



## PART III: PLACES

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This part of the final report of the Royal Commission is an appreciation of the waterfront as a place and as a series of places. Moving across the bioregion, from Burlington Bay in the west to the Trent River in the east, it offers comments about the Commission's experience of the diverse places on the waterfront.

While those who live, work, and play in these places probably have a deeper appreciation of their attributes, in this section the Commission attempts to define the public values and objectives for each place along the waterfront, as well as recommending strategies for the future.

The kinds of places we create and evolve — the buildings we allow to be built; the way we treat our rivers, roads, wastes, trees, and water; the care and attention we pay to our offices, schools, factories, restaurants, recreational facilities, monuments, and places of worship — measure who we are and what is important to us.

In his excellent book, *The Experience of Place* (1990), author Tony Hiss captures

the importance place has in the ordinary, day-to-day experiences of people.

We all react to the places where we live and work, in ways we scarcely notice or that are only now becoming known to us. Ever-accelerating changes in most people's day-to-day circumstances are helping us, prodding us, sometimes forcing us, to learn that our ordinary surroundings, built and natural alike, have an incredible and continuing effect on the way we feel and act, and on our health and intelligence. These

places have an impact on our sense of ourselves, our sense of safety, the kind of work we get done, the ways we interact with other people, even

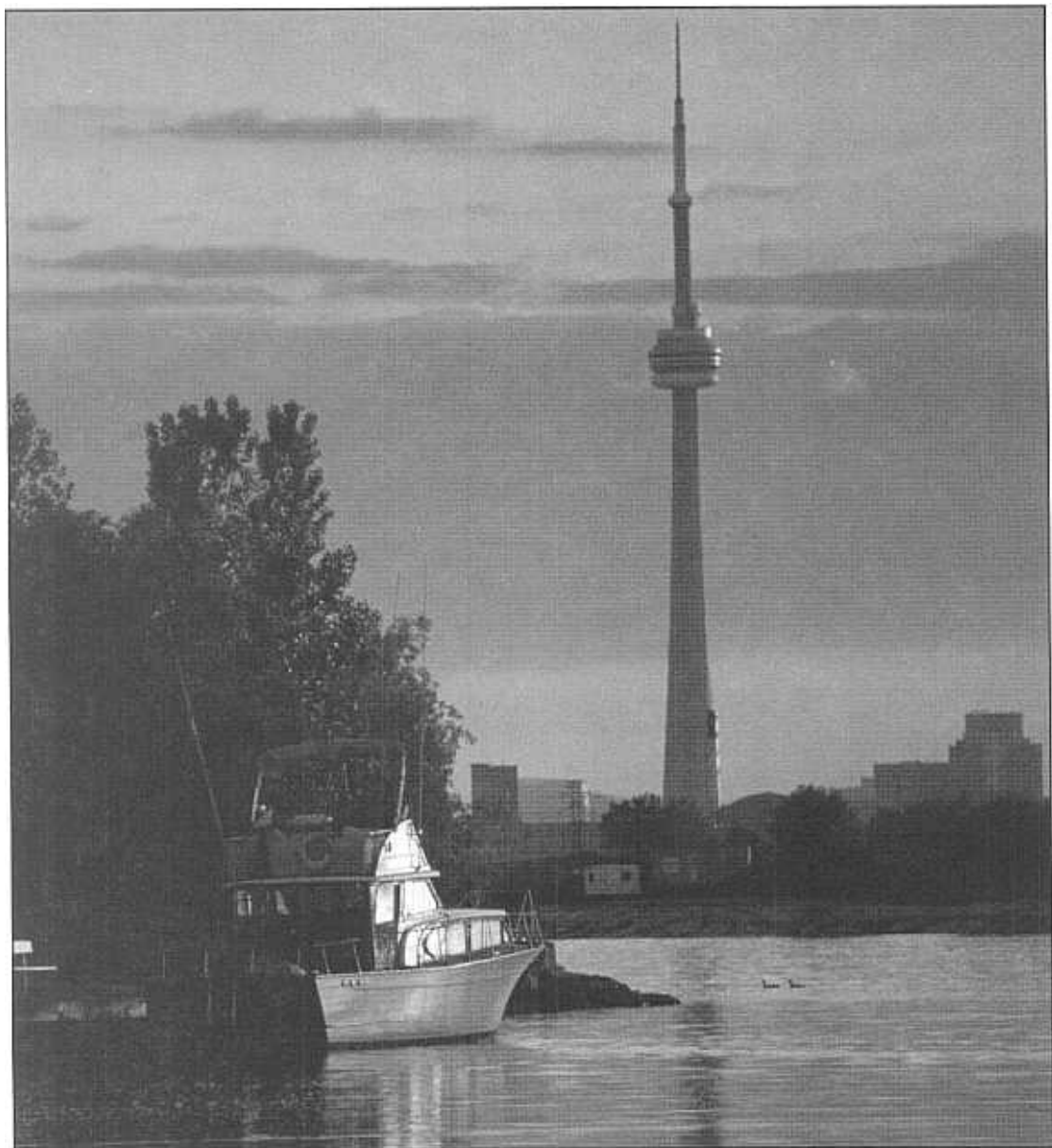
our ability to function as citizens in a democracy. In short, the place where we spend our time affects the people we are and can become.

As places around us change — both the communities that shelter us and the larger regions that support them — we all undergo changes inside.

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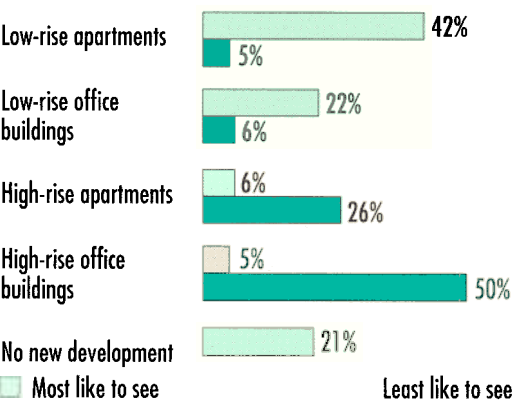


*Toronto, cityview in the evening*

This means that whatever we experience in a place is both a serious environmental issue and a deeply personal one. Our relationship with the places we know and meet up with — where you are right now; and where you've been earlier today; and wherever you'll be in another few hours — is a close bond, intricate in nature, and not abstract, not

remote at all. It's enveloping, almost a continuum with all we see and think. And the danger we are now beginning to see is that whenever we make changes in our surroundings, we can all too easily short-change ourselves by cutting ourselves off from some of the sights, or sounds, the shapes or textures or other information from a

# Most and Least Desired Types of Waterfront Development



When asked to consider different development options for the waterfront, respondents favoured low rise over high rise development.

Source: Environics Poll, 1991.

place that have helped mold our understanding and are now necessary for us to thrive.

When people speak about vivid experiences of place, they are often referring to fond memories or magical moments; the waterfront offers many of these. Stand at the foot of Grindstone Creek and see the densely treed slopes rise steeply on either side of the water; glance across Humber Bay from the eastern shore of Etobicoke and see the distant gleaming towers of downtown Toronto shining in the sun; watch children play in Ajax’s Rotary Park with the rushes and shrubs of Duffin Creek in the background; walk on Scarborough’s bluffs and look out over the lake — these are experiences to savour and remember for a lifetime.

Sometimes, however, people’s most unforgettable experiences are of places that have been damaged and diminished over time. Absorb and survive the assault on all

the senses when walking down York Street under the rail viaduct and the Gardiner across Lake Shore Boulevard, past the parking lots to reach the water’s edge; fight the down-draft winds hurling down the sides and around the corners of the new high-rises along Toronto’s Central Waterfront on a windy day; find an historic vista across the bay, one that has brightened the daily lives of many, but is now being appropriated for the benefit of a few hundred — these experiences remind us that we need to safeguard, repair, and enrich the places our heritage has lent to us so that we can enjoy them before we pass them on to others.

Many of the places surveyed here are in transition: sometimes that transition is measured and gentle, while nonetheless important, while in others, change is fundamental and magnificent in its impact. In all of these places, we have the opportunity not to “short-change” either our heritage or our future.





## CHAPTER 7: HALTON

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The Halton waterfront comprises some 33 kilometres (20 miles) of Lake Ontario shoreline, and 5 kilometres (3 miles) along Burlington Bay/Hamilton Harbour. The regional waterfront includes the local waterfronts of Oakville and Burlington and stretches from Joshua Creek west to Grindstone Creek, where the waterfront meets the Niagara Escarpment. A significant number of watercourses enter the lake through deeply incised valleys, the most prominent being Bronte Creek (Twelve Mile Creek) and Sixteen Mile Creek, both in Oakville.

The waterfront area was the first to be settled, both in Oakville and in Burlington. Consequently, the area has more historical diversity in the age of its buildings and built forms and in the maturity of vegetation than can be found in more inland areas.

Across Burlington Bay, the stark Stelco and Dofasco steelworks in Hamilton contrast with waterfront residential estates, golf course lands, and the lush greenery of the Burlington side. La Salle Park on the Burlington waterfront, but owned by the City of Hamilton, is named after the French explorer who set out from Montreal in 1669



to find a way to the southern sea. His party reached Burlington Bay and, after landing at what is now the park site, continued inland to the Seneca Indian hamlet of Tinaouataoua, near present-day Westover, before returning to Montreal. It was only 13 years later that La Salle completed exploration of the Mississippi River and reached its mouth.

St. Luke's Church in Burlington, built in 1834, still retains its unbroken view of Lake Ontario from the main south door. For almost 160 years, this narrow strip of tree-lined lawn — 20 metres by 160 metres (66 by 525 feet), extending from the lake to Ontario Street, and originally without streets crossing it — has been known as Church Avenue. This green lane provides a visual connection to the lake and is part of the



*St. Luke's Church, Burlington*

property given to the Church of England by Joseph Brant, chief of the Six Nations.

Spencer Smith Park, gently sloping to the lake, presents an inviting vista of Lake Ontario and the Niagara Peninsula. On a clear day, the CN Tower is visible in the east. The view of the lake, from the lower end of Brant Street, is an invitation to take a break from work and to contemplate the magic of land meeting open water. A children's play area, recently added at the western edge of the park away from the water's edge, enables parents to enjoy the waterfront view while youngsters are busy.

The extreme western end of Spencer Smith Park is the former site of the Brant Inn which, from 1920 to the mid-1960s, hosted the big jazz and swing bands, and saw the beginnings of rock and roll.

In October 1990 the City of Burlington purchased the 5.6-hectare (14-acre) McNichol estate at the mouth of Shoreacres Creek. The City will preserve the McNichol house, dating back to the 1930's, and will retain the eight-acre creek valley in its natural state. Plans for the approximately 2.4 hectares (6 acres) of tableland overlooking Lake Ontario have not yet been made.

The Town of Oakville also offers a variety of waterfront vistas. On the eastern part of the Oakville waterfront, Gairloch Gardens stretch from Lakeshore Road south to the lake. The gardens are a highly manicured formal park with rose beds, decorative landscaping, flagstone walkways, and an armourestone shoreline. The land was bequeathed by James Gairdner to the Town of Oakville in 1971 so that the public could enjoy the beautiful lakefront setting at the mouth of Morrison Creek, where numerous ducks and geese make their home. The existing stucco dwelling has been converted to a gallery and artists' studio operated by the Oakville Art Gallery. This park is a favourite for wedding photos which, because of demand during the spring and summer, have to be scheduled months ahead.

