

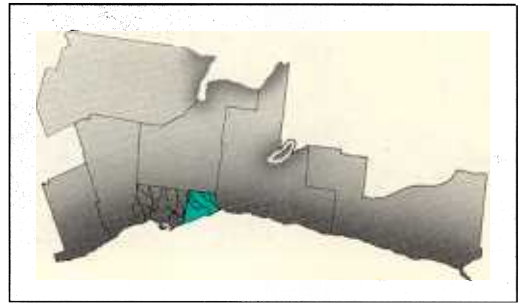


CHAPTER 11: SCARBOROUGH

In 1793 Elizabeth Simcoe, wife of the first lieutenant governor of Upper Canada, was impressed by the massive bluffs that lined the shoreline east of the colony's new capital: they reminded her of the scenic Yorkshire cliffs in Scarborough, England; the area was therefore given the name Scarborough. Designated a township in 1850, Scarborough became part of Metropolitan Toronto in 1953, and was officially declared a city in 1983.

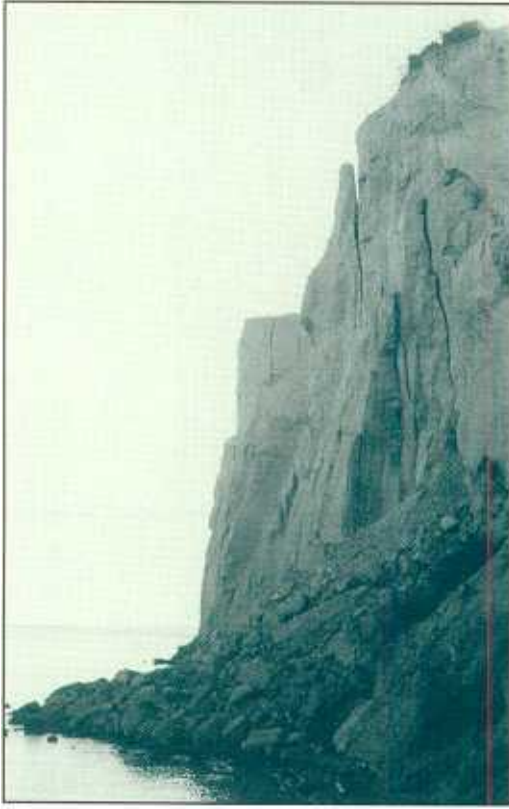
The Scarborough waterfront comprises 20 kilometres (12 miles) or 40 per cent of Metro's shoreline. The area contains the highest proportion of single detached dwellings and owned housing along the Metropolitan Toronto waterfront.

The extent to which the Scarborough waterfront is already urbanized (primarily in single-family homes) and the presence of the bluffs makes it more difficult — although not impossible — to connect people to the water and to establish safe public access compatible with waterfront trail objectives. In fact, implementing a greenway system can take the established urban residential communities into account, respecting the limited opportunities available to protect



the cultural heritage of the people and the natural heritage of the bluffs. In this regard, a two-tiered waterfront trail linking to a regional greenway would be beneficial in the City of Scarborough.

A visit to Bluffer's Park, one of the most popular regional recreational parks, where one can fish, boat, sit on the rocks or simply stroll in the park admiring the striking views of the bluffs year-round; a fall walk in the Rouge Valley where one can encounter animals and view rare birds, or smell winter coming and see the wonders of nature at work as the leaves change colour; the serene feeling that comes from being surrounded by the history and artifacts at the Guild Inn with the peaceful view of the shimmering lake and the sun setting from atop the bluffs — these are only a few



At the foot of the bluffs, circa 1968

of the memorable experiences possible in Scarborough, a short distance east of the commercial and economic activity in downtown Toronto. In many instances, access to these places is limited and could be greatly enhanced if there were a regional greenways system across the waterfront and up the river valleys. (See Chapter 5 on Greenways.)

Natural topography has always contributed to defining urban form along this portion of the shoreline. The Scarborough Bluffs, which stretch as high as 100 metres (330 feet) in some places and account for 75 per cent of Scarborough's waterfront, are a unique heritage site the City and MTRCA strive to protect. An educational learning centre along the Scarborough waterfront, specifically focused on the various environmental processes operating there, would be

a marvellous opportunity to educate the public about the bluffs.

Only two major waterways in Scarborough flow into Lake Ontario: Highland Creek and the Rouge River. The Highland Creek — lying entirely within the City — drains an area of over 105 square kilometres (40 square miles). The Rouge River watershed, which covers more than 300 square kilometres (116 square miles), encompasses portions of six local municipalities. Its lower reaches are predominantly in northeastern Scarborough, and the river eventually forms the southeastern portion of Scarborough's political boundary.

The Rouge's spring-fed headwaters rise in the Oak Ridges Moraine, and flow rapidly down the moraine's shoulders. Many small streams come together on flat agricultural plains in Markham to form slower-moving major tributaries. Before the two main branches of the river, the Rouge and Little Rouge, reach Scarborough they form large, well-defined valleys, tumbling over boulders and rocks. Natural erosion processes have exposed geological features that are provincially significant, as well as distinctive bluffs that are as high as 40 metres (131 feet). In the last few kilometres before the Rouge River enters Lake Ontario, it broadens into the Rouge Marsh — the largest provincially significant area in Metropolitan Toronto — housing exceptional wildlife populations.

A 1991 draft MNR Ecological Survey of the Rouge Valley Park notes (Varga, Jalava, and Riley 1991):

Collectively, the lower Rouge valleys, lakeshore marshes and adjacent tablelands are the most significant system of linked natural areas along any of the lower river valleys draining into the [sic]

northwestern Lake Ontario. The Rouge [in Scarborough] represents one of very few substantive corridors of natural space extending from the north-western shores of Lake Ontario towards the interior of Halton, Peel, York, Durham or Metropolitan Toronto. The Rouge River and its valleys are exceptional among [other] watercourses from several points of view.

From one side of the valley to the other, the Rouge River corridor averages two kilometres (one mile) in width. The area contains a remarkable diversity of natural and rural heritage features and is especially important because of its proximity to Metropolitan Toronto — one of the last opportunities for ecological conservation on this scale in Metro.

The Rouge's spring-fed headwaters rise in the Oak Ridges Moraine, and flow rapidly down the moraine's shoulders. . . . The area contains a remarkable diversity of natural and rural heritage features . . . one of the last opportunities for ecological conservation on this scale in Metro.

Over the years, the Rouge River system in Scarborough has largely escaped urbanization and is a healthy and diverse ecosystem today. In the 1980s, proposals were presented to Scarborough Council to develop the Rouge tablelands in the city's northeast; after extensive study, Council decided to protect the area and designate it as

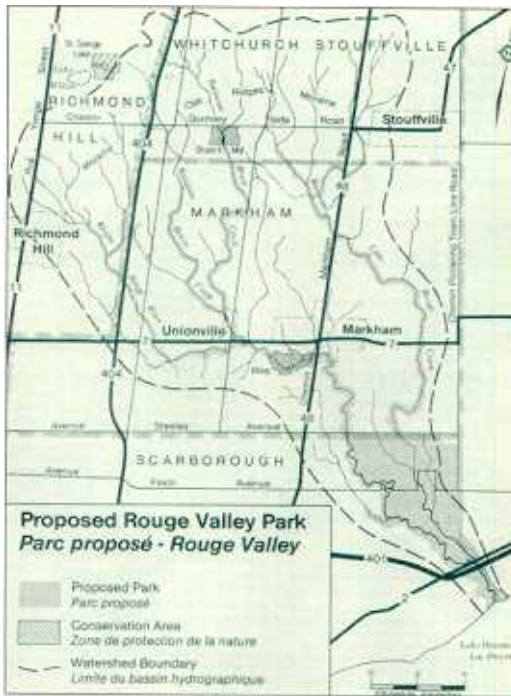
Regional Natural Environment for rural uses. However, in adjacent and upstream areas, development has led to the destruction of woodlots and wetlands, has replaced tall grasses and other natural habitat with manicured lawns, and has introduced erosion and water quality problems due to inappropriate stormwater management.

In its first interim report (1989), the Royal Commission supported the views of many interest groups, recommending



Looking west from the Rouge Marsh

Map 11.1 Proposed Rouge Valley Park



that the Rouge River Valley be protected as a natural heritage park. In March 1990, the provincial government announced its intention of creating a Rouge Valley Park and established an advisory committee on the subject. This professionally diverse group is responsible for drafting a park management plan for the portion of the park between Lake Ontario and Steeles Avenue (see Map 11.1.). The main goal is to ensure protection of the ecological integrity of the Rouge Valley Park and its natural, scenic, historic, and cultural values, through innovative planning, management, and use in the park and its environs (Rouge Valley Park Advisory Committee 1991).

By June 1992, the committee is to recommend a strategy and time-frame for protecting the park area and is likely to address extending its current northern boundaries to include publicly owned lands

in the Rouge and Petticoat Creek watersheds (provincial land assembly), and tablelands along the top of the valleys.

Consultants have been commissioned to work with the appropriate agencies to examine the area's ecological and cultural inventory and assist in drafting management strategies. While the goal of creating a park has been declared and park planning has begun, it is possible that the land under study, especially in York Region, could be environmentally degraded by development of surrounding parcels of land.

The City of Scarborough is currently examining its secondary planning policies to ensure that areas adjacent to the park are adequately protected. The Advisory Committee has asked that these areas be protected in the interim, before degradation precludes future park options.

The health of the Rouge watershed and the long-term ecological integrity of the park depend on the extent and environmental sensitivity of development in the rest of the watershed. Proper controls such as stormwater management and protection of valley corridors, including adjacent tablelands, are essential. As part of its mandate, the Rouge Park Advisory Committee reviews development applications that will affect the park.

Obviously, development adjacent to the Rouge Valley should protect ecological processes and maintain the natural beauty of the valley. The natural profile of the skyline has been marred, in many urban valleys, by high-rises. Scarborough has begun to address this issue. Other municipalities with similar valley resources should ensure that appropriate height controls and development siting maintain and enhance views.



The Guild Inn and the Scarborough Bluffs

The Commission supports the initial work undertaken on the Rouge Valley Park, and urges creation of a comprehensive strategy to ensure that, many years from now when the park is completed, it is ecologically healthy. Implementation of the strategy,

which takes public input into account, should begin as soon as possible, even while planning proceeds for the northern half of the park.

