Street. This is now located on Commissioners Street and the updated EA reflects this change.
Water distribution system	<p>The water distribution system has been re-routed to coincide with the revisions from the PLAI. This includes:</p> <ul style="list-style-type: none"> • Relocation of the 400 mm watermain that crossed the Keating Channel and connected to Commissioners Street; • A new watermain along Commissioners Street; • A realigned Cherry Street watermain when the river is constructed; and • Reconfiguration of new watermains to serve the lands south of Polson Street
Sanitary (waste water) servicing	The sanitary system servicing has been re-routed to coincide with the PLAI. This includes:

Infrastructure	Revisions
	<ul style="list-style-type: none"> • A new gravity flow trunk sewer along Commissioners Street to a temporary pumping station at the Don Roadway; and • A new gravity flow trunk sewer south of the future river valley to the Don roadway to the temporary pumping station noted above
Stormwater Management Infrastructure	Minor reconfiguration of stormwater conveyance systems with road allowances to reflect road realignments are addressed in the updated EA. Additionally, the location of stormwater quality treatment facilities require new locations to correspond to changes in development blocks and open spaces.

Phases 3 and 4 of the Municipal Class EA process for applicable projects is also being completed. This will enable the project team to proceed to detail design concurrent with the Don Mouth EA pending its approval by the Ministry of the Environment. The EA will be completed in 2014, and filed on the public record in accordance with the Municipal Class EA process. The applicable projects include:

- Cherry Street to the Ship Channel;
- Commissioners Street based on the previous functions and elements of Villiers Street from the 2010 EA and from Cherry Street to the Don Roadway;
- Villiers Street, which reverts to a local street;
- Basin Street from Cherry Street to the Don Roadway; and
- Mechanical stormwater quality control facilities.

Next Steps

Following completion of the Lower Don Lands Infrastructure EA, the infrastructure improvements will be further developed during detail design. Future design work will include confirmation of details such as road excavation and transit requirements, construction staging, as well as pipe sizes and specific locations for water, wastewater and stormwater treatment facilities. The details of stormwater treatment and design of the tanks will also be carried out during detail design

SUMMARY OF REVISED PREFERRED ALTERNATIVES

The preferred alternatives for each of the Transportation/Transit, Bridges, Water, Waste Water and Stormwater are shown in the following illustrations.