In western Oakville, the Lakeshore Road bridge over Bronte Creek offers a number of views: looking toward the lake, you can see the inner harbour, the river-mouth, and the new Bronte Outer Harbour. Beyond the breakwalls of the outer harbour, which is nearing completion, is Lake Ontario. Connecting the two harbours is a public boardwalk along the edge of the river, extending along the lake frontage. Upstream from the Bronte bridge is a large lagoon and cattail marsh; a new eight-storey condominium building wraps partially around the eastern edge of the marsh

before the marsh merges with the heavily vegetated slopes of the creek valley.

In contrast to other parts of Lake Ontario in the Greater Toronto region, the Halton waterfront has no overwhelming environmental problems. However, the adjoining Hamilton Harbour has been identified by the International Joint Commission (IJC) as one of 42 Areas of Concern in the Great Lakes. Significant progress has been made on the Hamilton Harbour Remedial Action Plan (RAP), and improvements to water quality in Hamilton Harbour have resulted from actions by the responsible parties, principally the steel companies and sewage treatment plant operators.

The dominant image of the Halton waterfront, encompassing both the Burlington and the Oakville waterfront areas, is one of suburban, maturing residential communities. It has the highest

average household income of any region's waterfront in the Greater Toronto Area, the highest proportion of residents engaged in managerial and professional occupations, and a pattern of dispersed housing and employment that makes people strongly dependent on automobiles. The region's waterfront area also has below-average housing opportunities for households of moderate and lower income.

Employment opportunities are concentrated at the edges of the Halton waterfront, with heavy industry on the western Hamilton side and the high-growth service and office sectors in Mississauga and Metro Toronto, on the eastern side of Halton. The two edges are connected by the Queen Elizabeth Way, the Lakeshore GO Transit commuter route, and the CN Rail line. Adjacent to the transportation corridor is a growing band of mixed industrial

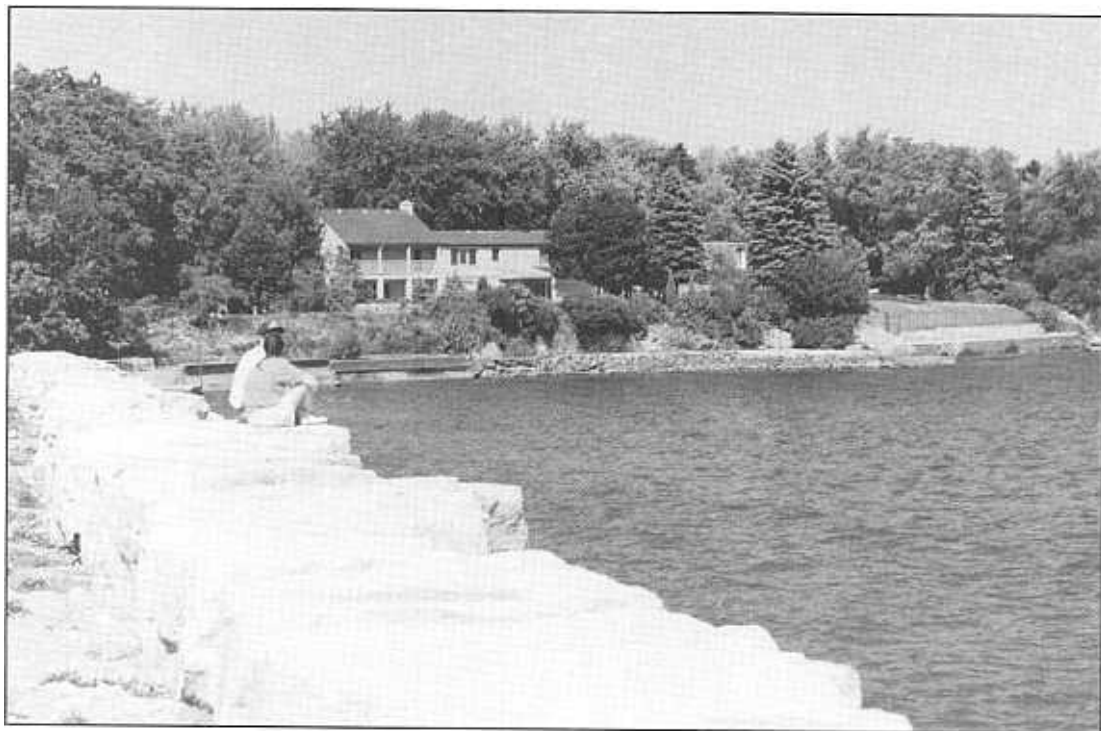


*The McNichol Estate at the mouth of Shoreacres Creek, purchased by the City of Burlington, 1990*

and commercial buildings, the most significant of which is still the Ford assembly plant in Oakville, built in 1953.

The limited number of waterfront industrial uses, such as the Shell oil refinery and test track, are gradually being displaced by more intensive residential development. The extensive environmental clean-up required prior to redevelopment of the Shell lands is nearing completion.

1981 and 1986, its waterfront-area population actually declined by three per cent to 43,500 persons, as household size decreased. In fact, this area has the lowest proportion of children and the highest proportion of seniors on the Greater Toronto region waterfront. Housing ownership is increasing in this area, which is likely to continue to accommodate residential development once the economy improves. Almost 1,500 units



*On the Burlington waterfront*

Residential estates, with large formal grounds, form a significant portion of the lakefront uses south of Lakeshore Road. Development north of Lakeshore Road is also predominantly suburban residential with newer developments further inland.

Almost 37 per cent of Burlington's population live in waterfront communities. While the population of the City of Burlington increased marginally between

of medium or high density housing are either approved or in process.

As part of its Official Plan review, the City of Burlington commissioned a Gallup Community Attitude Survey; it found that 78 per cent of City residents say there is a need to provide a wider range of housing prices throughout the City. A further 61 per cent want more land used for multiple unit housing and smaller homes in new



development areas. While not specific to waterfront areas, these results show general support for a broader mix of household incomes and diversity of housing types in new waterfront residential developments.

The Oakville waterfront, with a population of nearly 30,000, has approximately 34 per cent of the Town's population. This waterfront area has the highest concentration of single detached homes, the highest proportion of residents in managerial and professional jobs, and the highest average household incomes on the Greater Toronto region waterfront.

As might be expected, the Oakville waterfront has a low proportion of residents with housing affordability problems and a low incidence of overcrowded dwelling units. There is a low proportion of young adults (aged 20 to 34) on the Oakville waterfront probably because of the limited opportunities for those people who need rental or affordable housing.

The Oakville waterfront area also has the highest proportion of GO Transit use (13 percent of work trips) of any local waterfront area in the Greater Toronto region. This reflects the proximity of the Lakeshore GO train route and the high proportion of residents working in Metro Toronto.

## **WATERSHED UPDATE**

In its 1990 *Watershed* report, the Royal Commission made two recommendations regarding the Halton waterfront. First, as requested by Halton Region, Burlington, and Oakville, it urged the Province to declare a Provincial Interest in the Halton waterfront. Second, the Commission recommended that the Province negotiate a Waterfront Partnership Agreement with the Region of Halton, as well as with other levels

of government and their agencies. The purpose of these recommendations was to create a more open and accessible waterfront, as well as stronger connections with the creeks and river valley systems.

Subsequently, the Region of Halton, the Halton Region Conservation Authority, the Town of Oakville, the City of Burlington, and Ontario Hydro, acting independently, have endorsed the *Watershed* recommendations.

While no Provincial Interest was declared, the Province has endorsed the principle of Waterfront Partnership Agreements. The region and local municipalities have begun to respond to some of the issues identified as a basis for negotiations, including:

- reviewing the (1982) Halton Waterfront Plan's conformity to the nine waterfront principles, as part of the Halton Region Official Plan Review;
- helping identify interim and preferred waterfront trail routes in the provincially initiated waterfront trail study;
- identifying opportunities to maintain and create green corridors as described in the 1990 planning document, *A Greenlands Strategy for Halton*, with strengthened policies to be included in the Halton Official Plan Review;
- preparing to add, as part of the Burlington Official Plan Review, a Council-approved policy requiring that the water's edge to be dedicated for public use whenever redevelopment takes place; and
- reconsidering the Region of Halton's residential designation of 4.2 hectares (10.3 acres) of waterfront, known as the Shell House lands, prior to

approving the 511 hectare (1,263 acre) Burloak Secondary Plan.

## TOWARDS A GREEN NET

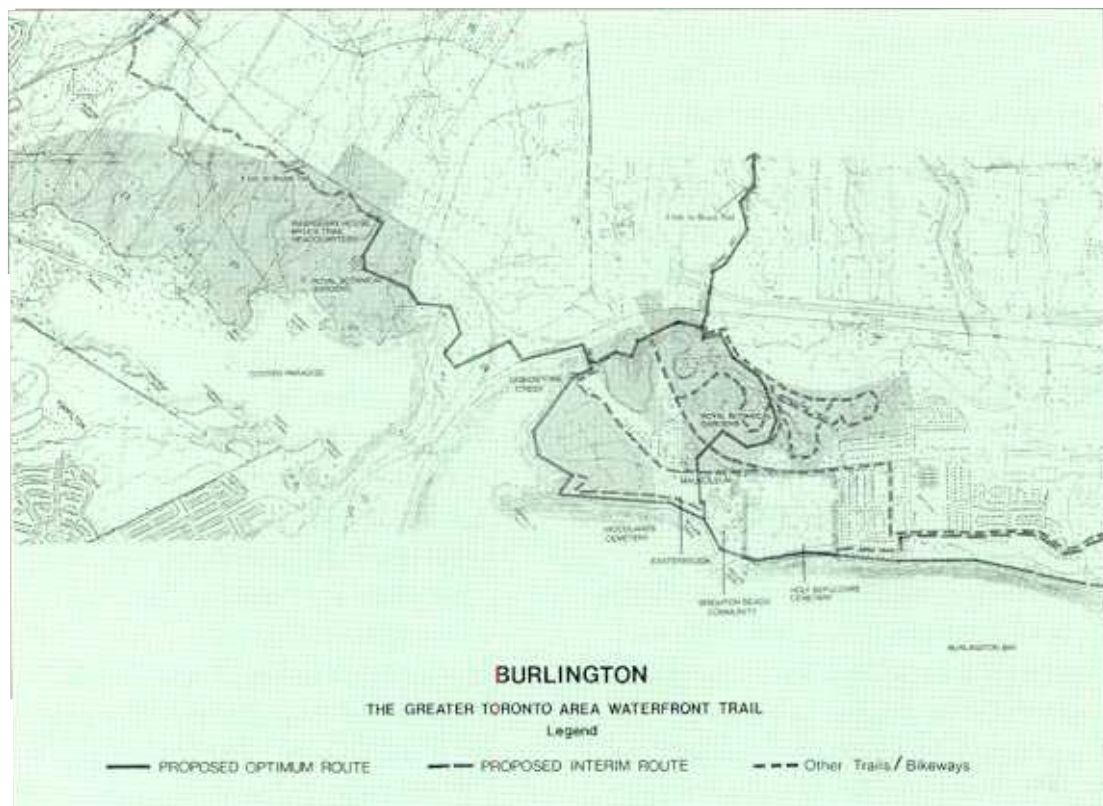
The Waterfront Trail should be a major pedestrian and bicycle link in an integrated greenway system. (See Chapter 5 on Greenways for further information.) The Burlington waterfront encompasses both Lake Ontario and Burlington Bay portions of the Waterfront Trail. One of the fundamental trail planning questions in this area is how to ensure greenway connections to the Hamilton waterfront, to the Niagara Escarpment and to the existing Bruce Trail.

Map 7.1 shows part of the Burlington Bay waterfront greenway and trail. In this context, the existing trails, landscaped

grounds, and strategic location of the Royal Botanical Gardens (RBG) offer an immense resource. The gardens front on Cootes Paradise and Grindstone Creek, and the RBG is prepared to participate in developing an integrated trail system for the area. The objective would be to connect five basic elements: the RBG lands, the Grindstone Creek valley, the Niagara Escarpment, the environmentally sensitive Cootes Paradise wetlands, and the western edge of Burlington Bay. This would greatly enhance public access and use, while maintaining the environmental integrity of each of these significant natural areas.