As part of this process, thought should be given to a greenway protecting the

SCARBOROUGH'S GUILD OF ALL ARTS

The unpretentious gates on the Guildwood Parkway, along the waterfront in suburban Scarborough, are deceiving. The narrow driveway opens up and foliage gives way to reveal a picturesque inn surrounded by what seem to be Grecian artifacts and ruins.

The pieces of Grecian architecture, marble sculptures, and reliefs dispersed on the grounds of the Guild Inn look mysterious, arresting — and completely out of place. In fact, they are out of place: they were saved by Spencer Clark when the rest of the buildings of which they were a part were destroyed in the 1960s and '70s. They are all that remains of many of the finest examples of classical 19th-century architecture that were torn down to make way for designs from such contemporary architectural schools as Bauhaus.

One finds echoes of civilization's architectural past in four imposing columns on the north grounds of the Guild Inn. These Ionic columns and capitals, from a period prevalent in the fifth and fourth centuries B.C., once graced the Bankers Bond building, on a site now occupied by First Canadian Place, the tallest building in Canada, designed by Edward Durrell Stone.

Corinthian columns and capitals replaced Ionic in the fourth and third centuries B.C. Examples of the Corinthian style can be found in the salvaged marble columns at the Guild; they were once part of the Bank of Toronto, which stood on the site now occupied by Mies van der Rohe's Toronto-Dominion Centre and are among the 21 capitals and columns that form an amphitheatre, designed by the late Ron Thom, on the south grounds of the Guild Inn.

Although the practice of stone masonry has declined, the Guild — where many of the capitals, pediments, and bas-relief carvings are at ground level, albeit out of context — offers the opportunity to fully examine and appreciate the craftsmanship of the salvaged pieces.

There are more than 50 demolished buildings represented at the Guild, a monument to Spencer Clark and his vision of preserving at least some of Toronto's architectural past. The collection should be cherished and enhanced in every way possible.

Sources: Cowan, H. November 1984. "The ruins of winter." *City and Country*; The Spencer Clark Collection of Historic Architecture.

waterways and valleylands that feed into the Rouge River. This would help establish connections to significant natural areas such as the Oak Ridges Moraine and Duffin's Creek, conservation areas, and existing local and regional parks.

The Guild Inn, atop the bluffs on Scarborough's waterfront west of the Rouge

River, houses a unique collection of architectural pieces. Established in 1932 by Rosa and Spencer Clark, the site was the original home for The Guild of All Arts, a thriving artists' colony. As Toronto's business buildings were being demolished over the years, Spencer Clark collected historic landmarks and kept them on the inn's

grounds. He eventually sold the land and its buildings to the Province and Metro in 1978; Metro established the Board of Management of the Guild in 1983, to manage the property on its behalf. With the change in ownership came a change in direction in the vision of the site's future: recent proposals are that the inn be redeveloped as a substantially larger hotel/convention centre. However, formal plans have yet to be submitted to the City by Metro.

Scarborough's population has grown substantially — from 1,711 in 1900 to more than 267,000 in 1967 — and has risen by approximately 11 per cent since 1981; it is estimated to grow to more than 560,000 by 2001. The increase between 1990 and 2001 — more than 12 per cent — would be the greatest in any Metropolitan Toronto municipality, and greater than the increase in the region, estimated at eight per cent, for the same period.

In the early 1980s, population in the Scarborough waterfront grew moderately, at about one-third of that of the City; the number of children living in the area were evidence that it had the highest proportion of families in Scarborough.

Housing starts on the waterfront increased substantially in the late 1980s. In contrast to other municipalities in Metro, the Scarborough waterfront area has the lowest proportion of high-density residential housing. It is also the most exclusive waterfront in Metro, with the highest proportion of single detached dwellings — they comprise more than half the waterfront housing stock — and the highest proportion of ownership housing. Total employment in the Scarborough waterfront area rose by more than 50 per cent in the '80s.

WATERSHED UPDATE

In the past year, the City of Scarborough continued to address waterfront planning — and, indeed, city-wide planning issues — with an ecosystem approach, which has been well received at the political, bureaucratic, and community levels.

In October 1990, the Scarborough Waterfront Committee recommended adoption of the ecosystem approach, the nine waterfront principles, and other Commission recommendations as interim waterfront policies for Scarborough. Over the following nine months, public meetings were held and policies presented and discussed. In July 1991, City Council approved Official Plan Amendment 799, giving basic direction to activities along the city's 20 kilometres (12 miles) of waterfront and consistent with the Commission's views.

There is clearly no current agreement on the nature of regional co-ordination — a crucial step, in the Commission's view, in successful planning for the future. The City's view is that the leading role in local waterfront planning should remain in its hands, with regional co-ordination from Metro and continuing participation from MTRCA. It believes that Metro Toronto has not clearly defined its own role in waterfront planning, in the recently released *Planning Directions for the Metropolitan Waterfront: An Overview* (1991), which was intended to be the basis for discussion between Metro and other local municipalities on establishing a regional waterfront plan. Scarborough plans to continue to develop its waterfront on the basis of connectedness and safe public access, and is working with Metro, MTRCA, and others as necessary.

In its *Watershed* report, the Commission recommended that the environmental

conditions of industrial areas such as the Johns-Manville site be investigated before being considered for redevelopment. The major issue currently facing the City is whether to retain industrial uses in the 60-hectare (150-acre) Centennial Industrial District adjacent to Lake Ontario. Lands north and east of the Centennial Industrial District are comprised of established residential communities, primarily of single-family homes.

As the Commission noted in *Watershed*, there is a potential “to establish a new residential area, the Port Union Community”, on the Scarborough waterfront. Since then, the City has continued to deal with applications from developers and landowners seeking to redesignate and rezone industrial lands for alternate (primarily high-density residential) uses. In December 1990, Scarborough Council approved a Study of Options and Opportunities for the Development of the Centennial Industrial District.

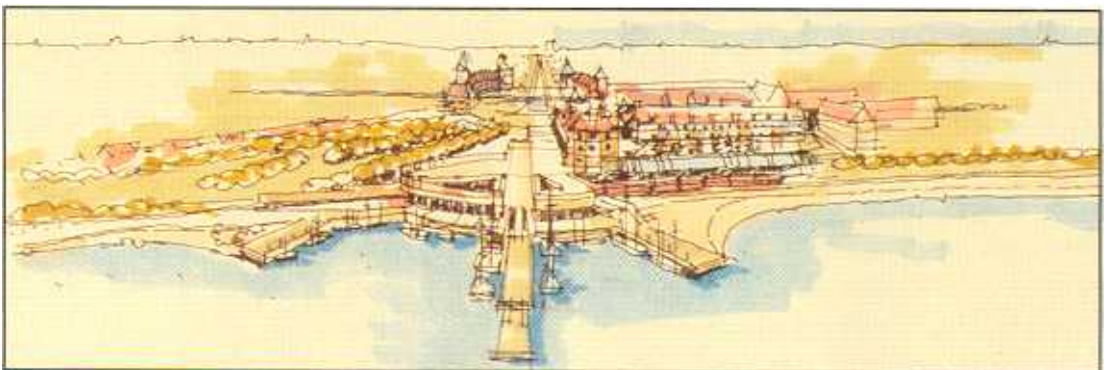
PLANNING INITIATIVES

The purpose of the study, undertaken by City staff, is to assess the feasibility and desirability of retaining current industrial uses and to outline the next steps to be

taken, based on desired land uses and capitalizing on waterfront opportunities. Terms of reference note that consideration should be given to appropriate land uses on the waterfront and that the Commission’s nine principles should be implemented. The report is to be available early in 1992.

This is the City’s most significant opportunity to enhance residential use and create a new waterfront community. The area, including the Rouge Hill GO station, has the most potential to bring people to the waterfront. Scarborough’s decision about desired land uses should ensure that future development of the Centennial Industrial District is compatible with the waterfront. The historically significant old Port Union Village should also be restored and preserved in future plans for the area. The CNR line running along the shoreline now forms a barrier to Lake Ontario, and consideration should be given to ways of increasing public access.

Urban designers at a recent charette have suggested that the Centennial Industrial District also has potential as a gateway to the city for visitors arriving by water. A ceremonial entrance to the city would reflect the grandeur of the bluffs; it could connect to Scarborough City Hall via a tree-lined parade



Proposed ceremonial waterfront entrance at the foot of Port Union Road

route. Port Union Road could become the major organizing element of the community, anchored by nodes at both ends. A public facility at the water could include a gateway to the City and the beginning of a “ceremonial drive” from the waterfront to Scarborough City Hall; the north end could house a strong commercial node or other feature that delineated the entrance to a new Port Union community.

The Commission also made recommendations on redeveloping the publicly owned Guild Inn site. *Watershed* noted that local interests should be fully considered by the City of Scarborough in evaluating redevelopment proposals, and that such evaluations should be based on waterfront policies and should conform to the nine waterfront principles. An initial proposal by the lessee, including high-density development, met public resistance primarily from residents of the Guildwood community. Because Metro, the Guild Inn’s owner, did not approve of the proposal, it was not submitted to the City. No revised proposal has yet been submitted.

Plans to redevelop the Guild Inn should not have an adverse impact on the surrounding community, which has existed since the 1950s. This is particularly true with respect to traffic and access to the waterfront, which should retain its existing natural, cultural, and small-scale characteristics.

If the Centennial Industrial District and the Guild Inn lands become engulfed by inappropriate, added elements of built form, chances for added public access and views to the water will disappear in key places along the shore. The City should ensure that approved built forms are sensitive to the water’s edge, enhance views and vistas, and encourage people to visit the

waterfront. Appropriate public amenities should also be provided and linear access connecting one part of the waterfront with the others should be a priority in preparing and reviewing all proposals.

The concerns that *Watershed* expressed about the focus of the Draft East Point Park Master Plan/Environmental Assessment and the environmental effects of lakefill, road access, traffic, and safety are being addressed. Following the release of *Watershed*, and while the Commission’s review of shoreline regeneration was under way, MTRCA exercised more caution in proceeding with lakefill projects. In 1991, the Authority began to study the effects of proposed lakefill for East Point Park on water circulation, water quality, and adjacent intake/outfall pipes. This is scheduled to be completed by mid-1992.