KEY BRIDGES, PORTALS AND FLOOD CONVEYANCE CROSSINGS

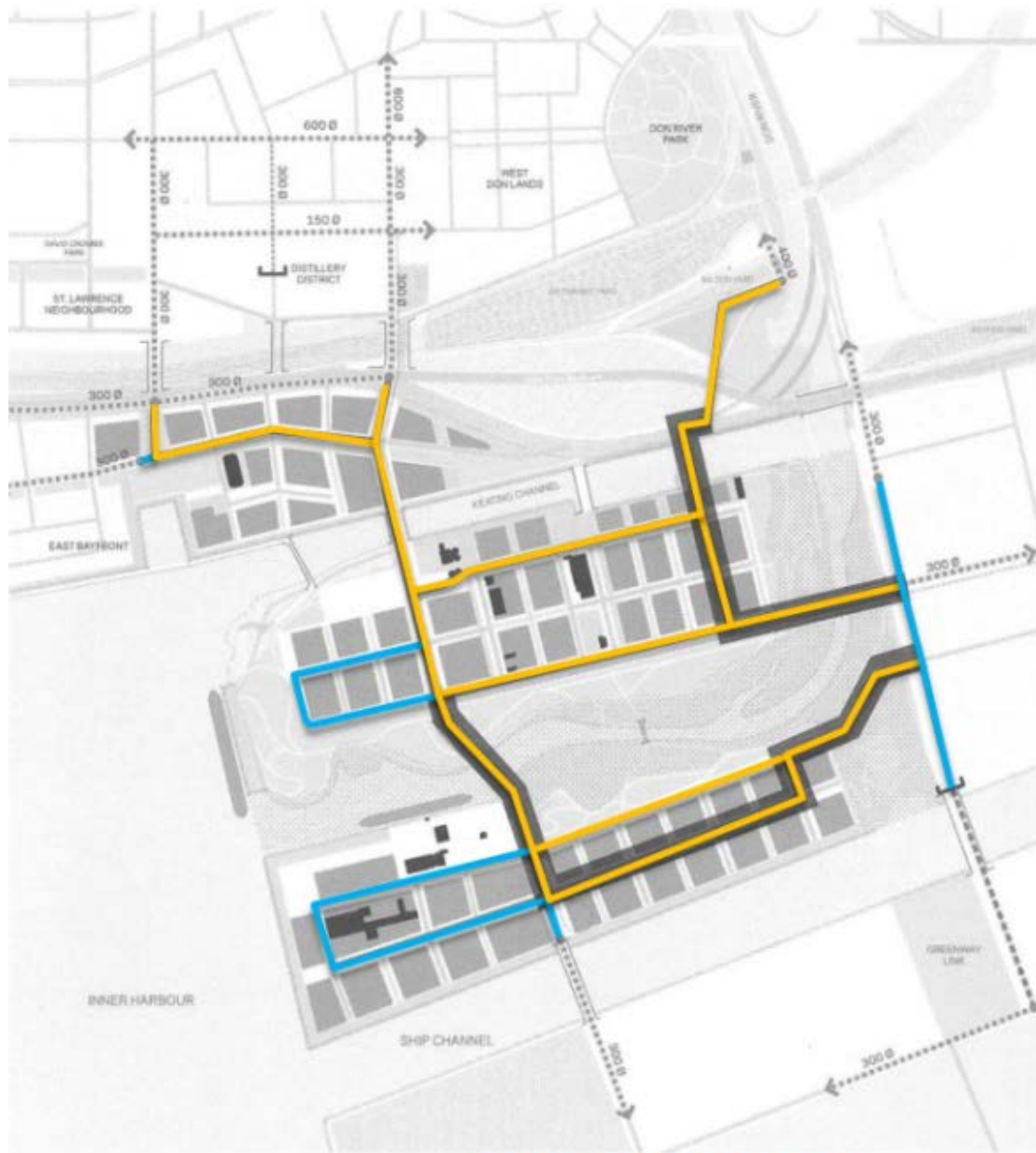
2013 LDL MP EA Study



PREFERRED TRANSIT ROUTES





REVISED NOVEMBER 21, 2013

2013 LDL MP EA Study



PREFERRED WATERMAIN ROUTES



-  Gravity-Flow Sewer
-  Pump Station
-  Connection to Existing Gravity-Flow Sewer
-  Connection to Future Gravity-Flow Sewer

PREFERRED WASTE WATER ROUTES



- Roofs of Blocks Drained to High Quality Wetlands
- Roof of Blocks Used for Street Tree Irrigation and Flushing of Salt Runoff
- Street Runoff Achieves MOE Enhanced Stormwater Quality
- Non-Roof, Non-Road (Private)
- Parkland
- Riverine Wetland
- Potential Storage

PREFERRED STORMWATER DESIGN INCLUDING:

WATER QUALITY, WATER QUANTITY AND INTEGRATION WITH THE WATER CONTEXT

Integration with Don Mouth EA

The Don Mouth EA establishes:

- River channel and spillway configurations for flood conveyance;
- Sediment and debris management;
- Adaptive management for naturalization;
- A proposed Regulatory Flood Zone;
- Minimum elevations for surrounding lands; and
- Flood Protection features.

The Lower Don Lands EA incorporates all elements of the final Don Mouth EA. The river alignment, Regulatory Flood Zone, land elevations and flood protection features inform bridge and roadway alignments as well as the design of water, wastewater and stormwater services.

Next Steps

Infrastructure improvements described in the Lower Don Lands EA will be further developed during detail design. Future design work will include confirmation of details such as road excavation and transit requirements, construction staging, as well as pipe sizes and specific locations for water, wastewater and stormwater treatment facilities. The details of stormwater treatment and design of the tanks will also be carried out during detail design.

Appendix 4

Summary - Villiers Island (Cousins Quay) Precinct Plan work

City Council requested staff and Waterfront Toronto to initiate precinct planning for Cousins Quay through the adoption of the September 2012 Port Lands Acceleration Initiative report. Waterfront Toronto is leading the precinct planning exercise and has retained Urban Strategies Inc. to assist with the development of the precinct plan.

Initially, the precinct area was bounded by the Keating Channel to the north, the inner Harbour to the west, Cherry Street to the east and the new river valley to the south. The precinct area was expanded in 2013 to Munitions Street in the west to include the 309 Cherry Street property. The precinct area was subsequently expanded to include all lands north of the future naturalized river mouth in order to comprehensively plan and create a unified vision for these lands. The project team also revised the name of the precinct area to Villiers Island to reflect an emerging theme of the precinct. Development within the precinct area would continue to be limited to lands west of Cherry Street and the 309 Cherry Street property in the initial phase, subject to the implementation of the required flood protection measures.



The Precinct has an area of approximately 54 acres (22 hectares). The lands have a mix of public and private ownership with ongoing industrial uses, restaurant uses and sound studios. Essroc is in the process of relocating to the eastern area of the Port Lands.

The precinct plan is being developed in stages. The first stage included background review and analysis. The second stage included an opportunities and constraints analysis

which led to the development of guiding principles. The third stage involves the development of different concepts/options for the precinct. The final stage will be completing the precinct plan. The precinct plan is currently in the third stage. Three street and block options were developed and presented at community meeting held on May 15, 2014. The draft vision statement, guiding principles and street and block options are described below. Work completed to date is building on previous planning efforts, including the first phase of the PLAI. All street and block options include:

- A site for a catalytic use, which could be an institutional or cultural use;
- Promontory park;
- Open space areas associated with the future river valley;
- A water's edge promenade along Keating Channel;
- Major streets (Cherry Street and Commissioners Street) as identified in the Lower Don Lands Class EA; and
- A network of local public streets.

Through the summer and fall, the project team will continue to develop the precinct plan including addressing built form, heights and massing, the mix of uses, the appropriate conservation of heritage resources and strategies to achieve the affordable housing targets. A second community meeting is anticipated in Q4 2015, with the precinct plan completed in the first half of 2015.