On the Lake Ontario side, the three-kilometre (two-mile) long Burlington Waterfront Park, from the Spencer Smith

### Map 7. The waterfront trail, Burlington



Park headland to the Hamilton Harbour canal, is publicly owned. This continuous park is the result of long-term co-operation among the Halton Region Conservation Authority, the City of Burlington, the region, and the Province of Ontario. In the summer of 1991 a bike trail was established on the former CN Rail bed adjoining the Beach Strip. Burlington opened the Beach Strip proper to full public use, including supervised swimming and beach programs, and general recreation. During the summer, approximately 24,500 persons used the park. The beach was "posted" as unsafe for swimming on 12 days because of poor water quality; but was nevertheless open for swimming 82 percent of time.

The Breezeway link, which would connect Hamilton's Confederation Park to the Burlington Beach waterfront, was proposed in the 1987 Hamilton Beach Concept Plan and approved by both the City of Hamilton and the Hamilton Region Conservation Authority. However, the more recent draft Hamilton Beach Neighbourhood Plan (1991) proposes local modifications to the original plan and, in its current state, appears to reduce both public waterfront access and local and regional waterfront recreational potential. In particular, the Breezeway link appears to have been removed and more restrictive access to the waterfront proposed. Clearly, there is a need to reconcile local and regional waterfront uses: the fact that the Breezeway link is proposed for the western edge of the Greater Toronto waterfront offers both continuity with the Waterfront Trail and a unique

opportunity to strengthen the Hamilton Beach community.

According to the 1991 provincial study, *The Waterfront Trail: First Steps from Concept to Reality* (Reid et al.), only about eight per cent of Burlington's shoreline has an existing waterfront trail located on the optimal route. In contrast, about 20 per

cent of Oakville's waterfront has an existing trail along the optimal route outside of Metro Toronto, the highest proportion of any local municipality in the Greater Toronto

region. Local waterfront planning policies make the difference: while Oakville requires that a 15-metre (50-foot) strip be dedicated to the town when waterfront redevelopment takes place, the City of Burlington has no such requirement.

In March 1990, the Region of Halton, in concert with its local municipalities and conservation authorities, submitted *A Greenlands Strategy for Halton* to then-MPP Ron Kanter's (1990) study, *Space for All: Options for a Greater Toronto Area Greenlands Strategy*. In general, that document takes a watershed approach, recognizing the interconnections between the Niagara Escarpment, the river valleys, and the waterfront. Although short on specifics, Halton's submission clearly acknowledges the multiple roles that green space can play in a regional framework. The Halton Greenlands Strategy objectives include:

- protecting the diversity of fauna and flora, ecosystems, communities, and landform of Halton;

*One of the goals in Burlington is to connect five areas of natural significance, greatly enhancing public access and use while maintaining the environmental integrity of each natural site.*

- maintaining the water quality and natural flow regulation of rivers and streams within Halton;
- providing expanded opportunities for a variety of public outdoor recreation activities near urban settings;
- contributing to a continuous natural open space system to provide visual separation of communities and to provide continuous corridors between ecosystems; and
- protecting significant scenic and cultural landscapes, including archaeological resources.

The Halton Parkway Belt Review Committee has since recommended that Sixteen Mile Creek be included in the Parkway Belt designation in order to preserve major green space. The Committee's recommendations have not yet been heard by Regional Council and a provincial amendment would be needed to the Parkway Belt West Plan, if those recommendations were to take effect.

The Parkway Belt Plan is a corridor plan for major infrastructure (e.g., roads and utilities) and open space (e.g., urban separators and natural corridors). While not explicitly acknowledged as a potential tool in the Halton Greenlands Strategy, the Parkway Belt designation could provide additional protection for valleylands and the adjacent tableland edges, involving the provincial government in the approvals process as soon as a development application is submitted.

## **WATERFRONT PLANNING POLICIES**

The 1982 Halton Waterfront Plan recognized the need to identify nodes of

intensive public use through a series of major regional waterfront parks at intervals along the entire Halton waterfront; and to provide access links between them on existing and proposed public lands and roadways. In the words of the Halton plan,

The concept excludes a waterfront strip along the entire shoreline, as previously envisioned in the Halton-Wentworth Waterfront Study, and instead provides a nodal rather than linear pattern of open space areas.

However, local municipalities have considerable discretion in interpreting the regional plan and articulating local waterfront policies.

As noted previously, Burlington is in the process of reviewing its Official Plan and intends to develop waterfront policies as part of that review process. The review will include a reappraisal of extensive lakefilling proposals for the vicinity of the downtown waterfront. In the interim, the municipality is proceeding on a site-by-site basis to ensure that waterfront public access is obtained whenever there is development of waterfront lands.

A Gallup Community Attitude Survey commissioned by the municipality as part of its Official Plan Review found that 82 per cent of the City's residents felt that it should give high priority to increasing public access to the waterfront. Moreover, 96 per cent of residents felt that new waterfront development should not obstruct views of the lake or public access to it.

The Town of Oakville's long-time planning policy has been to require, as a condition of development approval, dedication of a 15-metre (50-foot) strip along the water's edge whenever waterfront redevelopment occurs. This strip, along with required

shoreline stabilization, ensures an incremental extension of public access to the water's edge. In comparison, the City of Burlington has no such requirement. The result, as noted earlier, is evident in the amount of land accumulated over time for public access.

The Town of Oakville's public access policy, consistently applied since the mid-1970s, has shown great foresight and has been of substantial long-term benefit to citizens. It can also delay recognition of new opportunities. For example, the Burloak Secondary Plan (1991, formerly Shell Lands Secondary Plan) involves redevelopment of 511 hectares (1,262 acres), including the 4.2-hectare (10.3-acre) lakefront Shell House lands. The Town is currently seeking only a 15-metre (50-foot) wide public access strip, if and when the lakefront Shell House lands are redeveloped.

The Plan also proposes two new residential neighbourhoods with a planned

population of 7,500 persons. New light industry and a business park proposed for the northern portion are expected to add an eventual 14,000 to 16,000 jobs.

The Shell House lands represent a unique opportunity to acquire several hectares for a waterfront park, as part of the largest secondary plan along the entire Greater Toronto waterfront. These lands also adjoin the proposed Burloak Park, where extensive lakefilling is proposed. Designating the Shell House lands as public open space would expand public waterfront access using the existing land base while reducing, to some extent, the need for 9.4 hectares (23 acres) of lakefill at Burloak.

The provincially initiated waterfront trail study, *The Waterfront Trail: First Steps from Concept to Reality* (Reid et al. 1991), identified the Shell House lands as the first of eight priority candidates for "green nodes" along the trail.



*The waterfront Shell House lands; part of the Burloak Secondary Plan*

Urban development strategies and the forms that we impart to the urban landscape must reflect our commitment to conserving, developing, and sustaining urban places of quality while satisfying a broad range of bio-physical and cultural needs; those that are functional and those that are symbolic; and those that tap our individual and collective imagination.

Jacobs, P. 1991. *Sustainable urban development*, Montreal: Third Summit of the World's Major Cities.

## PLANNING INITIATIVES

Halton Region is drafting a new Official Plan, with strengthened environmental and waterfront policies, scheduled to be completed in mid-1992. As part of its Official Plan Review, in January 1991 the Region of Halton issued a draft report, *Land Stewardship and Healthy Communities: A Vision for the 90's and Beyond*, which sets out values and directions for changes to the Plan. It presents a clear and concise summary of proposed changes, as well as the reasoning behind the proposals. In terms of the natural environment, it proposes a Greenlands System

... to provide a single framework for the protection of the natural environment while at the same time affording the opportunity for the public to appreciate and learn from the ecosystem.

Clearly, the region is now moving beyond formulating ideas to implementing them.

Overall, there are also significant opportunities to create and enhance the public use and enjoyment of the Halton waterfront. At various times, the local waterfront municipalities, regional municipality,

and conservation authority have demonstrated leadership and foresight on waterfront-related issues. They have tended to operate within a broad collaborative framework or loose partnership. A renewed commitment to ensuring long-term public benefits from both private and public waterfront projects and to a greater recognition of new opportunities that can bring net environmental gains would be beneficial to everyone.

## RECOMMENDATIONS

52. The Royal Commission recommends that Halton Region, the Town of Oakville, the City of Burlington, and the Halton Region Conservation Authority (HRCA) continue to review relevant documents including official plans and any waterfront-specific plans to ensure that they incorporate an ecosystem approach and the nine waterfront principles described in Part I.
53. Further, the Commission recommends that Halton Region, the Town of Oakville, the City of Burlington, and the HRCA participate in preparing the proposed shoreline regeneration plan, including the waterfront greenway and trail, and ensure that any other plans for waterfront areas are reviewed and/or developed in this context.
54. The Province should negotiate a Waterfront Partnership Agreement or agreements with the Region of Halton, as well as with other levels of government and their agencies, and, where it is appropriate, with the



private sector. The agreement should use the Halton Waterfront Plan as the basis for negotiations, and should consider the following issues:

- confirmation of agency roles in implementing the plan, with Halton Region as the leading co-ordinating agency;
- expanding the ability of the Halton Region Conservation Authority to regulate valleyland development, based on ecological and recreational objectives and on planning for protection from floods and erosion;
- implementing interim and preferred routes for the Waterfront Trail in Halton, as well as developing mechanisms to establish the trail;
- making arrangements to transfer federal and provincial Crown lands and waterlots to local public agencies, at nominal cost, where they are needed for public access and use;
- relocating the Ministry of Transportation work yards from Burlington Beach to allow redevelopment of the present site;
- exploring the most feasible means of removing Ontario Hydro's existing electrical transmission lines from Burlington Beach;
- identifying opportunities and plans to maintain or create green corridors up the valleys of Grindstone Creek, Bronte Creek, Fourteen Mile Creek, and Sixteen Mile Creek, and to

preserve and enhance natural habitats at creek mouths such as those at Fourteen Mile and Shoreacres creeks;

- reviewing, within the current City and Regional Official Plan reviews, the City of Burlington's current policy of not requiring dedication of the water's edge for public use as part of redevelopment activities; and
- financial arrangements under which the federal, provincial, local, and regional governments, and the private sector, would participate in the development of the proposed Great Lakes Science Centre, as a means of educating the public about the historical, environmental, recreational, and economic importance of Great Lakes rehabilitation.

**55.** The Commission recommends that Halton Region, the Town of Oakville, the City of Burlington, and the HRCA re-examine the proposed Waterfront Urban designation of the waterfront Shell House lands and the design of the proposed Burloak lakefill park in the Draft Burloak Secondary Plan. The municipalities, in co-operation with the Province and Shell Canada Ltd., should also recognize the opportunity to make the Shell House lands public open space.

**56.** The City of Hamilton, Hamilton Region Conservation Authority, and Hamilton-Wentworth Region should review the Hamilton Beach Neighbourhood Plan and the approved

Hamilton Beach Concept Plan to ensure linkages to the Waterfront Greenway and Trail and other trail systems. This review should evaluate whether the potential for the Breezeway link, public access, and local and regional waterfront recreation are adversely affected by the Neighbourhood Plan. If they are, local and regional uses should be reconciled.

- 57.** Halton Region and the provincial government should provide additional protection to the Sixteen Mile Creek valleylands and adjacent tableland edges; this could be done by designating these features as Parkway Belt Open Space in the Parkway Belt West Plan and providing generous building setbacks for adjoining new development.