As a potential major project requiring lakefill, East Point Park should be evaluated in the context of the Shoreline Regeneration Plan recommended in Chapter 4.

Added public concern has risen about including a Metropolitan Toronto sports

The danger, as we are now beginning to see, is that whenever we make changes in our surroundings, we can all too easily shortchange ourselves, by cutting ourselves off from some of the sights or sounds, the shapes or textures, or other information from a place that have helped mold our understanding and are now necessary for us to thrive.

Hiss, T. 1990. *The experience of place*. New York: Alfred A. Knopf.

facility complex in East Point Park. The proposed site would possibly destroy habitat for rare plants, such as the white bottle gentian, as well as for migrating birds, and other animals. Legally, the sports facility plan is an individual proposal, separate from the Conservation Authority's plan for the remainder of the park. In mid-1990, the provincial Ministry of the Environment granted Metro exemption of the sports facility from an individual environmental assessment, on the grounds that it met the criteria for municipal recreation projects with an estimated cost of less than \$3.5 million. However, it should be noted that this decision did not include consideration of alternative locations or the likely effects of the facility.

The Ministry of the Environment has been asked to review the situation, and is currently considering whether the proposed sports facility should be subject to an individual environmental assessment, rolled into one that already exists for East Point Park, or if it should remain completely exempt. The Commission hopes the Ministry review will result in a process that recognizes existing studies and addresses the need for a comprehensive evaluation of the plans for the entire park, with a view to maintaining and enhancing the environmental integrity of the area.

For the past 32 years, planning in the City of Scarborough has been based on the 1959 Official Plan, which now has more than 800 amendments. The Commission believes that the plan should be revised, giving added emphasis to protecting and enhancing the natural environment, while addressing economic and community needs. Thought should also be given to protecting and enhancing Scarborough's waterfront and its

heritage; in this regard, a local waterfront plan is recommended for the City of Scarborough.

RECOMMENDATIONS

- 75.** The Royal Commission recommends that the City of Scarborough, the Regional Municipality of Metropolitan Toronto and the Metropolitan Toronto and Region Conservation Authority review relevant documents including official plans and other waterfront-specific plans to ensure that they incorporate the ecosystem approach and nine waterfront principles described in Part I.
- 76.** The Commission further recommends that the City of Scarborough, Metropolitan Toronto and 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 this context.
- 77.** The Province of Ontario, the Regional Municipality of Metropolitan Toronto, and the City of Scarborough should negotiate a Waterfront Partnership Agreement in conjunction with appropriate authorities and agencies. It should:
 - clearly identify the roles and responsibilities of various agencies and authorities in developing and implementing plans for the Scarborough waterfront;
 - offer comprehensive waterfront and river valley policies, taking

into account the environmental vulnerability of the Scarborough Bluffs and the Rouge River Valley area. Such policies should outline ways to acquire, maintain, and provide access to land along the waterfront and up the river valleys. They could take the form of a waterfront plan and should be incorporated into the City's official and secondary plans;

- encourage continued development of a waterfront trail, including a two-tiered trail in Scarborough as part of the regional greenway and trail system, one route above the bluffs and one at their base. The system should also enhance access nodes to the waterfront, improve access to Bluffer's Park, and include facilities to educate the public on the geological processes that contributed to formation of the bluffs; and
- ensure that future land uses of the Centennial Industrial District are compatible with maintaining and enhancing the environmental integrity and public use of the waterfront. The opportunity to develop a new community that is integrated with the waterfront should be evaluated, and priority given to waterfront urban design guidelines. Consideration should also be given to ways in which the CNR line, which is a significant element in this area, can be better integrated to form a less obtrusive barrier to the waterfront.

78. The Province of Ontario, Metropolitan Toronto, and the City of Scarborough should ensure that any redevelopment of the Guild Inn respects and enhances its natural, historic, cultural and small-scale characteristics and maintains public access to the site.



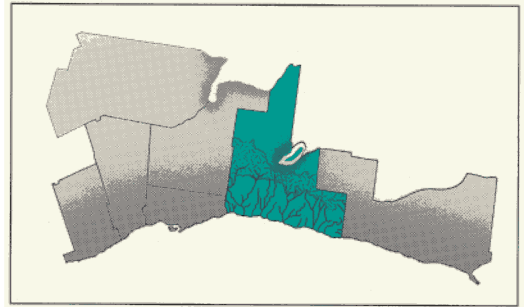
CHAPTER 12:

DURHAM

Durham Region lies east of York Region and Metro Toronto, partially surrounded by the shorelines of three lakes — Simcoe and Scugog, which are north of the Oak Ridges Moraine, and approximately 62 kilometres (39 miles) of Lake Ontario shoreline to the south.

The Regional Municipality of Durham came into being in 1974, a year after the Province of Ontario introduced the concept of regional government. Seven of the region's eight local municipalities are adjacent to water; of these, five — Pickering, Ajax, Whitby, Oshawa, and Newcastle — are adjacent to Lake Ontario. Durham encompasses about 40 per cent of the Greater Toronto bioregion's Lake Ontario shoreline, but is the most undeveloped region across the area, currently housing only about 20 per cent (about 70,000 people in 1986) of the total waterfront population.

The region is inside the boundaries of four conservation authorities: the Lake Simcoe Conservation Authority, the Metropolitan Toronto and Region Conservation Authority, the Central Lake Ontario Conservation Authority, and the Ganaraska Region Conservation Authority.



In this portion of the Greater Toronto bioregion, waters that flow into Lake Ontario include the Rouge River, Petticoat Creek, and Frenchman's Bay in Pickering; Duffin Creek and Carruther's Creek in Ajax; Lynde Creek in Whitby; Oshawa, Harmony/Farewell, and Black creeks in Oshawa; Bowmanville, Soper, Wilmot, and Graham creeks in Newcastle; and the Ganaraska River in Newcastle and Port Hope. There are Master Drainage Plans only for the Petticoat Creek and Carruther's Creek watersheds and a *Comprehensive Basin Management Strategy* (1990) for the Rouge River area.

The Durham shoreline comprises a variety of elements, including peaceful and relaxing natural areas, active urban parks and open spaces, new and old residential

neighbourhoods and communities, marinas, large and small public utility buildings, and a significant industrial component.

The region's nature lovers and bird-watchers are among the many people who enjoy visiting such natural habitat areas as Frenchman's Bay and its surrounding marshes; the Petticoat Creek Conservation Area in Pickering; Carruther's Creek and its marshes in Ajax; and the Lynde Shores Conservation Area in Whitby. Lakeview Park in Oshawa, which has its recreational facilities and historical buildings, is well-used by families. In Newcastle, Darlington Provincial Park caters to passive and active park users with many natural open spaces. Wilmot Creek to the east is well-known for its superb salmon fishing.

The Town of Pickering offers examples of both old and new, ranging from modern residential subdivisions to country estates, and including hamlets and villages with rural charm, rich farmland areas, and vast expanses of parkland and natural open space. Existing public facilities, such as the Pickering Nuclear Generating Station and the Duffin Creek Water Pollution Control Plant, are necessary structures on the waterfront and have become virtual built-form landmarks on Pickering's shoreline, visible from enormous distances along Lake Ontario.

Ajax has as much rural charm as Pickering, but is becoming increasingly urbanized. Future development should protect and enhance its natural and cultural heritage; current open spaces on the waterfront

could be made more diverse, to provide a variety of experiences along the shore.

Approximately 70 per cent of Whitby's waterfront is publicly owned. Residents and nature lovers can enjoy watching wildlife in the rich vegetation and marshes of the Lynde Shores Conservation Area. To the east, the current Whitby Psychiatric Hospital lands are informally accessible to the public, and are currently being evaluated for institutional and residential redevelopment. The provincially owned site offers spectacular views of the Lake Ontario shoreline to the east and west; future changes to built form should maintain and enhance these views.

Plans call for future residential and recreational uses, including parkland and open space, on the dilapidated Whitby Harbour and surrounding lands east of the hospital site. The remainder of Whitby's

waterfront is industrial, but the Town hopes that eventually it can ensure public access across the entire waterfront.

Almost 80 per cent of Oshawa's waterfront is owned by public agencies, about half of it —

including the harbour area and the environmentally sensitive Second Marsh — by the Oshawa Harbour Commission; most of the remainder is public parkland or conservation authority land.

Lakefront Park West and Lakeview Park are the city's two major waterfront parks and future plans for the former include a water theme park and a marina. Natural amenities and the numerous children's recreational facilities are often used by nearby families.

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Lakeview Park has a more natural environmental focus and historical background: the area is linked to extensive valleylands to the north and could be linked to the Oshawa Harbour area to the east. The property was formerly farmland, most of which was owned by the Henry family and by other early pioneers and their descendants; it was acquired and donated to the City by General Motors of Canada for use as a public park. The old buildings and their contents tell the story of Oshawa's history: the Henry House Museum, one of the oldest houses in Oshawa, was the home of Thomas Henry, a famous pioneering citizen, in the mid-1800s. Robinson House, built in the 1840s, is historic and has an unusual architectural design: originally a seaman's tavern that served sailors docking at the Port of Oshawa, in 1965 it was restored and established as an addition to the Henry House Museum. The Oshawa Historical Society plays a major role in ensuring that these buildings are preserved and restored.

The Newcastle shoreline is marked by Ontario Hydro's Darlington Generating Station and the St. Marys Cement facility. The vast remainder of the waterfront is currently given over to rural and natural areas, except at the Port Darlington Marina and the Wilmot Creek Retirement Community. In addition to fishing in Wilmot Creek, some residents use the vacant agricultural and waterfront lands for recreational purposes to discharge firearms. This is a concern for nearby residents.

Durham Region's population increased slightly in the early 1980s and is expected to grow by approximately 65 per cent from 1986 to 2001; it is currently estimated at 370,000. This forecast — based on factors including the growth rate of the regional

economy and the distribution of regional population — is the highest predicted for any of the four Greater Toronto waterfront regions.

Urbanization in Durham is centred in three major nodes: Pickering/Ajax, Whitby/Oshawa/Courtice, and Bowmanville/Newcastle. The Bowmanville/Newcastle area will continue to grow the most. A large number of residents in Durham commute to Metropolitan Toronto by car or GO Transit. Any future eastward expansion of GO Transit would reduce the current proportion of automobile commuters.