Draft Vision Statement

Surrounded by the new Mouth of the Don River, this industrial quay and district will evolve into a new mixed-use community called Villiers Island. Located at the gateway to the Port Lands on the eastern edge of the Inner Harbour, Villiers Island will become a sustainable community, surrounded by four unique waterside edges.

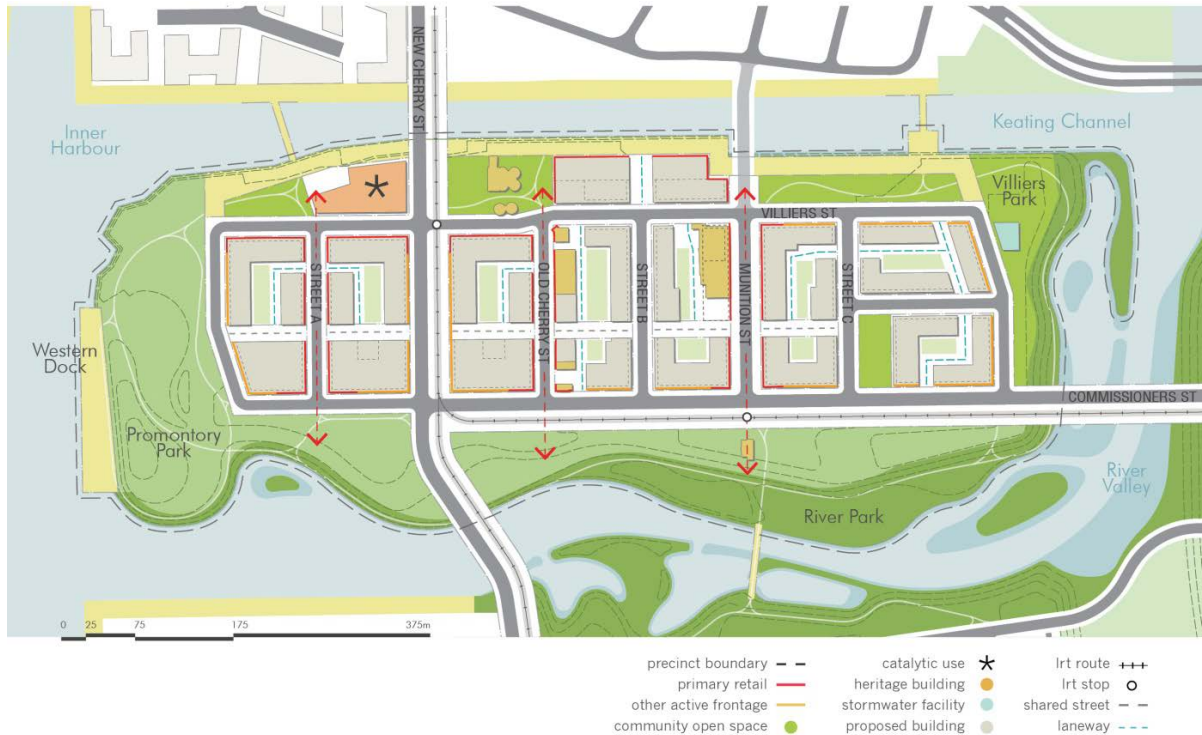
Draft Guiding Principles

- Animate and activate the water's edge to provide a variety of memorable experiences along the river, harbour and channel edges;
- Plan for a diversity of great open spaces and waterside parks to the local community, city and region;
- Provide for a catalytic opportunity – a facility, experience, use or activity – which reinforces the Island as a regional and transformative destination;
- Reinforce the Island as a key gateway and access point to the main Waterfront, Lower Don Lands and Port Lands districts;
- Celebrate the area's industrial heritage character and legacy through appropriate conservation;
- Prioritize transportation choices to, from and on the Island, by providing connected pedestrian and cycling networks and optimizing planned transit infrastructure;
- Plan for a diverse, mixed use and inclusive community;

- Provide a variety of building forms to create a comfortable and inviting public realm, and establish a distinct skyline;
- Develop an innovative model for a sustainable urban community and demonstrate excellence in community design; and
- Ensure that the precinct plan is viable and implementable and maximizes place-making opportunities in the initial phases of redevelopment.

Precinct Plan Options

Option 1 Keating Gateway –The Catalytic Use, Essroc Silos Square and Keating Channel Crossing and esplanade will create a special public place at the gateway into the Precinct. Three distinct north-south animated streets will maximize sunlight on the streets and maximize view corridors between the Keating Channel and the River Valley.



Option 2 Cultural Core –The Cultural Core will connect Old Cherry Street with the Catalytic Use and a wide esplanade along the Keating Channel, while highlighting heritage features. Commissioners Street will be lined with active retail uses facing onto the River Valley edge.



Option 3 Central Spine – Long Term Plan – The Island will feature three distinct east-west spines, including the urban-scaled Keating Channel esplanade and a central retail main street running through the heart of the Island. The Catalytic Use will be integrated with Promontory Park at one end of the main street, showcasing views across the Inner Harbour.