## CHAPTER 8: MISSISSAUGA

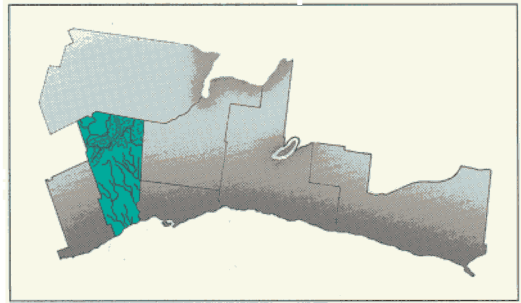
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The City of Mississauga is the only local municipality within Peel Region which is located on the Lake Ontario waterfront.

The Mississauga waterfront stretches 15 kilometres (9 miles) along the lake, approximately from Joshua Creek east to Etobicoke Creek. Its major natural features are the Rattray Marsh at the mouth of Sheridan Creek and the Credit River, the lower course of which is entirely within the City of Mississauga. In addition, a number of smaller creeks enter the lake at various points along the waterfront.

The waterfront contains a mix of shoreline uses including parks, industries, utilities, and residential neighbourhoods. The proportion of shoreline devoted to each use is approximately as follows: public parks, 33 per cent; industrial, 21 per cent; utilities and residential, 23 per cent each. Approximately two-thirds of the Mississauga shoreline is protected by armourstone and other erosion control measures.

The Mississauga waterfront includes two major lakefill projects undertaken by the Credit Valley Conservation Authority (CVCA), at J. C. Saddington Park and



Lakefront Promenade Park. The latter, which was officially opened in May 1991, includes an extensive boat basin with a public marina as well as an area for the relocated Credit Valley Yacht Club.

The City of Mississauga lies on the doorstep of the Lake Ontario salmon fishery and bills itself as the “Salmon Capital of the World”. In addition to providing recreation for anglers, sport fishing has contributed to the local economy of Port Credit and adjoining harbour areas. The cumulative impact of Mississauga’s lakefilling proposals could include diminished cold-water fish habitat, particularly in the nearshore forage and nursery areas, as well as silting of nearshore spawning beds.

The Mississauga waterfront has a mix of land uses and a broad range of images:

from the abundant life of the Rattray Marsh to the Lakeview Thermal Generating Station's four stacks, or the "four sisters".

The natural features of our landscape often conceal their own history: looking at Rattray Marsh, for example, may lead us to assume that we have always protected its natural beauty, its diverse flora and fauna, its uniqueness. In fact, the fight to save the existing part of the marsh spanned 16 years, from 1959 to 1975.

If some people loved its natural state, there were others who wished to develop Rattray Marsh as a site for luxury homes, replete with yacht basin and marina. In 1965 the township's engineer announced that the marsh was not worth saving because run-off water quality would become so poor that the marsh would degenerate into a "stinking mess". Early in 1967, the fight seemed lost. Bulldozers moved in to begin Phase 1 of the Rattray Park Estates. As a personal protest, a neighbourhood boy

stood in front of a bulldozer to block its path. He was not successful in stopping Phase 1, but in the next four years citizens redoubled their efforts to save the remaining marsh. In 1971 the CVCA purchased 9.7 hectares (24 acres) of the marsh, the site of a proposed marina.

In the spring of 1973 help came from an unexpected source: Lake Ontario rose to its highest level in more than 20 years, flooding the other low-lying Rattray lands. Citizen action — combined with nature, and the timely introduction of fill regulations — made the developer decide to sell the remaining 23 hectares (57 acres). These lands were acquired by the CVCA and, in 1975, the marsh and buffer land was opened to the public as the Rattray Marsh Conservation Area. It exists today because people persevered and acted in consort with nature, rather than against it.

If Rattray Marsh is nature's jewel, the "four sisters" of the Lakeview Thermal



*Rattray Marsh today*

Generating Station are a landmark of a different order. These tall stacks, fronting Lake Ontario, are a beacon to sailors and boaters and, when viewed from the water, are a welcome sight: the circular tapered towers are somewhat majestic and contrast sharply with the boxy structure of the generating plant itself. Moreover, they represent industry, jobs, and the utilitarian parts of the waterfront; and are the most prominent feature of the Mississauga waterfront skyline.

Between the marsh and the stacks, at the mouth of the Credit River, lies the Port Credit community and harbour. The village of Port Credit, on the river's west bank, is part of the original settlement, established in 1843. The attractive, small neighbourhood of cottage-style homes may be designated a Heritage Conservation District. The Port Credit downtown, on the east bank of the river, dates back about 150 years.

The Port Credit Harbour Marina at the mouth of the Credit River comprises 21 hectares (51 acres) of land and water, and is one of the largest fresh-water marinas (1,000 berths) in North America. Two rubble and armourstone breakwaters and a sunken freighter protect the harbour. The marina and much of the rivermouth are under federal ownership and leased to private operators and yacht clubs, resulting in restricted public access. Mississauga's *Port Credit Harbour and Waterfront Concept* (Hough Stansbury and Woodland et al. 1987) proposes an ambitious revitalization of the area.

The Mississauga waterfront area, as the Commission has defined it, extends

from the lakefront to the Canadian National (CN) railway tracks, which are located north of Lakeshore Road. This area includes communities that either have a waterfront orientation or have the potential for one.

The Draft Mississauga Waterfront Plan uses the south side of Lakeshore Road as its northern boundary. Although it is quite wide, Lakeshore Road does not represent a major physical barrier to the movement of people along or into the waterfront area. Waterfronts are a significant public amenity serving a variety of interests that

are both local and regional. Consequently, proximity to the waterfront generally means use by members of nearby communities.

The Mississauga waterfront has a

number of community characteristics that distinguish it from other waterfront areas. The housing stock has the lowest proportion of single detached dwellings of any region's waterfront, the highest proportion of high-rise apartment dwellings, and the third-highest proportion of rented dwellings of any local waterfront in the Greater Toronto region. (Most high-rise buildings are north of Lakeshore Road, not on the water's edge.) Between 1981 and 1986, the population of the Mississauga waterfront area grew by a moderate 4.4 per cent to about 375,000 people. In order to meet the community's housing needs, construction of a broader range of housing types and tenures should be encouraged. Rental and social housing targets should be included in waterfront Secondary Plans and residential developments should be designed with

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*The Port Credit Harbour Marina at the mouth of the Credit River comprises 21 hectares of land and water, and is one of the largest fresh-water marinas (1,000 berths) in North America.*

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particular attention to affordable housing and meeting the housing needs of families with children. In addition, the waterfront rental stock should be protected and improved, to preserve mixed-income waterfront neighbourhoods.

The Mississauga waterfront is a diverse suburban area that includes a broad range of housing types and tenures, despite the limited variety built over the past decade. Unlike the waterfronts of Burlington and Oakville, Mississauga's includes a substantial amount of rental housing, particularly in high-rise apartments, most of which were constructed before the 1980s. Average annual row housing and apartment construction activity on the waterfront has been relatively low since 1980, because of the limited number of waterfront area sites. Waterfront multiple-unit housing completions averaged 60 units per year, almost 60 per cent of them condominiums, between 1981 and 1988. While waterfront housing starts have doubled since 1986, 95 per cent of them are condominiums; no assisted housing or private rental starts have taken place in the waterfront area since 1985.

Affordability is less of a problem in the Mississauga waterfront area than on the Greater Toronto region's waterfront as a whole because of the range of housing opportunities in the waterfront area, particularly its large existing stock of modestly priced rental accommodation.

There is no clear distinction between the occupations of residents on the waterfront and of the region as a whole. However, while waterfront residents have the same occupation patterns as those in the region, they have lower average household incomes and represent a higher proportion of low-income households. The similarity in



*Lakeside Park, Mississauga*

occupations, but substantial differences in income, are explained by the higher proportion of both older rental housing and younger adults (aged 20 to 34) in the waterfront area.

People on the Mississauga waterfront are slightly less dependent on the automobile than are those from other suburban waterfront areas: GO Transit accounts for 10 per cent of all work trips from the Mississauga waterfront, the highest of any region, while local transit use accounts for an additional 5 per cent. This greater use of transit is the result of both the sizable number of moderate-income households and the better public transit availability, particularly the Lakeshore GO Transit route for commuters.

In 1987 — the most recent year for which there are data — there were approximately 12,800 jobs in the Mississauga waterfront area, almost 53 per cent of which were in the retail, service, and construction sectors, with 47 per cent in manufacturing

and wholesaling. Between 1983 and 1987, waterfront area employment in the retail, service, and construction sectors grew by 21 per cent, while manufacturing and wholesaling increased by only two per cent.

## **WATERSHED UPDATE**

In its *Watershed* report of August 1990, the Royal Commission made two recommendations concerning the Mississauga waterfront. First, in accordance with a request by the City of Mississauga, it recommended that the Province declare a Provincial Interest in the Mississauga waterfront, and, second, it recommended that the Province negotiate a Waterfront Partnership Agreement with the City of Mississauga and other relevant agencies. These recommendations focused on creating an open and accessible waterfront, protecting and enhancing natural areas, and site specific redevelopment.

The Region of Peel in October 1990 adopted the following resolution as its response to the Commission's report:

... that the principles contained in the report titled *Watershed* be encompassed into the review of the draft Regional Official Plan forming the basis for the development of a regional green-space framework that incorporates, among other things, river valleys, the Niagara Escarpment, the Oak Ridges Moraine, the Mississauga waterfront and other environmentally sensitive features.

In December 1990, the Province of Ontario endorsed the Commission's nine waterfront principles; agreed that a Waterfront Trail should be established; and supported the concept of Waterfront Partnership Agreements, identifying

Mississauga as one of two priority municipalities for such agreements.

The City of Mississauga continues to work on the Mississauga Waterfront Plan and has invited the Royal Commission and others to comment on its draft document. In addition, it is still pursuing those priority items identified through its waterfront planning process and contained as major elements of the proposed Partnership Agreement.

In late 1990 the City expanded its existing Lakeside Park by acquiring the westerly 5.3 hectares (13 acres) of the former National Sewer Pipe Property from Petro Canada. In addition, the municipality has co-operated in identifying interim and preferred waterfront trail routes, which are to be incorporated in the Mississauga Waterfront Plan.

In the past year, there has also been action on the highest-priority land acquisition identified in the draft plan. At the invitation of the Mayor of Mississauga, the Royal Commission encouraged continued negotiations by the City, Province, Metro Toronto, Peel Region, and MTRCA regarding acquisition of the Canada Post site (formerly Canadian Arsenal's property). Agreement would see the MTRCA acquiring 14.7 hectares (36.3 acres) of land south of Lakeshore Road, adjacent to the existing Marie Curtis Park, for waterfront park purposes.

Ontario Hydro responded positively to *Watershed*. In addition to supporting planning that is consistent with the ecosystem approach, Hydro recognizes the importance of the waterfront to the community and will continue to cooperate with provincial and local authorities in providing access to their lands, where space, safety and security considerations can be met.



*The Petro Canada refinery, Mississauga waterfront*

## **WATERFRONT PLANNING POLICIES**

In the absence of relevant provincial policies or guidelines and specific regional official plan policies, the Mississauga Official Plan, drafted in 1976 and approved in 1981, is the only planning instrument for the waterfront. Mississauga's Waterfront Plan, when approved, will lead to changes to the Official Plan, and will consequently become the major document guiding development of the waterfront.

The Waterfront Plan, begun in March 1988, is currently in draft form; the planning process is intended to result in a comprehensive plan for the entire Mississauga waterfront, changes to the Official Plan, and amendments to waterfront Secondary Plans. The plan proposes development concepts for the waterfront that are to be achieved over the next 30 years.