Most of Pickering's waterfront area — extending south of Highway 401 to Lake Ontario from the Rouge River in the west to Duffin Creek in the east — is residential, mostly low-density, single-family homes. The town has the highest average household income on the Durham waterfront. Thirty-five per cent of Pickering's residents live on the waterfront and approximately two-thirds of them work in Metro. East of the Frenchman's Bay area, the waterfront is given over to industrial uses including the Pickering Nuclear Generating Station.

Almost all of the Ajax waterfront is also residential, with more than 60 per cent (more than 23,000 residents) of the town's total population living in the waterfront area — an increase of more than 20 per cent in five years, with the potential for more residential waterfront development. Much of the Ajax shoreline consists of waterfront open space, large areas that have accumulated over time.

Whitby has the lowest waterfront population in the Durham waterfront area, in proportion to total residents: less than five per cent of the town's residents live there. This is probably because so much



Duffin Creek at Lake Ontario

land in Whitby's waterfront area has been designated for industrial and institutional uses. Similarly, only about 15 per cent of Oshawa's 125,000 residents live in the waterfront area.

Because much of Newcastle's shoreline is undeveloped, only 29 per cent of Newcastle's 34,000 residents currently live in the waterfront area.

Major waterfront industry is located primarily in Whitby, Oshawa and Newcastle. East of Cranberry Marsh and the Lynde Shores area, most of Whitby's waterfront is given over to industrial uses including the Lake Ontario Steel Corporation (LASCO). In the late 1980s, 78 per cent of Oshawa's employment on the waterfront was in processing and machining occupations. The city continues to be a strong industrial base in the region, but will be greatly affected if and when downsizing occurs at General Motors of Canada, Oshawa's largest employer.

The Oshawa Harbour area also houses active port users including McAsphalt, Chieftain Cement, LASCO, and Courtice Steel; occasional users include General Motors of Canada, General Electric, Honda Canada, and Molson Breweries.

The two major employers in Newcastle are Ontario Hydro's Darlington Nuclear Generating Station and the St. Marys Cement operation.

THE REGION

The Region of Durham and its waterfront municipalities have a unique opportunity to preserve their natural shoreline, significant natural areas, and natural waterfront features, which are so abundant when compared to the remainder of the bioregion's waterfront. An ecosystem approach — considering the economy, the environment, and the community — and the Commission's principles have been endorsed by the Region and most of the

area municipalities, providing a good basis for future growth and development.

WATERSHED UPDATE

In its *Watershed* (1990) report, the Commission urged the Province to negotiate one or more Waterfront Partnership Agreements with the Region of Durham, other levels of government, and other appropriate parties, in order to co-ordinate future activities along the waterfront. It also recommended that these agreements be closely linked to preparation of a Durham Waterfront Plan, which would include 17 environmental, economic, and community-oriented goals that should be reached as part of an ecosystem approach to planning. Since then, progress has been made in this regard.

Steps to establish strategies that will maintain and protect significant natural habitats have been taken in various parts of Durham Region:

- the Province of Ontario commissioned a study of the Frenchman's Bay area to evaluate the state of its environment; further study is proposed;
- Runnymede Corporation, landowners in the Carruther's Creek area, commissioned M. M. Dillon to prepare an Environmental Management Plan for the Carruther's Creek area;
- working on behalf of the surrounding landowners (including the Ontario Ministry of Government Services and the Region of Durham), Bird and

Hale environmental consultants (1991) completed an Environmental Management Plan for the Lynde Shores Major Open Space area in Whitby;

- a long-term management plan was completed for the Pumphouse Marsh in the City of Oshawa, with a view to preserving and protecting the existing ecosystem and enhancing the natural qualities of the marsh; and
- various studies have been undertaken on the Second Marsh; a steering com-

mittee is considering how to implement short- and long-term plans for rehabilitating, protecting, and preserving it.

Among the remaining natural areas along the waterfront that should be

protected are McLaughlin Bay, the Wilmot Creek Mouth, and the Bond Head Bluffs in the Town of Newcastle.

The Region of Durham and its waterfront municipalities have a unique opportunity to preserve their natural shoreline, significant natural areas, and natural waterfront features, which are so abundant when compared to the remainder of the bioregion's waterfront.

REGIONAL PLANNING POLICIES

In 1991 the Region of Durham approved its revised Official Plan, which is being reviewed by the Province of Ontario. The revised Durham Official Plan generally endorses the nine waterfront principles and encourages a healthy working relationship with the local municipalities to implement environmentally, economically, and socially sound planning principles. The document includes general policies directed towards implementing an ecosystem approach, used to define some broad objectives. Emphasis is placed on the need to assess the cumulative

impact of various types of development within the region.

Development on the Durham waterfront has often been done piecemeal, under general direction of the local waterfront municipality. It was the Commission's view, articulated in *Watershed*, (and with which Durham concurred) that the Region co-ordinate local waterfront plans in a regional context. Although discussions have been undertaken, no significant steps towards a regional waterfront plan have been achieved within the last year.

Action is needed soon on the Region's proposal to prepare a waterfront plan to encompass all or part of Durham's Lake Ontario waterfront, from Pickering to Newcastle, in an amendment to the Regional Official Plan. The Commission supports this initiative, which is to address earlier *Watershed* recommendations, recreational opportunities, public access, wetland conservation, and other issues.

Development proposals have been submitted for extensive tracts of waterfront land in such areas as Ajax, Whitby, and Newcastle, while smaller-scale projects have been proposed for Pickering. The Oshawa Harbour Area is also the subject of discussion on revitalizing the port area and increasing public waterfront use while maintaining the environmental integrity of the land.

Durham needs to assume a leadership role by offering planning that is environmentally sound, and takes into account the cumulative effects of economic activities and community development on the natural and built environments.

Local municipalities also need to have the tools to implement such an approach to planning at their level; furthermore, co-operative action is needed locally,

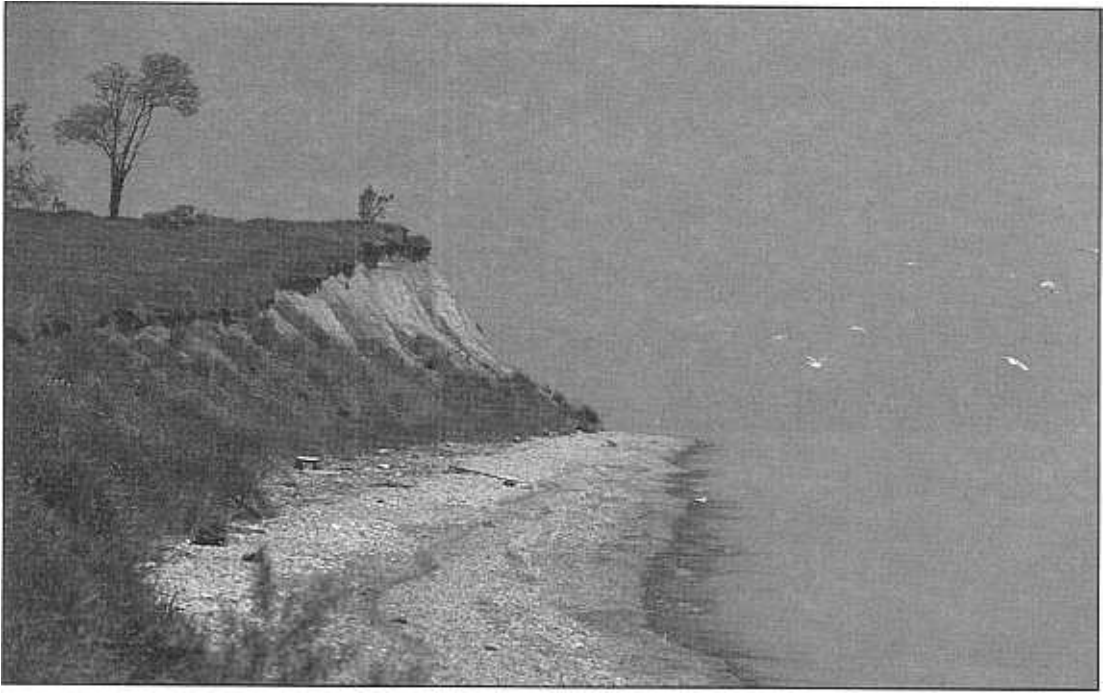
provincially, and federally, as well as amongst those levels, in concert with citizens and appropriate private-sector parties. This would ensure the necessary support and acceptance of environmental imperatives, the adoption of principles and the implementation of guidelines. For example, the region could work with local waterfront municipalities to implement a greenway strategy as a tool to protect ecological integrity and the natural areas which exist today. Inadequate alternatives include piecing together remaining parcels of land after each development has been approved or losing these areas to other uses such as golf courses.

Ontario Hydro has indicated its willingness to co-operate in ensuring safe access to the waterfront in areas near the Pickering and Darlington Nuclear Generating Stations in Durham and elsewhere on their waterfront lands.

As noted in Chapter 3, the Province has recognized the need to protect the moraine. An expression of Provincial Interest was made recently, interim guidelines for planning decisions were established, and a two-year study of long-term protective measures is scheduled to be completed in 1993.

The Durham Regional Plan recognizes the Oak Ridges Moraine as a major natural feature to be protected; a similar reference should be made to Durham's 62 kilometres (39 miles) of Lake Ontario shoreline, which is fairly developed in the west, but has expanses of relatively pristine waterfront land in the east, including bluffs that rise as high as 20 metres (66 feet).

In addition, significant natural areas, river valleys, and headwaters flowing south from the moraine should be protected as part of the Greater Toronto bioregion,



Newcastle shoreline

including the Altona Forest in Pickering and the Ganaraska River flowing through Newcastle and Port Hope into Lake Ontario.

TOWN OF PICKERING

Pickering was established in the early 1800s and the first town meeting was held there in 1811. Population had escalated to approximately 8,000 by the mid-1800s, and was double that a century later. As recently as the 1950s, farming was still the major source of wealth within the township. With the development of Highway 401, developers began scouting the area for land with residential promise and found it on the waterfront. The most westerly waterfront municipality in Durham, Pickering is home to more than 50,000 people today.