Thus far, several waterfront planning documents have been released as background studies to the final proposed plan. The documents, *Fundamentals*, *Vision 2020*, and *Implementation*, were released for public review in June 1990, and the results of the review process were consolidated in the *Draft Mississauga Waterfront Plan: Results of Agency Review and Public Consultation* (1991).

*Fundamentals* sets out 60 waterfront planning principles; identifies associated issues; and applies various sets of principles to specific waterfront properties. *Vision 2020*, the draft waterfront plan, begins by exploring the planning context and existing conditions of the waterfront, and then sets out general concepts for waterfront planning and an analysis of waterfront issues.

The *Vision* document contains a site-by-site plan of the waterfront, analyzing constraints and opportunities, and proposing

strategies for each site. Readers are referred to the *Implementation* document for matters of policy or guidelines. That paper was not complete at the time of the Commission's review, but it is likely to provide a clearer set of waterfront policies and further guidance on lakefilling and urban design issues.

As *Vision 2020* notes:

In some respects, this Plan should be considered a work in progress until the relevant investigations by other agencies are concluded and any resulting provincial and federal interests defined and policies established.

The openness and flexibility of that comment is an acknowledgement that the Mississauga Waterfront Plan is being prepared while the work of the Royal Commission and other agencies has not been concluded. The draft plan, and its policies and guidelines, will likely be refined to reflect the ongoing work by the City of Mississauga and other organizations.

The Draft Mississauga Waterfront Plan begins by accepting the fundamental direction of the *Waterfront Plan for the Metropolitan Toronto Planning Area* (Proctor Redfern Bousfield and Bacon Consultants 1967), a document never formally adopted by Metro but implemented over the last 20 years. The 1967 Plan included the Mississauga waterfront, and proposed extensive lakefilling in Metro's portion of the waterfront, but said there was a lack of available and suitable material for a similar scheme for Mississauga. *Vision 2020* further notes that:

Notwithstanding current concerns about the environmental and social impacts associated with lakefill, the potential benefits of extending the land base as proposed by the 1967 Metro Waterfront Plan are equally valid today.

The two major components of the draft plan are lakefilling, for a variety of purposes, and waterfront access including acquisition of public land and establishment of a trail system. It proposes approximately 70 hectares (170 acres) of lakefilling in a series of projects across the Mississauga waterfront. These will be subject to further refinement as environmental imperatives are more fully considered. In addition, *Vision 2020* sets out three planning concepts for the waterfront — that it be green, clean, and accessible — which are among the Royal Commission's nine principles.

The Royal Commission, in its review of the Draft Mississauga Waterfront Plan and supporting documents, is strongly supportive of the consultative approach adopted by the City. The Commission has also suggested that they reconsider waterfront principles and environmental imperatives, including proposed lakefilling.

The *Results of Agency Review and Public Consultation* document proposes that the *Fundamentals* report not constitute a component of the final Plan. However, the review and consultation process confirmed widespread support for the 60 principles articulated in *Fundamentals*. The Commission is of the opinion that a condensed set of core principles should be an integral component of the plan, and the basis for developing a clear set of waterfront policies.

The Draft Mississauga Waterfront Plan would be further improved if it explicitly adopted the ecosystem approach, and included all nine waterfront principles, as recommended by the Commission's *Watershed* report, and later adopted by Peel Regional Council. Elements of the ecosystem approach and several waterfront principles are already included in the draft plan.



The draft waterfront plan has two elements directly related to the environment: lakefill proposals and landward environmental issues on the waterfront. A 1991 Environics poll conducted for the Royal Commission found that, of all residents in the Greater Toronto Area (GTA), those in Mississauga were most likely to feel that environmental protection should be the greatest influence in any GTA development strategy.

The plan proposes that lakefill be used extensively in order to create a chain of islands and to extend the land base into the lake by constructing artificial headlands and marinas. However, there appears to be little consideration given to the cumulative environmental effects of these proposals.

There are several potential concerns with the lakefill component of the draft plan. First, it may draw attention from planning opportunities for waterfront recreation, amenities, natural areas, and development on existing lands.

Second, the difficult environmental issues regarding lakefill, a central focus of the plan, are not made clear. Rather, the plan gives the impression that its impact on the environment and its cumulative effects have been fully considered, with only engineering concerns to be resolved. No reference is made to any extensive environmental analysis that might have taken place before the lakefill proposals were made. In addition, the goals to be achieved by the lakefill proposals in terms of fish



*St. Lawrence Cement pier on the Mississauga waterfront*



and aquatic habitat, public access, etc. are not clear.

Third, the lakefill proposals are subject to approval by the provincial and federal governments, respectively the owners of the lakebed and the managers of fisheries and navigable waters. Consequently, the lakefill proposals are at this stage only conceptual.

Chapter 4 of this report, "Shoreline", contains recommendations for a Shoreline Regeneration Plan within which various proposals could be assessed. The study will be helpful to the City in this regard.

Mississauga independently commissioned a consultant's report concerning *Guidelines for Shoreline Regeneration Relating to Fish Habitat and Water Quality*. It recommends initial modifications to the draft waterfront plan's lakefill proposals including the elimination of two proposed islands and the reduction in the size of the larger "Salmon Island". Additional changes will result from more detailed assessments of the lakefill proposals.

While the draft plan mentions such issues as site decommissioning, habitat restoration, naturalization, and stormwater management in waterfront areas, it does not yet provide sufficient strategic guidance for addressing these issues.

As noted in the plan, site decommissioning and soils clean-up at the former Canadian Arsenals site and at the Texaco site are important, with implications for the future use of these lands and for other waterfront properties. Habitat restoration includes compensation for aquatic habitat diminished by lakefill and renaturalization of creek mouths and valleylands. Naturalization itself becomes an issue in the draft plan, which proposes modifying both the

shoreline and coastal processes in order to enhance nature (e.g., "correcting" the lack of a wetland at the creek mouth); but it does not analyse possible adverse effects. Stormwater management relates to the creation of hard surfaces (e.g., parking lots and roads) near the water's edge, storm run-off, and the locations of outfalls for storm and combined storm/sanitary sewers. The Commission expects that these issues will be more fully addressed as the draft plan moves through the planning process and as implementation strategies are developed.

The Draft Mississauga Waterfront Plan notes that half of the 14 utilities and industries situated on the waterfront require access to Lake Ontario for water intake, discharge or shipping; however, none requires exclusive use of the shoreline. In addition, three of the 14 sites no longer support active industrial enterprises (the National Sewer Pipe East, Texaco Canada South, and St. Lawrence Starch properties).

Planning for the future should take advantage of opportunities as they become available. In particular, there are significant land-based opportunities offered by three non-active industrial sites that together make up 10 percent of Mississauga's total shoreline, as well as by recently acquired public lands and acquisitions in process.

## **WATERFRONT GREENWAY AND TRAIL**

The City of Mississauga places importance on public access to the waterfront, as noted in their draft Waterfront Plan. Their proposals are consistent with the Royal Commission's recommendations in Chapter 5, "Greenways", which further discusses public access to the shore and the river valleys in the Greater Toronto bioregion.

As a result of consultation between the City of Mississauga and the Ontario Ministry of the Environment, a tentative agreement has been reached to locate part of the Waterfront Trail on the water's edge of the Lakeview Pollution Control Plant, eliminating the need for a "lakefill trail link" around that site. The trail will connect to adjacent lands including Ontario Hydro's Lakeview Generating Station. Mississauga hopes to begin work on the first phase of the Waterfront Trail, between Marie Curtis Park and Lakefront Promenade Park, in 1992, based on design work begun in 1991.

The Waterfront Trail will connect a series of nodal parks, ranging in scale and function from local neighbourhood parks to regional facilities. The "linked-nodal" strategy for waterfront public access and use is implicit in the draft plan. However, it is equally important to connect the Waterfront Trail to more inland locations, which will require special attention to the use of river valleys and floodplain lands, as well as public rights-of-way and road allowances. Such links to the waterfront are essential to enhanced access and should be identified in the plan. There should also be concerted regional action to protect the environmental integrity of natural features and ensure that a greenlands strategy becomes an integral component of future planning and development.

## **PLANNING INITIATIVES**

Peel Region was formally incorporated in 1974 but still lacks an approved Official Plan; a draft plan prepared in 1988 was not approved by the Regional Council. As a result, development is guided by a patchwork of local Official Plans with no clear, region-wide strategy to protect and enhance

natural features of either regional or inter-regional significance. These features include the waterfront, the river valleys, and the Oak Ridges Moraine.

Regional participation in waterfront planning and development has been limited to approval of, and financial contributions to, the waterfront development program of the Credit Valley Conservation Authority (CVCA). There has been a lack of effective action on regional planning issues. A greenlands strategy for Peel in the regional Official Plan would effectively address environmental and human settlement issues. In particular, such a strategy should link the waterfront to the river valleys and headwaters, simultaneously increasing public use and enjoyment, and protecting the environmental integrity of each element.

The CVCA is proposing a new set of policies to protect watercourses and valleylands in the Credit River watershed. In 1988, the Authority commissioned a water management strategy study, which predicted dire consequences for the watershed if new methods are not found to deal with development. Typical of most watersheds in the bioregion, the approach to flooding and erosion problems had been oriented to "engineering", including the channelling of streams and constructing rip-rap and concrete banks. As a result, fish and wildlife habitat were lost and watercourses and valleys degraded.

The new approach is designed to work with nature and to accept a certain level of erosion as part of natural processes. New policies are designed to avoid future erosion problems by keeping new development far from valley edges and by including water management as a basic at the beginning of the development review process.

The valleyland protection policy was approved in principle by the CVCA in October 1991 and is being circulated for comment prior to being finalized.

## RECOMMENDATIONS

**58.** The Royal Commission recommends that the City of Mississauga, the Region of Peel and the Credit Valley Conservation Authority continue to review relevant documents including their official plans and waterfront-specific plans to ensure they incorporate the ecosystem approach and the nine waterfront principles described in Part I.

**59.** The Commission further recommends that the City of Mississauga, the Region of Peel and the Credit Valley Conservation Authority participate in preparing the proposed shoreline regeneration plan, including the waterfront greenway and trail, and ensure that any other plans for waterfront areas are reviewed and/or developed in this context. Specifically, the proposed lakefill and shoreline modification components of the Mississauga Waterfront Plan should be analysed in the context of the shoreline regeneration plan prior to being approved.

**60.** As part of the approval process for the Mississauga Waterfront Plan, the Province should negotiate a Waterfront Partnership Agreement or agreements with the City of Mississauga, the Credit Valley Conservation Authority, the Region of Peel, the federal government, and other appropriate agencies

and private-sector interests. This agreement should be based, in large part, on the waterfront plan currently being prepared and on the Port Credit Harbour Master Plan, and other relevant documents. Among other things, the agreement should consider:

- designating which agencies will implement such an agreement, with the City of Mississauga in the lead co-ordinating role;
- incorporating the results of the approved Mississauga Waterfront Plan into the Official Plan and Secondary Plans;
- implementing preferred and interim routes for the Waterfront Trail, including negotiating public walkways and bicycle paths across Ontario Hydro lands and properties with water and sewer facilities;
- establishing suitable mechanisms to permit redevelopment of the Port Credit Harbour; and
- finalizing transfer of the Canadian Arsenal's property from Canada Post Corporation to MTRCA, so that it can be managed as parkland.