Pickering has traditionally relied on the MTRCA to take the lead role in planning and land acquisition for its eight kilometres (five miles) of shoreline. The conservation

authority's ability to undertake these responsibilities successfully, as well as the historic debate over the ownership of Frenchman's Bay, has limited involvement in waterfront issues by the Town and its residents.

Debate about ownership of land under Frenchman's Bay and of part of the marshlands and the eastern shore, began in 1791 when the Township deeded parts of the bay to various people. By the mid-1800s, the deeds had been purchased by the Pickering Harbour and Road Joint Stock Company, which operated a busy commercial harbour in the bay until the 1920s.

The bay was purchased by the Pickering Harbour Company in 1965, but the argument has been made that, under the 1914 federal Beds of Navigable Waters Act, ownership of all such bodies of water reverted to the Crown in the absence of an express federal government grant or a legal determination; because neither of those

was made when the Pickering Harbour and Road Joint Stock Company owned the bay in 1914, the argument goes, the property reverted to the Crown at that time.

The status of the ownership of the bay and municipal control over land-use proposals is currently being considered by the courts; therefore, plans related to these lands and water bodies are dependent on resolving legal issues.

WATERSHED UPDATE

In December 1990, Pickering Town Council responded positively to the Commission's report, and concurred with the ecosystem approach and the nine principles. It also agreed with other recommendations, such as the idea of a Waterfront Trail from Burlington to Newcastle, and an immediate review of the Ontario Trees Act.

The Province of Ontario, responding to an earlier *Watershed* recommendation for a study of Frenchman's Bay — and recognizing that there are concerns about balancing development and conservation in the area and that there is no integrated analysis of the problem — commissioned a report on the bay's capacity to support additional development.

The study, completed in June 1991 by the Heritage Resources Centre (Nelson et al.) at the University of Waterloo, concluded that many land-use and environmental changes have occurred in the bay area in the last 35 years, and that many more will occur in the future. It also noted that the land-use changes have had an adverse impact on the marshes and on other environmental qualities of the bay area.

It also concluded that added research, communication, and co-ordination among government agencies, citizen, and corporate

groups were needed to discuss visions, goals, and objectives for the bay as a whole; this should be done before any decisions were made on which development proposals for the area should be allowed to proceed. In support of these conclusions, the report recommended that "a moratorium be declared on developments in the Bay and its borderlands until a co-ordinated conservation and development (sustainable development) strategy is prepared".

In the past few years, development in the Frenchman's Bay area has been challenged: residents have grouped together to speak against development, and the Town has begun to recognize that there is a lack of comprehensive policies and direction on the cumulative effect of development on the shoreline and the natural environment.

Response to the June 1991 *Frenchman's Bay, Ontario: Conservation and Sustainable Development* report includes general support from key provincial agencies, the Town of Pickering, and the MTRCA. They have agreed to put together terms of reference for the recommended sustainable development strategy.

In the meantime, the conservation authority and the Town are exploring the feasibility of acquiring land owned by Sandbury Building Corporation in the northeast end of Frenchman's Bay. Sandbury's current development plans include 39 townhomes on the tableland portion of the site, with public access on floodplain lands between the development and the bay. The site is currently designated for low-density residential use and would require rezoning if the project were to go ahead. The land at the north end of the bay, currently owned by the Pickering Harbour Company, is also subject to possible residential development



Frenchman's Bay

in the future on a site that includes environmentally significant marshes created by lake-filling many years ago.

Decisions regarding future land uses of the bay, including proposed development, should not be made until more is known about its environmental state.

LOCAL PLANNING INITIATIVES

In the near future, the Town of Pickering is likely to begin a comprehensive review of its 1981 District Plan; this is an important opportunity for the Town to revise its plan and to take the ecosystem approach it supported in its earlier response to *Watershed*.

The review should focus on establishing relationships among environmental, economic, and community features that would result in a healthier, more balanced ecosystem and improved quality of life.

Significant natural areas should be protected and enhanced, including the waterfront, major waterways, and Frenchman's Bay, while development proposals should be assessed to evaluate possible environmental effects.

TOWN OF AJAX

The present site of the Town of Ajax was once rolling farmland on the edge of Lake Ontario in Pickering Township. Used as an industrial site during the Second World War, the Town was later named after a British warship, HMS Ajax, symbol of courage and determination. Ajax became a post-war community; until 1950 it had no local government. It officially became a town in 1954, when the first Town Council and Public School Board were elected; in 1974, Ajax was amalgamated to include the former Town of Ajax, the Village of

Pickering, and portions of the Township of Pickering — which increased its size from less than 1214 hectares (3,000 acres) to more than 6475 hectares (16,000 acres). The combination of historic village homes, peaceful township farms, and a modern community make Ajax an interesting place in which to live, work, and play.

The town's population has grown from more than 23,000 residents in 1979 to more than 50,000 today, more than half of whom live in the waterfront area. Much of the six kilometres (four miles) of Ajax shoreline — from Duffin Creek east to Lakeridge Road — are given over to expanses of open space. This is the result of the Town's requirement of a 400-foot (122 metre) setback in numerous low-density residential neighbourhoods along the waterfront. MTRCA has also played a major role in managing these waterfront open spaces.

When Ajax residents look south from their waterfront neighbourhoods, they can see vast areas of manicured lawn between themselves and Lake Ontario. This view is disturbed in only one place along the residential waterfront, east of Harwood Avenue at the site of the Regional Water Treatment Plant. Proposed expansion of the plant would result in further encroachment of open-space lands. This use of waterfront lands is recognized as necessary, but is not acceptable to all nearby residents.

WATERSHED UPDATE

Last year, in addressing expansion of the Regional Water Treatment Plant, the Commission noted that “the proposed plant

will mean a loss of existing green space and will create a visual barrier to the waterfront.” It was recommended that “creative landscaping and building design should address these problems with a view to integrating the structure with the surrounding residential neighbourhood.” The Commission continues to support this view, citing the Metropolitan Toronto's R. C. Harris Water Filtration Plant, the largest facility of its kind, as a good example of an exquisitely designed public building. Rather than being

an eye-sore on the waterfront, the plant is considered by many people to be architecturally outstanding; its symmetry and terraced lawns are among its most engaging features.

But it is only in the past decade that architects have recognized the success of this structure and begun to give it the accolades it deserves.

The Region recognizes the need to preserve and enhance access and views to the lake in designing its Water Treatment Plant and landscaping the site.

Durham Region is currently awaiting the outcome of the Ministry of the Environment's review of the environmental study report on expanding the regional water supply plant on the Ajax waterfront. The Ministry has received requests to “bump-up” the categorization of this project from a Class environmental assessment to an individual environmental assessment; and has extended the review period indefinitely. Recent concerns about high tritium levels have led the Region to plan a further study of water quality in the near future.

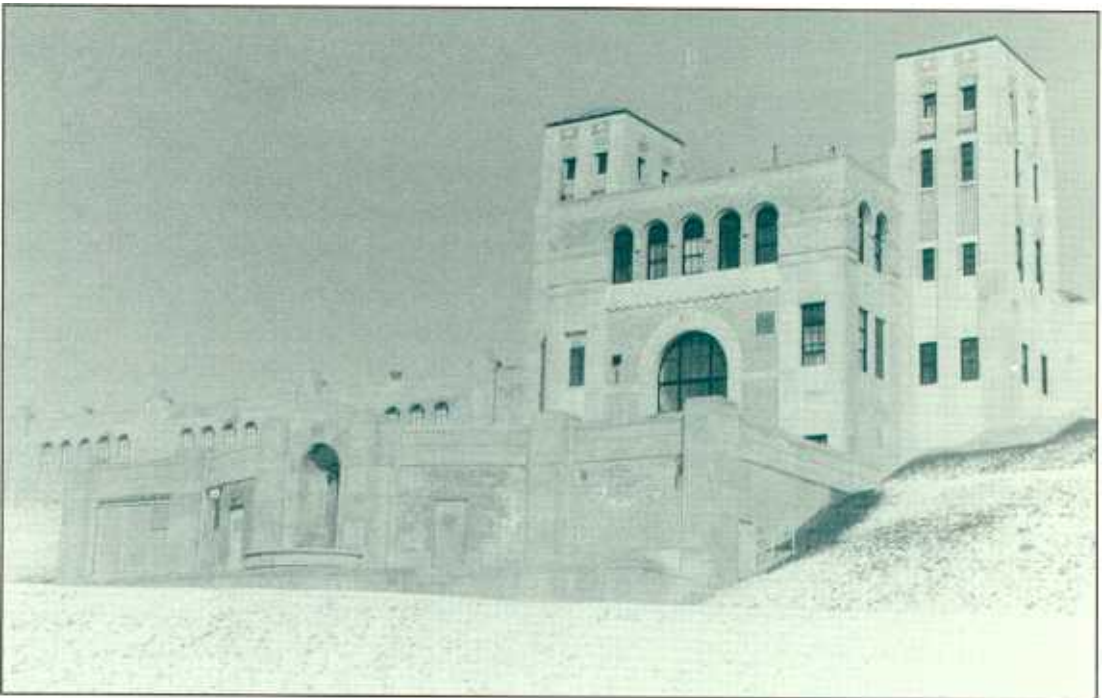
*The combination of historic
village homes, peaceful township
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live, work, and play.*

Elsewhere along the Ajax waterfront, residential development is likely to continue. Most notably, two parcels of waterfront land are available for development: a significant portion of lands owned by Runnymede Development Corporation Limited, located at the east end of Ajax including Carruther's Creek Marsh, a Class III wetland; and a block of land at the foot of Harwood Avenue, currently owned by Hi-Rise Structures Limited.

Initial development proposals released by Runnymede in June 1990 showed plans for a 95-hectare (234-acre) waterfront community, including a marina at the mouth of Carruther's Creek. Runnymede later voluntarily withdrew its development plans for the Carruther's Creek site, and are currently in the process of preparing new plans based on giving the environment priority. The Commission and the Town of Ajax agree that this is a commendable process, an example of how developers can adopt an

ecosystem approach to the planning process, focusing on the existing natural environment and on ways to protect and enhance important areas; moreover, this can be done while still maintaining preferred densities and developing an economically feasible project that is sensitive to more appropriate built forms and provides public access to the water's edge.

In considering the Runnymede property along the Ajax waterfront, the Commission recommended a strategy that would maintain and protect Carruther's Creek; the transfer of the Class III wetland at the mouth of the creek to be managed by a public agency; creation of a suitable, publicly owned buffer to protect wetland; and acquisition of waterfront lands east of the creek by the Town of Ajax or MTRCA as a requirement of future development. The Commission continues to support these recommendations.



R.C. Harris Water Filtration Plant, Scarborough



Carruther's Creek, Ajax

East of Carruther's Creek and the Regional Water Treatment Plant, is the 3.7-hectare (nine-acre) parcel of land owned by Hi-Rise Structures, adjacent to open space areas on the waterfront.

Hi-Rise's development plans call for approximately 440 residential apartments in four 10-storey buildings stepped back from the shoreline and, in addition, other commercial and recreational buildings. The Official Plan and zoning designations for this site permit high-density residential and commercial uses, providing a marina is developed. Hi-Rise has submitted a proposal in keeping with the residential high density, but has asked that the marina obligation be dropped. Establishing a marina in this location would require comprehensive environmental studies and a significant volume of either lakefilling or dredging.

The Commission is of the opinion that the current development plan is not designed

in an environmentally sensitive manner, and would like to see the proposal modified to incorporate an ecosystem approach similar to that of Runnymede Development Corporation. Plans should be consistent with the existing open and accessible character and scale of the Ajax waterfront.

The Town of Ajax should reconsider the appropriateness of designating the Hi-Rise lands as high-density residential and of the marina requirement, taking into account the issues discussed in this report, which would have to be addressed before the Province would approve a marina and other development on this site.

LOCAL PLANNING INITIATIVES

Planning in the Town of Ajax is currently guided by the 1978 District Plan. The plan, while requiring a 400-foot (122-metre) setback in developments along the shoreline,

is not based on an environmental framework. Instead, general environmental policies are contained in the Durham Regional Official Plan and the policies of local conservation authorities.

Ajax has relied heavily on MTRCA for waterfront land acquisition and maintenance; as a result of the setback provision for development along the shoreline, vast expanses of open space are maintained by the conservation authority, primarily for passive recreational uses such as walking, jogging or bicycling along the shoreline. There is an opportunity to use these spaces to provide green connectors between natural environmental areas such as Duffin Creek and Carruther's Creek. However, such corridors would have to be heavily vegetated, preferably with native plant associations to create diverse wildlife habitat.

Ajax Council is still considering the *Watershed* report, but Town staff generally endorse the ecosystem approach and the nine principles. Because the Town would benefit from implementing such an approach, they should review the District Plan to incorporate the appropriate principles; the review should include a waterfront plan that is appropriate to the Town's needs, incorporating: environmental protection of the shoreline, natural areas, and rivers flowing into the lake; appropriate land uses on the waterfront; and greenway connectors within the Town and linking it to surrounding municipalities.

TOWN OF WHITBY

In 1852 Whitby, which is adjacent to and east of Ajax, took its name from the seaside town in Yorkshire, England. Officially incorporated in 1855, it had a population of almost 3,000 people shortly thereafter; by

the 1950s, Whitby was home to more than 15,000 people and now has quadruple that number. By 2001, population is expected to approach 100,000.

Today, the town's eight kilometres (five miles) of Lake Ontario shoreline stretch roughly from Cranberry Marsh east to Corbett Creek; watercourses entering the lake at Whitby include Lynde Creek, Pringle Creek, and Corbett Creek. Among the most important natural areas along the waterfront are Cranberry Marsh and the Lynde Shores Conservation Area.

WATERSHED UPDATE

Over the past year, Coscan's Harbour Isle residential development in the Town of Whitby has been hotly debated because of issues including access, massing, height, and density. In *Watershed*, the Commission recommended that continuous public access to the Whitby Harbour waterfront be incorporated into the project's plans. The following December 1990, the Province of Ontario endorsed the waterfront trail and the Commission's nine principles.

The Town of Whitby later approved plans for the Coscan project, which did not conform to the recently endorsed policy. The provincial Ministry of Municipal Affairs indicated its intention of filing a zoning appeal with the Ontario Municipal Board, using the non-compliance as grounds.

The disagreements between the Town of Whitby and the Province of Ontario were eventually resolved to everyone's satisfaction. The then Mayor Bob Attersley noted that, "through a tremendous effort of all parties concerned, we met a mutual agreement. . . . I am proud that the municipality, the [Province] and the Developer were able to mutually agree on this project."

The revised Harbour Isle development proposal has been amended to include a public walkway around the entire site, a public parkette, an at-grade public walkway from Brock Street to the water's edge allowing public access through the project, and an overall reduction in the number of residential units from 791 to 734.

The Lynde Shores Secondary Plan area, located just west of Whitby Harbour, has also been under much study in the past year. In 1990, consultants were commissioned by landowners including the Region of Durham, the Province of Ontario (Ministry of Government Services) and the private sector to undertake an environmental management plan (EMP) for the area.

This comprehensive study identifies and documents environmentally sensitive and culturally significant areas, and assesses the potential impacts of development on the biophysical and cultural resources of within the Lynde Shores Secondary Plan area. It also makes recommendations for establishing and managing these areas as major open space lands. These lands are to be maintained or enhanced as development proceeds.

This Environmental Management Plan was prepared to fulfil Ministry of the Environment requirements to grant an environment assessment exemption to the Ministry of Government Services which, as a Crown ministry involved in planning and developing provincial lands, would normally undertake a full environmental assessment. The EMP is also a policy requirement of the draft secondary plan.

PLANNING INITIATIVES

The Town of Whitby has undertaken a review of its 1974 Official Plan and recently completed the third phase of a five-phase

study, *Development of Strategies and Options* (M. M. Dillon et al. 1991). In the first and second phases background information was compiled and a policy review and assessment were begun; the last two phases will propose and finalize a Draft Official Plan and accompanying policies.

The Town's development strategy endorses the ecosystem approach, and will focus on a number of elements including, but not limited to:

- moving towards achieving sustainable development through the adoption of appropriate goals and policies;
- adopting the principle of land stewardship to protect land and water resources from the negative impact of inappropriate use or premature development;
- adopting "best management" practices to manage, enhance, and conserve Whitby's natural resources;
- establishing linked parks and open-space systems, primarily through the Oak Ridges Moraine, the Lake Iroquois shoreline, the Lake Ontario waterfront, and Heber Down Conservation Area, and a system of greenways comprising valleylands, parks, utility corridors, and open-space systems; and
- encouraging conservation and protection of water bodies, fisheries, wetlands, forest, and woodlots.

The Commission believes that the steps taken by the Town of Whitby in revising their Official Plan mark substantial progress and trusts that these will lead to comprehensive policies that strengthen continued economic growth and ensure maintenance of healthy urban and rural areas in the town.

CITY OF OSHAWA

The City of Oshawa began as a clearing in the forest wilderness on the north shore of Lake Ontario, known from the early until the mid-19th century as Skae's Corners. In 1849, when it became a separate municipality known as Oshawa, the population was about 2,000.

Industrial progress began in 1876 when Robert McLaughlin, a carriage builder, moved to Oshawa to begin the McLaughlin Carriage Company; beginning with this small factory, business progressed and in 1918 the McLaughlin Carriage Company was sold and merged with the Chevrolet Motor Car Company of Canada, to form General Motors of Canada Limited. Today, the company has Canada's largest automobile plant, located on the Oshawa waterfront.

General Motors of Canada today is a waterfront-friendly industry, helping to protect the Oshawa Second Marsh located adjacent to its corporate headquarters and establishing the McLaughlin Bay Wildlife Reserve. Native vegetation is being planted and trails are being created; the area will soon be open to the public. The active protection of the marsh evolved over the past few decades, gaining support from governments and the private sector. In June 1991, General Motors received the Pickering Naturalists' Conservation Award for continued efforts to design headquarters that would be compatible with protecting the marsh — building height, glazing, and lighting were designed keeping in mind migrating birds; moreover, the headquarters development protects the Second Marsh with a berm/swale complex and silt ponds to control run-off.

The Oshawa waterfront area comprises almost eight kilometres (five miles) of Lake

Ontario shoreline, stretching from Corbett Creek to McLaughlin Bay. Major local areas of environmental importance and waterways flowing into Lake Ontario include the Oshawa Second Marsh, Pumphouse Marsh, and Oshawa Creek. The Oshawa Harbour Area is also a major component of the city's waterfront.

Oshawa Harbour Commission lands currently include the Oshawa Harbour area and the Second Marsh; many people feel that the harbour area includes industrial uses that are unwanted next to a recreational area, Lakeview Park, that is likely to be used increasingly in the future. Most cargo traffic is located on the east side of the harbour, next to the environmentally sensitive Second Marsh. The future role of the harbour area is currently being studied by the City.

Over the past decade, the port has undergone major changes in cargo mix and users: in the early 1980s, St. Marys Cement relocated its high-volume coal shipments from the Oshawa port to its own private facility in Newcastle. Since that time, its salt storage, regional distribution, and other uses have also moved to the St. Marys Cement dock.

WATERSHED UPDATE

The Commission recommended a review of the 1984 Oshawa Harbour Development Plan to better define the role of the port in light of potential alternate land uses. The Commission further recommended that, if it were decided that the industrial/commercial port function was no longer warranted, the Oshawa Harbour Commission should be disbanded and its lands transferred to the City of Oshawa for development based on an approved plan that conforms to the nine principles.



General Motors headquarters building near the Oshawa Second Marsh

Since those recommendations were made, the City of Oshawa has begun a comprehensive planning study of the Southeast Oshawa area, including the Oshawa Harbour, the Second Marsh, and surrounding lands. The review is geographically divided into two areas: the Oshawa Harbour area lands and the balance of the land north and east of the harbour, including the Second Marsh.

The harbour study for the port area, undertaken by Malone Given Parsons for the City of Oshawa, examined the role and economic viability of the existing port, to determine preferred future land uses for the southeast Oshawa Harbour area. They applied the ecosystem approach outlined in Watershed, and considered port issues in the context of the environmental condition of the lands, the port's economic future, its local and regional roles, and issues that would affect the community, including public access and use of the waterfront. The study's key conclusions are that:

- a mix of cultural and recreational uses would be the most appropriate long-range plan for the port;
- a mix of industrial and non-industrial uses is a viable shorter-term strategy for servicing port industrial functions in the near future, recognizing that sustainable development requires a balance of economic and environmental changes;
- implementing the broader objectives for long-term use of the port lands (which is still anticipated) would mean moving current Oshawa port functions to an alternative harbour;
- the Port of Oshawa can continue to operate in an economically viable and self-sustaining way until a clear alternative exists;
- a Waterfront Partnership Agreement, consistent with the Commission's *Watershed* recommendations, would be the most appropriate way to ensure that the government and private landowners co-operate in implementing this (or an alternative) plan; and
- the 1984 Oshawa Harbour Development Plan and related studies were over-ambitious and cannot be

supported by current or projected market demand.