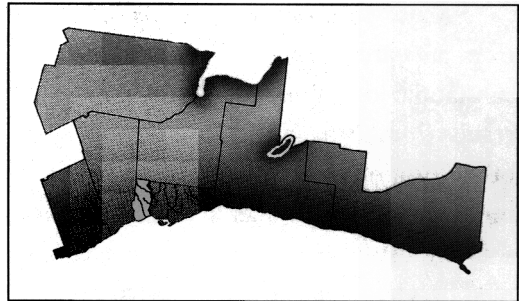
## CHAPTER 9: ETOBICOKE

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The City of Etobicoke waterfront is approximately 9.7 kilometres (6 miles long) stretching along the Lake Ontario shoreline from Etobicoke Creek east to the Humber River. Etobicoke Creek forms a major part of the City's western boundary with Mississauga, while the Humber is its eastern boundary with the City of Toronto. The only major watercourse inside the Etobicoke municipal boundaries is Mimico Creek; there are, however, several small feeder streams to the Humber River and Etobicoke Creek, and a significant portion of the west branch of the Humber River, all wholly within the municipality.

The waterfront area comprises parts of the former villages of Mimico, New Toronto, and Long Branch, which were amalgamated with Etobicoke in 1967. The Lake Shore Boulevard commercial strip ties together these formerly separate municipalities, and provides employment and services to their waterfront neighbourhoods. Manufacturing and industries are located north of Lake Shore Boulevard.

The neighbourhoods include the modest single-family homes and small-scale apartment buildings of Long Branch and



New Toronto, as well as the more intensely developed Mimico apartment strip. The former Lakeshore Psychiatric Hospital site, with its historic quadrangle of residential buildings, its clock tower and landscaped grounds sloping gently to the water's edge, provides a large window to the lake in the central part of the Etobicoke waterfront.

Lake Shore Boulevard, west of Royal York Road, is a continuum composed mostly of low-rise streetfront retail and commercial buildings interspersed with newer, modest-scale developments. The wide expanse of Lake Shore Boulevard, with its ample on-street parking, streetcar service, and broad sidewalks, creates a neighbourhood feel reinforced by the vibrant mixed-income community that surrounds it.

Until the mid-'80s, the Etobicoke waterfront had a stable population of about 40,000 residents and little new development. The area had one of the broadest mixes of income groups on the Greater Toronto waterfront. Almost 45 per cent of the waterfront housing stock was in walk-up apartments and 63 per cent of the total stock was rental. As a result, this waterfront area had the lowest average household income on the Metro Toronto waterfront, and the lowest proportion of residents engaged in managerial and professional occupations.

Major parts of the Etobicoke waterfront area are in transition: in part, the substantial loss of manufacturing jobs results from firms shifting production to other locations so as to take advantage of the increased land values at their Etobicoke sites. Industrial closings have been accompanied by a large number of proposals for high-density residential development. The area is tending to shift from an open, inclusive community of mixed incomes and jobs to isolated new developments that capitalize on waterfront locations. Recent waterfront housing activity includes a very high proportion of condominiums, with major new residential developments being planned and proposed.

From 1981 to 1988, housing completions on the waterfront were relatively low: only 400 units were added. These were balanced among ownership, assisted, and rental housing and reinforced the mix of tenures in the community. Recent housing starts since 1986 have shown a dramatic change: almost 2,000 dwelling units have been started. The Etobicoke waterfront has more housing units in the development approval process than any other area on the

Greater Toronto waterfront. Of the more than 10,800 dwelling units with development applications either approved or in process, all but 100 are high-density.

There have been equally dramatic changes in employment: in the 1980s, more than 2,200 full-time manufacturing jobs were lost (a 33-per-cent decline). In fact, the Etobicoke waterfront accounts for almost all the loss of full-time manufacturing jobs on the Metro waterfront, and it is the only area with a net loss in total full-time employment (-six per cent). In 1990, the Etobicoke waterfront lost a further 800 full-time manufacturing jobs (-17 per cent) and total employment declined by an additional 3.5 per cent.

Thus far, new developments on the Etobicoke waterfront are located east of Royal York Road in the Mimico section of the waterfront, where the differences in scale and form between new and old are striking. Essentially, new waterfront development has been exclusive water's-edge condominiums catering to upscale adult lifestyles. Moreover, these developments are self-contained — closed and insular vertical communities that appear to exist in isolation while exploiting the uniqueness of their waterfront locations and views of the lake.

In the words of a recent advertisement for the Grand Harbour development:

In days past harbours filled with the rich rewards of international trade brought prosperity to the world's great cities. Today waterfronts are the exclusive reserve of the world's most elegant residences. Presenting the homes of Grand Harbour, traditionally styled residences with exquisite site details and finishes crafted from brick, slate and

stone. Strategically located on Toronto's waterfront. Traditional Waterfront Residences From \$349,000 To Over \$2,000,000.

Large portions of the Etobicoke lakefront have been altered from their natural state by major lakefills. Humber Bay Park East and Humber Bay Park West now flank the mouth of Mimico Creek and together comprise about 65 hectares (161 acres) of lakefill. Colonel Samuel Smith Park, at the southern extreme of the former Lakeshore Psychiatric Hospital site, now extends into the lake and displaces approximately 19 hectares (47 acres) of water surface.

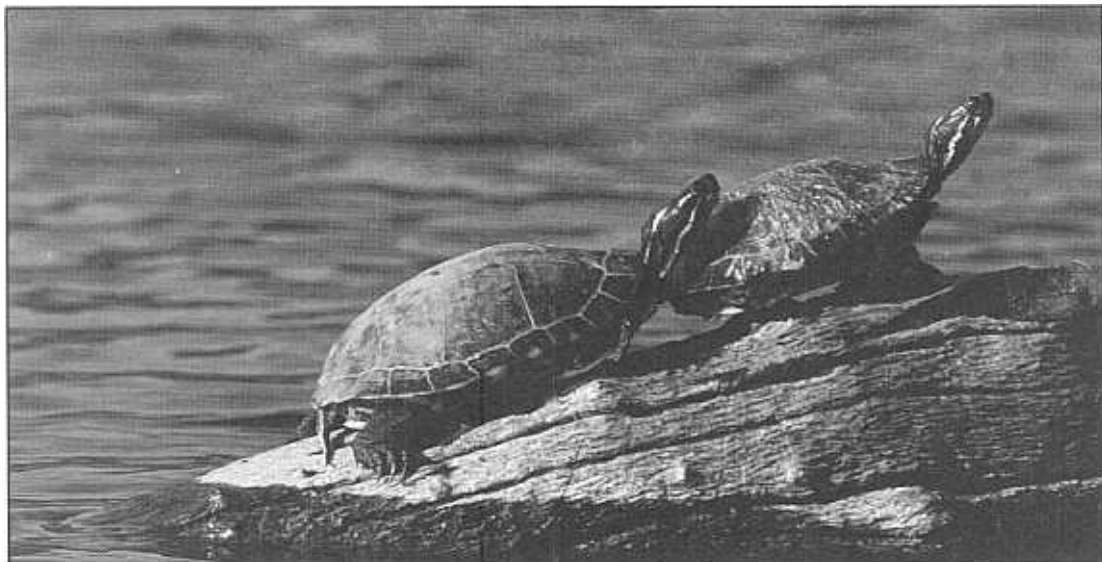
New lakefill proposals include 12 hectares (30 acres) immediately west of the mouth of Etobicoke Creek, at Marie Curtis Park, to create an artificial boat basin.

An additional 3.7 hectares (9 acres) of lakefill are proposed to smooth out the shoreline at the motel strip and provide a minimum 50-metre (164-foot) wide public amenity strip. (The existing shoreline consists of unregulated lakefill dumped primarily during the 1950s, which has created an unnatural and irregular edge of indentations and protrusions.) As part of the motel strip redevelopment, fill is to be placed in embayments at Humber Bay Park East to raise the lakebed and create a wetland as a demonstration area for stormwater management.

The entire Humber Bay has been identified as part of Metro's waterfront Area of Concern by the International Joint Commission, as the result of contaminants in the aquatic sediments; metals and organics in the water and biota; and



*Etobicoke Creek, Marie Curtis Park*



*Painted turtles*

elevated levels of nutrients and bacteria. (See Chapter 3 for a more detailed discussion of Areas of Concern in the Great Lakes.) Efforts to clean up the waterfront will be meaningless unless significant sources of upstream pollution and sedimentation are controlled effectively. The recently formed group, Action to Restore a Clean Humber (1989), has been a strong voice of reason and should be given a prominent place at any round table dealing with the Humber River watershed.

Water quality in Humber Bay is generally poor because of pollution entering from the Humber River, Mimico Creek, and the Humber Sewage Treatment Plant. Furthermore, the bay is sheltered from the main-lake circulation currents and has been described as a "bathymetric trap", in which most of the sediments discharged into it accumulate and remain relatively undisturbed. An area of sediment, described by the Ministry of the Environment as "highly contaminated", extends south of the motel strip as much as three kilometres (2 miles) into the bay.

## **WATERSHED UPDATE**

In its 1989 Interim Report the Royal Commission recommended that:

The heritage values of the Lakeshore Psychiatric Hospital and associated grounds should be preserved by using the site for compatible institutional, cultural, and recreational purposes.

The Ministry of Government Services' current development proposal for housing on the Humber College site and adaptive reuse of the hospital buildings for college purposes is generally consistent with this recommendation.

In *Watershed* (1990), the Royal Commission made three recommendations concerning the Etobicoke waterfront:

- that the Province declare a Provincial Interest in the Etobicoke waterfront area and its immediate hinterland;
- that the Province, Etobicoke, and Metro Toronto jointly undertake strategic planning for the waterfront



area, culminating in a comprehensive waterfront plan and a consolidated waterfront component to the Official Plan; and

- that the Province, in order to protect the integrity of these planning studies, impose a moratorium on development in the waterfront area until a comprehensive waterfront plan and changes to the Official Plan are adopted.

The recommendations were a response to two factors: the Etobicoke planning approach of approving site-specific development applications and narrow area-specific secondary plans without a clear planning strategy and public objectives for the waterfront; second, the magnitude of development, either conditionally approved, in process or proposed, that would, in total, add as many as 12,000 high-density dwelling units and 251,000 square metres (2,701,741 square feet) of non-residential space in the waterfront area.

In its December 1990 response, the provincial government noted that:

... Etobicoke, Metro and the Province will be working co-operatively to ensure that there is a comprehensive planning framework for new development in South Etobicoke, culminating in modification to the Etobicoke Official Plan, plus other implementation measures. The three levels of government have agreed on a program that includes extensive community consultation.

In April 1991, the *Lakeshore Overview Study South Etobicoke: Draft Report* (Butler Group), jointly initiated by the Province, Metropolitan Toronto, and Etobicoke, was completed; it provides a partial basis for a

comprehensive waterfront plan. It also indicates that some progress has been made toward creating a waterfront planning policy that is closer to the nine principles recommended in Watershed.

## **WATERFRONT GREENWAY AND TRAIL**

The bases of a "green net" for Etobicoke are its waterfront and river valleys. A significant trail system already exists up the Humber River Valley, and there are beginnings of a similar trail up Etobicoke Creek. These valleylands along with those of Mimico Creek, should be linked to the waterfront in an integrated greenway trail system that both provides public access and protects the environmental integrity of natural features and the tableland edges.

The Etobicoke section of the Metropolitan Toronto waterfront offers significant potential for a waterfront trail because nine local parks and five regional parks already exist along the shoreline. In some sections, because of residential development along the water's edge, the trail route will likely have to follow the first road inland from the lake. However, there are substantial sections where a water's-edge route is possible. Perhaps the greatest potential is from the western entrance to the boat basin of Humber Bay Park West to the Humber River, including the Mimico apartment strip.