The balance of the Southeast Oshawa lands were examined in a study by City of Oshawa staff. Existing land uses are primarily open space and industrial; the area includes the environmentally sensitive Second Marsh and other significant natural open-space areas. The main issues for the Southeast Oshawa study area are the need for long-term planning, soil contamination and other environmental constraints, and preservation and enhancement of natural areas, particularly the Second Marsh.

The Southeast Oshawa studies are currently undergoing departmental, agency, and public review. Following this part of the process, the City of Oshawa will make recommendations on the future role and function of the Oshawa Harbour and appropriate land-use concepts. The region's economic objectives include maintaining Oshawa Harbour as a commercial port facility until studies have been completed. If these studies support transferring port activity from Oshawa to the St. Marys Cement dock facility in Newcastle, the region may reconsider the role of Oshawa Harbour.

An additional phase of the harbour study will entail land-use and design options and implementation guidelines. It is the Commission's view that the future role of the harbour area should be decided on in an appropriate environmental context; in turn, successfully implementing the City's emerging plans will depend on its ability to bring all parties together at the earliest possible stage. Certainly, it is advantageous for the City to do so from the outset: discussing appropriate recommendations and agreeing on ways to implement a preferred option

by establishing consultations among various provincial ministries, the Oshawa Harbour Commission, the Town of Newcastle, and the Region of Durham.

The City of Oshawa's 1987 Waterfront Development Plan has been particularly successful in providing guidance for establishing and implementing a local trail system that will eventually link the city's downtown to its waterfront.

Planning for the entire city is governed by its 1987 Official Plan. This plan should be revised with a view to incorporating the ecosystem approach, and protecting and enhancing the natural environment, while promoting economic growth and community development.

TOWN OF NEWCASTLE

The Town of Newcastle was established when regional government was introduced in 1974; today, it encompasses three major urban areas: the villages of Newcastle, Bowmanville, and Courtice. Of these, Newcastle and Bowmanville are located near Lake Ontario.

In 1794 the first settlers to the Town of Newcastle arrived in Bowmanville (known as Darlington Mills until the 1830s). The area was named after Charles Bowman, a Scots merchant from Montreal who bought the local store and considerable amounts of land in the town. Bowmanville was incorporated in 1853, and became a town in 1858. By 1878, it had a population of approximately 3,500; today, with more than 14,000 residents, it is the largest urban area in Newcastle.

The Village of Newcastle, incorporated in 1856, was founded in the mid-1800s by people who wished to capitalize on its

location close to the Grand Trunk Railway, which had been constructed from Toronto to Montreal between 1853 and 1856.

The railway brought business to the village: brickyards, builders, and cabinetmakers, among them. Major fires in 1877, 1891, and 1896 destroyed several buildings and many local businesses, not all of which were rebuilt as the village struggled to revive itself. In the 1960s it had a population of more than 1,500, and it is estimated to have 2,500 people today.

The total population of the Town of Newcastle exceeds 45,000 and is expected to be more than 65,000 by 2001. With much of its waterfront undeveloped and its hinterland a mix of urban and agricultural areas (and some industrial uses), the Town has a great opportunity to maintain much of its current natural state.

The Town of Newcastle encompasses most of the Durham Shoreline, with more than 30 kilometres (19 miles) of waterfront, most of it undeveloped, from McLaughlin Bay east to Port Granby. Other substantial portions of Newcastle's waterfront lands are taken up by Darlington Provincial Park, the Darlington Nuclear Generating Station, St. Marys Cement, and the Wilmot Creek Retirement Community.

WATERSHED UPDATE

Local Council first approved the Official Plan for the Township of Darlington in 1960 (renamed, in 1985, the Town of Newcastle Official Plan). This plan, approved in part by the Province of Ontario in 1986 and 1987, currently includes policies for the three major urban areas: environmental and commercial, industrial, and institutional. It does not include policies or land-use designations for the waterfront or rural

areas within Newcastle, portions of which are to be developed in the short and long term, as noted in the revised regional Official Plan.

In recommendations related to the Town of Newcastle, *Watershed* urged that approvals for proposed residential, commercial, industrial, tourism or recreational projects on the Newcastle shoreline be suspended until a local waterfront plan is prepared for the entire waterfront, unless such development proposals conform to the goals and objectives of such a plan and to the Commission's nine principles. Since the recommendations were made, the Town has not approved any waterfront projects.

A review of the Newcastle Official Plan was begun by staff and the first public meeting on it was held in September 1991. The Commission supports the initiative to update the Town's planning policies and reshape them to conform with the regional plan, focusing on managing growth and maintaining and improving the quality of life. A comprehensive study of the town's waterfront area is also under way and a study of the Bowmanville waterfront area is being completed.

The Commission supports this approach which will help the Town guide development of Newcastle and its waterfront area in a way that is most beneficial to those places and to the people in them. It believes that, in future, the Newcastle waterfront could offer an exciting mix of natural and built environments, and a diversity of land uses that are sensitive to their natural surroundings and that range from industrial to residential, mixed-use, and recreational, as well as natural and urban open spaces.

ST. MARYS CEMENT: INDUSTRY ON THE WATERFRONT

In 1912, a construction materials company, St. Marys Corporation, was founded in St. Marys, Ontario. Today, it is an important Canadian corporation, operating in Canada and the United States.

Since the late 1960s, St. Marys has run a quarry and cement plant on the Bowmanville waterfront in Newcastle. In 1973, the company was permitted to extract materials on the site under the Pits and Quarries Control Act. The following year, St. Marys acquired a provincial waterlot to create docking and storage facilities. In 1988, the plant produced approximately 500,000 tonnes (492,000 tons) of cement, about 8.5 per cent of the provincial total.

To remain internationally competitive, St. Marys plans to expand the capacity of the Bowmanville plant, at a cost of \$160 million, so that it can produce from 2,000 to 5,000 tonnes (1,968 to 4,920 tons) of cement per day; the company has asked the Province to sell it a 32-hectare (80-acre) waterlot immediately west of the existing dock, so that it can enlarge its port facilities to accommodate two maximum-sized bulk carriers. Such facilities are important to enable the company to continue exporting to U.S. markets and they would also meet the bulk cargo needs of other Canadian companies. Furthermore, there is long-term potential for St. Marys to provide a deep-water port at the dock.

However, expanding St. Marys dock and quarry operations would affect wildlife habitat and the adjacent residential community. The company is aware of the value of the natural environment and intends to consider the site's natural attributes in planning future operations. For example, it proposes to compensate for the loss of relatively poor fish habitat, which would result from enlarging the dock, by creating an experimental lake trout spawning shoal in consultation with government and non-government wildlife experts. Similarly, consideration will be given to ways of maintaining wetland values if future quarry expansion affects Westside Beach Marsh, a Class II wetland on the St. Marys site.

By carefully designing the proposed dock, the company hopes to minimize environmental effects; it will monitor the fish shoal and potential effects of the new dock, including erosion and sediment movement.

The concerns of nearby residents include impaired vistas, dust, storm drainage, noise, and vibration from industrial operations, as well as shoreline erosion. St. Marys Cement is attempting to meet these by building landscaped berms, and by good housekeeping practices that will reduce dust and noise. It has expressed its willingness to work with various government agencies and the community at large to protect the environment while successfully operating an industry on the waterfront.

The *Watershed* report also noted that, before any recommendation could be made on future expansion of the St. Marys Cement dock facilities on the Bowmanville

waterfront in Newcastle, further detailed analysis was needed. In 1989, St. Marys applied to the Ministry of Natural Resources to acquire an additional (32-hectare)

80-acre Lake Ontario waterlot that would give it the space needed to expand existing dock facilities through lakefilling. At the present time, the Province is considering whether the proposed fill should be subject to an environmental assessment.

The recommended Greater Toronto bioregion shoreline regeneration plan (Chapter 4) will also help prepare a framework within which to guide the future of the Newcastle waterfront area.

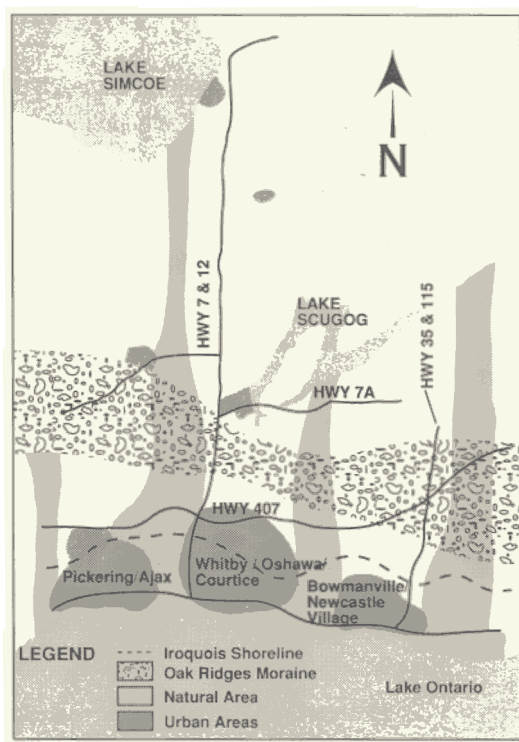
GREENWAYS

The Oak Ridges Moraine, as it reaches southeast towards the Trent River, has been used as a northern boundary in describing the Greater Toronto bioregion. However, in Durham Region it becomes obvious that there is at least one additional bioregion which should also be considered: the one encompassing the watersheds north and east of the moraine (including the green links between the three regional urban areas in Durham south of the Moraine), up to Lake Simcoe and Lake Scugog (see Map 12.1).

There is an opportunity for Durham's regional urban areas to be separated by natural areas of vegetation, and providing wildlife habitat as well as connectors to a regional greenway system, linking the major natural elements of the bioregion.