In the Mimico apartment strip, parts of the trail and greenway currently exist in a series of unconnected waterfront parks. The strip itself consists mainly of low- and medium-rise rental apartment buildings on the south side of Lake Shore Boulevard, most on long, narrow lots running down to

the lake. The unconnected local waterfront parks in the area include:

- Norris Crescent Park at the foot of Douglas Boulevard over to Summerhill Road, with approximately 200 metres (656 feet) of lake frontage and extending 25 to 90 metres (82 to 295 feet) inland;
- Amos Waites Park and Swimming Pool at the foot of Mimico Avenue, comprising about 140 metres (459 feet) of lakefront (including the former Sikh Temple lands) and extending 80 metres (262 feet) inland;
- Superior Park, at the foot of Superior Avenue, encompassing about 50 metres (164 feet) of lakefront and 100 metres (328 feet) inland.

The City of Etobicoke's 1983 *Mimico Study*, under review by Council, recognized the potential for a linear waterfront park and boardwalk in the area. What is needed to link the existing parks is to negotiate public easements in perpetuity over the intervening privately owned waterfront land, and to extend public use over the public portions of filled waterlots.

The Mimico apartment strip represents an opportunity to work with both rental property owners and tenants to achieve waterfront access that will benefit all parties. While this is not current practice in Etobicoke, the apartment strip could be used as a pilot project for working out easement agreements that could be applied there and elsewhere. Strategies for the negotiation of public easements are discussed more fully in Chapter 5, "Greenways".

The Grand Harbour and Marina Del Ray developments, immediately east

of the apartment strip, have a 15-metre (50-foot) waterfront promenade, with pathways at the property edges, constructed as a condition of development. Since the mid-1980's Etobicoke has had an informal policy of requiring dedication and construction of such public access strips as part of waterfront development. The adjoining Humber Bay Park West and Humber Bay Park East constructed by the Metropolitan Toronto and Region Conservation Authority provide for public access, except in those areas leased to yacht clubs.

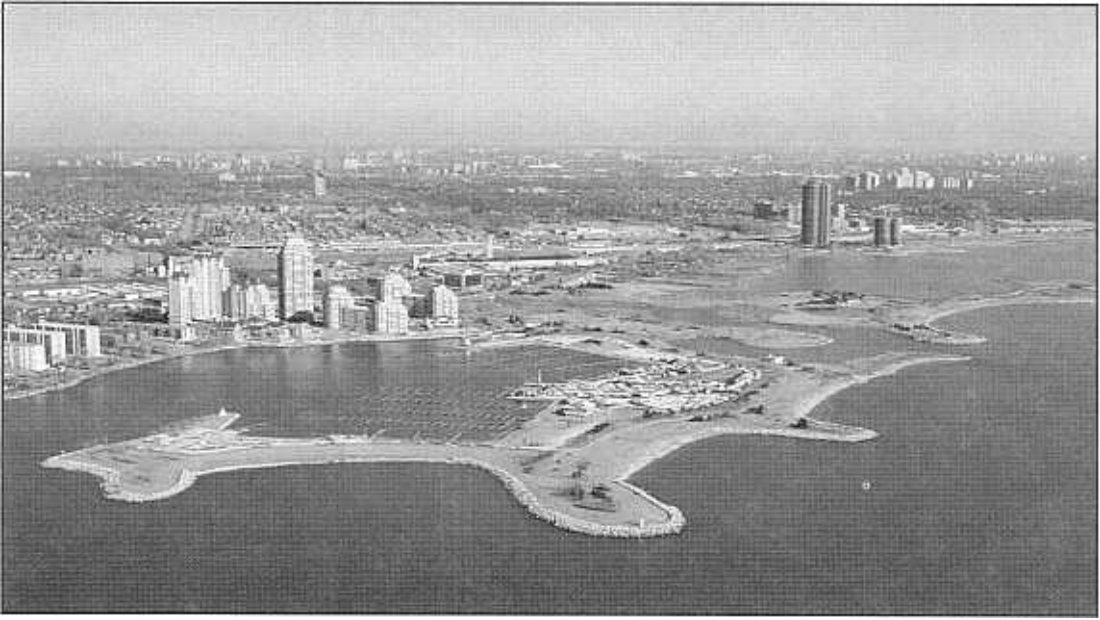
Further east is the Motel Strip Secondary Plan Area. As a condition of redevelopment, the developers will be required to pay for a Waterfront Public Amenity Strip having a minimum width of 50 metres (164 feet). In the main, it is to be constructed from lakefill and will smooth out the undulating shoreline (itself the result of unregulated dumping of fill); it will also widen the development area so that a grid street pattern can be provided. The resulting public road network will provide both public access to the amenity strip and public parking.

The adjoining Palace Pier development, to the east, has both a local park and a water's-edge public walkway that can be linked to the Waterfront Public Amenity Strip. The second phase of the Palace Pier development, at the entrance of the Humber River, has a six-metre (20-foot) wide water's-edge accessway that, in future, can be linked to trails going up the Humber River Valley.

## **WATERFRONT PLANNING POLICIES**

Commenting on Etobicoke waterfront planning policies, *Watershed* noted:

Changing values, such as the upsurge in environmental consciousness and the



*Humber Bay Parks west and east*

concern about the quality of life in an intensely urbanized setting, appear to have caught decision-makers unaware. It is not that the City is without plans but, rather, that the plans to which it has committed itself, and those it is contemplating, may not have been formulated on the basis of an integrated and comprehensive approach. Public concerns about the barrier effect of high-density development at the water's edge, about waterfront access and the cumulative impact of lakefilling, have not yet been fully resolved. Instead, decision-makers in the City have been quick to support development applications and to grant high densities, because they view the waterfront area as stagnating and in need of revitalization.

Normally, Secondary Plans are built on policies and strategies found in Official Plans. However, Etobicoke's existing Official Plan and its proposed Official Plan Update

do not treat the waterfront as an area requiring a special planning strategy. Due to the absence of a clear planning strategy, both Secondary Plans and site-specific applications lack strategic guidance and public objectives. This lack of clear direction is of particular concern given the densities permitted or proposed on major sections of the Etobicoke waterfront.

There are three plans related to the Etobicoke waterfront. First, the 1991 *Lakeshore Overview Study South Etobicoke: Draft Report* has been the major initiative toward a comprehensive plan for the waterfront area. Second, the *Motel Strip Secondary Plan* (approved by Etobicoke Council February 1988 and revised May 1990) is the only secondary plan approved by Council for any portion of the Etobicoke waterfront; it has been subject to a number of further changes during the life of the Royal Commission. Third, there is a Park Master Plan for the Colonel Sam Smith Waterfront Area approved by the Environmental Assessment Board.

## **LAKESHORE OVERVIEW STUDY SOUTH ETOBICOKE: DRAFT REPORT**

The *Lakeshore Overview Study South Etobicoke: Draft Report* was initiated by the Province of Ontario, Metro Toronto, and the City of Etobicoke to assess the cumulative impact of development applications in the South Etobicoke waterfront area and outline a planning framework.

This framework accommodates residential intensification along Lake Shore Boulevard with sections widened to suit the approved and in-process development applications, in the "Mainstreet Activity Area". In addition, an industrial-based Secondary Plan is proposed for the New Toronto area.

The development applications in the Mainstreet Activity Area include: the Long Branch Village lands, comprising 11.7 hectares (29 acres); the Lakeshore Psychiatric/Humber College redevelopment, 25 hectares (62 acres) in size; the 8.1-hectare (20-acre) Goodyear/Daniels site; the motel strip of 20 hectares (49 acres) of land and water; the McGuinness site, 6.2 hectares (15 acres); as well as lands adjoining Park Lawn Road.

The Mainstreet area would be divided into two Secondary Plan areas: the Mainstreet Lakeshore Secondary Plan Area and the Park Lawn/Lakeshore Secondary Centre Planning Area. Significant portions of the Etobicoke waterfront area and of the water's edge are excluded from these two proposed Secondary Plan areas.

The *Lakeshore Overview Study South Etobicoke: Draft Report* recommended that:

a survey of community livability be considered;

- there be comprehensive planning and modifications to the new Official Plan as soon as possible;
- these modifications include revised Secondary Plan areas and incorporation of the Royal Commission's nine waterfront principles;
- a study be made of the existing industrial areas south of the CNR line, to provide for industrial revitalization and stability;
- the City of Etobicoke complete the Master Parks Plan and integrate its recommendations into future Secondary Plans; and
- a Human Services Needs Assessment Study be undertaken and applications for redevelopment include a social impact study.

The Overview Study has yet to be fully considered by any level of government, and consequently its recommendations have not been accepted to date. In the meantime, individual development applications and area-specific secondary plans continue to weave their way through the approval process.

At the same time as the Overview Study was being completed, the Ontario Municipal Board (OMB) began hearings concerning the Daniels Group's redevelopment of the former Goodyear Tire plant site. The OMB decision of 13 August 1991 confirmed the Daniels Group's Lakeshore Village Development, which comprises over 1,700 dwelling units, as well as industrial and commercial space, on 8.1 hectares (20 acres) of land. Building heights will range from four to 14 storeys and the development is to proceed in two phases, the second phase to depend on the availability

of schools and community facilities and services.

On 1 November 1991 the 6.2-hectare (15 acres) redevelopment of the former McGuinness Distillery site was referred to the Ontario Municipal Board (OMB) as a site-specific amendment to the Etobicoke Official Plan.

On 21 October 1991, the City of Etobicoke asked staff to prepare a draft Secondary Plan for the proposed Park Lawn Road/Lake Shore Boulevard Secondary Plan Area (also known as the Secondary Centre) — to include both the motel strip and the former McGuinness Distillery site. The OMB began hearings on the Motel Strip Secondary Plan on 1 October 1991. Consequently, issues dealing with the motel strip are being debated prior to policies being established for the larger Secondary Centre area.

Just as there is currently no planning framework for the Secondary Centre area, which is a part of the waterfront, there is no comprehensive plan that sets out a clear strategy and public objectives for the Etobicoke waterfront. Such a waterfront plan is needed, as both a framework for assessing major development applications and a context for securing public values and setting Secondary Plan objectives.

## **THE MOTEL STRIP SECONDARY PLAN**

In 1988, a 20-hectare (50-acre) Motel Secondary Plan was approved by Etobicoke Council. The Plan called for 2,700 dwelling units base on a comprehensive land assembly of the site. (This was consistent with a Provincial Cabinet decision in 1977.)

In August 1988, citizens' concerns about the proposed motel strip developments

and the proposed lakefilling led them to request that the Secondary Plan Area be designated under the Environmental Assessment Act. The Minister of the Environment decided not to subject any part of the redevelopment to such a review under the Act. Instead, the Province declared a Provincial Interest in the motel strip and instituted an Environmental Management Master Plan (EMMP)/Public Amenity Scheme process within the context of the Planning Act. This process is intended to bridge the gap between environmental and planning concerns.

The EMMP study was designed to address concerns about both lakefilling and urban design, while the densities assigned in the proposed Secondary Plan were outside its terms of reference. The study took place over just three months and proposed three elements: a deflector arm (to deflect water pollution from the development area and to create a sheltered mooring basin); shoreline lakefill to create a public amenity strip; and urban design guidelines to ensure that built form relationships would be subject to some type of review.

The Minister of the Environment subsequently announced that the proposed deflector arm, if it was to proceed, would be subject to a separate environmental assessment. The deflector arm represents 5.1 hectares (13 acres) of lakefill, while the other components are shoreline smoothing combined with a public amenity strip of 3.7 hectares (9 acres) and marshes, for stormwater management, which cover 6.5 hectares (16 acres).

The shoreline smoothing would help the lake flush the shore; however, the deflector arm could potentially reduce flushing and create a relatively stagnant embayment.

Although it is recognized as being subject to a separate environmental assessment, the arm is included in the revised Motel Strip Secondary Plan.

The EMMP process has helped clarify the public amenity area in the motel strip, but it does not provide a comprehensive approach to lakefill or other environmental matters; nor does it adequately address urban design and density considerations.

The Secondary Plan was revised in May 1990 — in part, to reflect the results of the provincially initiated Environmental Management Master Plan/Public Amenity Scheme for the area. The proposed waterfront public amenity strip in the revised plan was widened from the initial minimum of 15 metres (50 feet) to 50 to 80 metres (164 to 262 feet), predominantly through proposed shoreline lakefill.

Furthermore, the revised plan allowed incremental development of the waterfront public amenity area — which means that the entire public amenity strip need not be established at one time. The revised plan also dropped the requirement that the McLaughlin portion be comprehensively assembled as a condition for permitting development of the 2,700 units, allows a reduction in the amount of parkland that must be dedicated and off-site development of affordable housing, and would permit designation of a school site only if the form and occupancy of developments warrant it.

#### **DIAMOND SCHMITT URBAN DESIGN STUDY**

After the Royal Commission's *Watershed* report was released, the Ontario Ministry of Municipal Affairs hired the firm of Diamond Schmitt Architects to consider urban design and density for the motel

strip, within the broad framework of the Commission's nine waterfront principles. Having declared a Provincial Interest in the motel strip, the Province asked Diamond Schmitt to provide guidance regarding built form, public access, and public use in the area.

The study, undertaken over eight months, was released for public review in June 1991 (A. J. Diamond Donald Schmitt and Company). It began by setting out neighbourhood planning objectives and principles, to be followed in controlling built form in the Secondary Plan Area. The study then further developed the neighbourhood objectives and principles in terms of a possible grid street pattern; open space lay-out, including a central park; land use; built form; parking and sun/shade and view studies.

The built form objective was to distribute the mass of buildings in such a manner that a livable, open and publicly accessible community would result. Assuming 2,721 dwelling units at a density of 3.3 times net lot area, the Diamond Schmitt study recommends that low-scale four-storey structures be built immediately north of the waterfront public amenity strip and Lakeside Drive because, given the orientation of the site, high structures near the lake edge would have shaded the entire waterfront park in the afternoons. Buildings of eight storeys were to predominate along Lake Shore Boulevard, with an intermediate zone of six storeys between them and the shorter buildings. The result would be a "stepped" development, in which four-storey structures adjoin the water's-edge public amenity strip, progressing to six storeys in the middle of the development, and eight storeys along most of the Lake Shore Boulevard frontage. At the northeastern Lake Shore Boulevard

frontage the structures would rise to a maximum of 15 storeys.

The sun/shade studies in the Diamond Schmitt report are shown for the existing development applications and the 2,700 dwelling units with a floor space index of 3.3. They indicate clearly that, using the stated neighbourhood development principles, any net floor space with an index of more than 3.3 would result in diminished daylight on the public roadways, sidewalks, parks, and interior courtyards of buildings.

### **KIRKLAND URBAN DESIGN REPORT**

After the Diamond Schmitt report was released, the City of Etobicoke hired the Kirkland Partnership (1991) to advise it and, later, to prepare an Urban Design Supplement to the *Etobicoke Motel Strip Secondary Plan*. The consultants were instructed to use the Secondary Plan's density of 4.0 times net lot area in developing guidelines.

On 7 October 1991, shortly after the OMB began hearings on the amended Motel Strip Secondary Plan, Etobicoke Council endorsed a revised Secondary Plan. Using a 4.0 times density, the urban design supplement to the plan allows maximum building heights of 10 storeys on the first blocks inland from the waterfront public amenity area and 15 storeys on the second blocks, which front Lake Shore Boulevard. In addition, a maximum building height of 20 storeys would be permitted at the Lake Shore Boulevard frontage of the Camrost lands.

On 21 October 1991, Etobicoke Council approved additional changes to the proposed motel strip plan that was before the OMB. There were three types

of modifications. First, Council recognized that the need for a school site or sites should ultimately be determined by boards of education and, if they were required, they should be accommodated in the Secondary Plan Area. Second, Council provided a planning rationale for the location of two 25-storey buildings on the Camrost site, claiming that it would create a "central gateway . . . in a distinctive landmark built form". Curiously, the proposed buildings exceed the guidelines Council had approved only two weeks earlier. Moreover, additional modifications were made to the site-specific development policies for the Camrost lands. Third, the implementation of the built form guidelines was relaxed so that they would apply in general intent and variations could be permitted by Council.

On 17 December 1991 the City of Etobicoke presented the OMB with further revisions to the plan, including removal of the deflector arm. There appear to be an added number of unresolved issues which the Ontario Municipal Board may consider in the course of its review. They include: the water's-edge location; density transfers from water to land; ultimate densities (including bonuses and the treatment of seniors' units); the adequacy of built form guidelines in relation to detailed sun/shade studies and neighbourhood objectives; affordable housing; and implementation mechanisms for the plan. In its deliberations, the OMB will also have to bear in mind the Province of Ontario's Declaration of Provincial Interest in the motel strip.

The lack of a comprehensive Etobicoke waterfront plan, as noted earlier, is a major impediment in assessing the public values and objectives for the motel strip, and for assessing the secondary plan itself. The

Royal Commission believes that it is important to recognize how much is at stake. As explained in the following chapter on the Central Waterfront of Greater Toronto, the entire eastern part of Etobicoke, including the motel strip, is part of Humber Bay. It is in the public interest to ensure that plans, decisions, and developments take this broader context into full account.

## **THE COLONEL SAMUEL SMITH WATERFRONT AREA**

In 1978 the Metro Toronto and Region Conservation Authority (MTRCA) prepared a park Master Plan for the Colonel Samuel Smith Waterfront Area, covering the area south of Lake Shore Boulevard, between 23rd and 13th streets. The plan provides for a multi-service park, including moorings for 335 boats and a boat basin to be constructed through substantial lakefilling. It includes park uses on parts of lands owned by the Metro Works Department, Humber College, and on the Lakeshore Psychiatric Hospital site.

In approving the Colonel Samuel Smith Master Plan in 1980, the Environmental Assessment Board summarized the undertaking:

The Colonel Sam Bois Smith Waterfront Area will provide 70.5 acres of recreational/educational park space on the Etobicoke waterfront . . . 48.5 acres of the park would consist of landfill extending approximately 1,500 feet into Lake Ontario. . . . The components of the park would include an artificial swimming lake, mooring facilities for boats, an amphitheatre, environmental gardens and educational display areas, a fitness trail, sunbathing beaches, and passive areas for picnicking and viewing,

for both local and regional visitors of all ages (Ontario. Environmental Assessment Board 1980).

The proposed park, shown in Map 9.1, is intended to serve both local and regional needs and, in part, address a critical shortage of public park space in the South Etobicoke area.

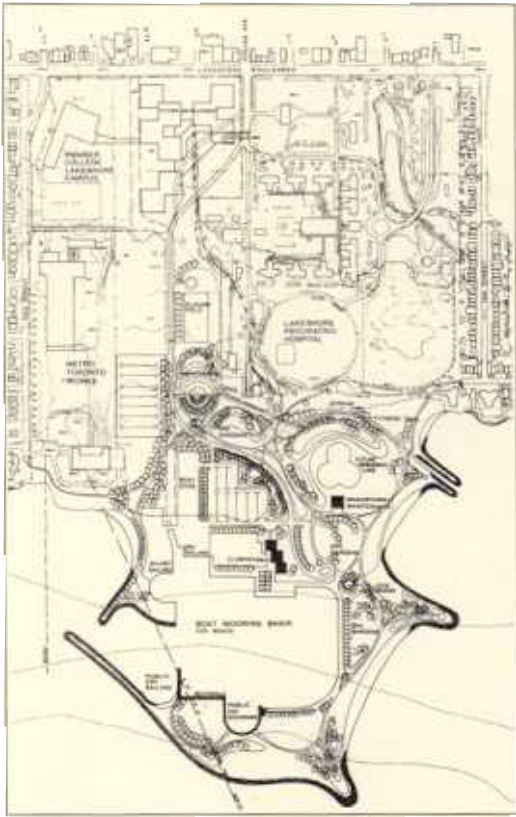
Since the original approval was given, there have been several changes to the geographic limits covered by the proposal, including the removal of approximately 6 hectares (15 acres) of Humber College and Metro Works Department lands and the addition of 13 hectares (32 acres) of the psychiatric hospital site, which were purchased from the Ministry of Government Services (MGS). The Ministry of the Environment's Environmental Assessment Branch has yet to consider the impact of these changes on the delivery of other public elements contained in the approved Master Plan. Substantial lakefilling, completed in 1990, created the headland and boat basin.

The only element of the Master Plan that has proceeded to date is a Boating Federation Concept Plan providing for an eventual 500 boating slips and adjoining parking for 500 cars. Phase 1 of the proposal provides for 250 moorings and associated waterfront parking to be completed in 1992. The latter is to be used exclusively by federation members for their cars and for winter storage of boats.

There is no indication of the timing of delivery, location, and funding of most of the public elements in the approved 1980 park Master Plan. However, the waterfront/fitness trail is to be in place within three years and there are to be passive areas available for picnicking and viewing.



## Map 9.1 Colonel Samuel Smith Waterfront Area Master Plan — 1980



MTRCA acknowledges the lack of certainty regarding delivery of these public elements.

The success of the park and planning for its public elements is linked to integrated planning for the proposed MGS/Humber College development and the proposed expansion of the R. L. Clark Filtration Plant.

On 27 November 1991, the provincial government announced that as compensation for a settlement of the Toronto Islands issue, about 9 hectares (23 acres) of the MGS/Humber College development would be made available as additional parkland to Metro Toronto and Etobicoke, leaving about 15 hectares (39 acres) for redevelopment.

The provincial decision, added to MTRCA's purchase of surplus Lakeshore Psychiatric Hospital lands, means that the overall land base of the park will be bigger than originally planned. Therefore, while the planning context has shifted, there would appear to be sufficient lands to incorporate the public elements and it may be possible to ensure that they are delivered, especially if all parties are prepared to work together.

### RECOMMENDATIONS

- 61.** The Royal Commission recommends that the City of Etobicoke, the Regional Municipality of Metropolitan Toronto and the Metropolitan Toronto and Region Conservation Authority (MTRCA) continue to review relevant documents including official plans and waterfront-specific plans to ensure that they incorporate an ecosystem approach and the nine waterfront principles described in Part I.
- 62.** The Commission further recommends that the City of Etobicoke, Metropolitan Toronto and the MTRCA participate in preparing the proposed shoreline regeneration plan, including the waterfront greenway and trail, and ensure that any other plans for waterfront areas are reviewed and/or developed in that context.
- 63.** The City of Etobicoke, Metropolitan Toronto, and the Province, in partnership with the lakeshore community, should jointly implement the following recommendations of the *Lakeshore*

*Overview Study South Etobicoke* and of  
the Royal Commission:

- to prepare a comprehensive Waterfront Plan for the Etobicoke waterfront area and modify both the Official Plan (to create a consolidated waterfront component) and Secondary Plans;
- to enhance comprehensive planning in South Etobicoke's waterfront area by:
  - preparing and approving a New Toronto Industrial Secondary Plan and a study of industrial revitalization and stability in the broader area south of the CNR tracks;
  - adopting two additional secondary planning areas (the Mainstreet Lakeshore and the Park Lawn Road/Lake Shore Boulevard Secondary Centre Planning Areas); and
  - preparing long-term implementation strategies including a Parks Master Plan, Human Services Plan, Metropolitan Waterfront Plan, and integrating the recommendations of those plans into Secondary Plans.

- 64.** The Metropolitan Toronto and Region Conservation Authority should undertake a public review to update the approved 1980 Colonel Samuel Smith Park Master Plan.