To date, the Region of Durham has not been very involved in developing the Waterfront Trail endorsed by the Province, but it supports creation of a greenway system linking public access on the waterfront to the river valleys and enhancing natural features in the major open-space system, working with local municipalities and other appropriate agencies to reach these goals.

Map 12.1 Regional greenway concept, Durham



Among the key areas in which there are opportunities to develop portions of a Durham greenway system in the near future are:

- publicly owned lands in the Lynde Shores area, stretching into Cranberry Marsh and the Whitby Psychiatric Hospital lands on the Whitby waterfront
- Oshawa waterfront lands surrounding the Second Marsh, which could include public access for educational purposes; and
- those waterfront lands for which there are development proposals, because they offer opportunities for acquiring public rights of way. The Town of Newcastle has the most potential in this respect.

RECOMMENDATIONS

79. The Royal Commission recommends that Durham Region, its local municipalities, MTRCA, CLOCA and GRCA continue to review relevant documents including official plans, secondary plans and other waterfront-specific plans to ensure that they incorporate the ecosystem approach and the nine principles described in Part I.

The review should include, but not be limited to:

- a regional waterfront plan encompassing all of Durham's Lake Ontario shoreline;
- a review of the Pickering District Plan; and
- a review of the Ajax District Plan and preparation of an Ajax waterfront plan.

Prior to establishing a comprehensive Durham waterfront plan, waterfront projects should be approved only if proponents show that the development is consistent with the ecosystem approach, the nine principles in Part I and recommendations in Part II.

80. The Commission further recommends that Durham Region, the towns of Pickering, Ajax, Whitby, and Newcastle, the City of Oshawa, MTRCA, CLOCA and GRCA participate in preparing the proposed shoreline regeneration plan, including a waterfront greenway and trail, and ensure that any other plans for waterfront areas are reviewed and/or developed in this context.

81. The Province of Ontario should negotiate one or more Waterfront Partnership Agreements with the Regional Municipality of Durham, local municipalities, other levels of government and their agencies, and appropriate private-sector bodies, to manage future waterfront activity. While different municipalities are at different stages of waterfront planning, the Waterfront Partnership Agreements should be closely linked to preparation and implementation of the regional waterfront plan, and should include:

- clear identification of the roles and responsibilities of various agencies in implementing waterfront plans in Durham, with the Region taking the co-ordinating role;
- a review of the design of proposed regional water supply and sewage facility plans along the waterfront, to ensure that they do not detract from other waterfront objectives;
- strategies to protect and maintain significant natural habitats including:
 - Frenchman's Bay marshes;
 - Carruther's Creek mouth;
 - Lynde Creek mouth;
 - Pumphouse Marsh;
 - Oshawa Second Marsh;
 - McLaughlin Bay;
 - Wilmot Creek mouth; and
 - Bond Head Bluffs;
- endorsement and implementation of the recommendations made for Frenchman's Bay, in

its *Conservation and Sustainable Development* report, after consultation with the public and with such appropriate agencies as the Town of Pickering, the Region of Durham, MTRCA and the Province of Ontario;

- a regional greenway and trail strategy consistent with recommendations in Chapter 5. This regional greenway and trail system should extend from the Oak Ridges Moraine south to Lake Ontario and north to Lake Simcoe and Lake Scugog.

The natural areas between the three regional urban nodes — Pickering/Ajax, Whitby/Oshawa/Courtice, and Bowmanville/Newcastle — should be re-established and kept in a natural state (see Map 12.1);

- transfer of the Class III wetland at the mouth of Carruther's Creek and a suitable buffer, to a public agency to be managed as a protected wetland; and acquisition of waterfront lands east of the creek by the Town of Ajax or MTRCA, prior to future development; and
- options and implementation strategies for the future of the Oshawa Harbour area; this process should include information on soil and groundwater contamination, appropriate clean-up standards for proposed future land uses, alternative remediation techniques, and cost/benefit analyses of the options.



EAST OF DURHAM

As noted in chapter 1, the *Watershed* report focussed on the waterfront of the Greater Toronto Area. However, with a broader understanding of the ecological features of the bioregion we now venture east of Durham to the Trent River. The Towns of Port Hope, Cobourg, Colborne, Brighton and Trenton are located along Lake Ontario in the County of Northumberland. To date, the Commission has been in contact with the towns of Cobourg and Port Hope, and includes comments specific to these areas here.

TOWN OF PORT HOPE

Port Hope is located at the point where the Ganaraska River meets Lake Ontario. In 1793, the first 27 settlers arrived in what was originally named Smith's Creek, and was later renamed Port Hope, in honour of Colonel Henry Hope, a lieutenant governor of the colony. By 1834, the town's population had grown to 1,517 and, by the mid-1900s, it had reached 6,327. Currently, Port Hope has a population of about 11,830 people, which is expected to increase by about 36 per cent over the next decade.

The Ganaraska River contributed significantly to the economic development of Port Hope: historically, it provided the power for saw and grist mills and clean water used by distilleries, making Port Hope a thriving centre of industry and trading until the beginning of the 20th century, when competition from larger centres became increasingly fierce.

Today, the Ganaraska River, which flows to Port Hope southeast from the

EARLY ECOSYSTEM PLANNING: THE GANARASKA WATERSHED

Although concepts like the ecosystem approach, watershed planning, and quality of life may seem to be new additions to our mental maps, they have existed and been applied for many decades. The 1944 Ganaraska Watershed report is an early and exciting example of their use; while terminology has changed in the years since then, many ideas and goals remain unchanged.

In 1941, citizens concerned about the environmental health of Canada, and of Ontario in particular, met at what later became known as the Guelph Conference to formulate a conservation program and lobby government. The Dominion and Ontario governments responded by agreeing to collaborate in a survey of the Ganaraska watershed and to publish a follow-up report. But another 48 years passed before the two governments actually established a joint inquiry including land-use matters: this Royal Commission on the Future of the Toronto Waterfront. One of the most significant innovations of the original Ganaraska study – the use of natural boundaries, rather than political boundaries, to determine land-use planning borders – has been used by the Royal Commission.

The Ganaraska was chosen as an example of conservation study for all of Canada. Among the most significant environmental matters of the time were related issues of erosion and flooding; toxic pollution, urban sprawl, and atmospheric change still lay in the future. Instead, terrible years of drought had alerted people to the vulnerability of Canada's soils. Photographs show the desert-like northern reaches of the Ganaraska watershed, with its sand dunes and washed-out gullies.

While those who carried out the Ganaraska study in the 1940s did not use the term "ecosystem approach" (it had yet to be coined), that they understood its value is evident in even a single paragraph of their report:

Natural resources form a delicately balanced system in which all the parts are inter-dependent, and they cannot be handled piece-meal. The present situation requires the co-ordination of existing relevant knowledge and its amplification where necessary, and then the development of a comprehensive plan for treating the natural resources on a wide public basis.

The study's first step was to connect existing environmental problems with historical land-use patterns in order to gain a better understanding of the nature and extent of problems. In the early 19th century, lumber was Ganaraska's main industry: between 1793 and 1861, 38 saw mills operated in the region. Agriculture spread in the wake of the felling of forests. Together, these two land uses helped create erosion and flooding problems in the Ganaraska watershed. Without tree roots to bind the soil, and trees to soften the impact of falling rain, soils were easily washed away. And without tree roots to trap moisture, rain or sudden snow melts led to torrential floods, resulting in heavy property damage and occasional loss of life.

Following a survey of the climate, soils, farms, natural areas, vegetation, wildlife, areas suffering from erosion, and land uses (similar to today's "state of the environment")

reports), recommendations were made to rehabilitate the watershed. They included reforestation of approximately 8,100 hectares (20,000 acres) — particularly of the delicate soils of the Oak Ridges Moraine — water retention ponds, improved agricultural practices (which included a recommendation that fragile soils be taken out of production), and the creation of several recreational centres. With the end of World War II in sight, the report's authors saw these remedial measures as providing important job creation opportunities for returning soldiers.

The report also called for provincial legislation that would combine the best features of two existing conservation programs “so that conservation projects on needy areas may be initiated immediately after the necessary local requirements of the Act are compiled with the municipalities concerned.” Two years later, in 1946, the Ontario government responded and passed the Conservation Authorities Act.

Source: Richardson, A. H. 1944. *A report on the Ganaraska watershed: a study in land use with plans for the rehabilitation of the area in the post-war period*. Toronto: Ontario. Dept. of Planning and Development.



The desert-like northern reaches of the Ganaraska Watershed, circa 1940s

Oak Ridges Moraine in Newcastle, is an important recreational resource, home to thousands of rainbow trout and other species. Fishers come to the Ganaraska to participate in an annual salmon hunt or other fishing events.

Portions of the lower Ganaraska River are subject to erosion and severe annual flooding. Therefore, Port Hope has constructed concrete and stone channels to hold flood waters and has recently completed

the Caven Street Erosion Control Project. This involved lining the river banks with armourstone to prevent erosion.

The waterfront area west of the Ganaraska is occupied by a beach parkette and by the Eldorado/Cameco uranium refinery. The latter industrial site is characterized by noise, odours, and contaminated soils, discouraging public use of the lakefront and commercial, residential, and other land uses in the vicinity.

East of the Ganaraska River are a sewage treatment plant and the Esco industrial area, which includes an abandoned paint factory. Most of the remaining land along the eastern shoreline is publicly owned, providing recreational opportunities for fishing, hiking, boating, and swimming. Clear access routes leading to and connecting waterfront areas are limited and are currently being considered by the Town.

The Port Hope Harbour at the mouth of the Ganaraska River is a spawning ground in spring and fall for a number of fish species, including brown trout, rainbow trout, lake trout, and Pacific salmon. Unfortunately, harbour waters and sediments are contaminated by radionuclides from former radium and uranium refining operations, as well as by high levels of phosphorus, nitrates, and metals. The levels of many of the contaminants exceed the Guidelines for Open Disposal of Dredged Materials set by the Canada-U.S. Great Lakes Water Quality Agreement. At present, the harbour is the focus of a Remedial Action Plan (RAP).

East of Port Hope Harbour is Gage Creek, which also flows from the Oak Ridges Moraine. There is a wetland area at its mouth that contains marsh vegetation including wetland tree species. Tests of the creek and nearby areas indicate poor water quality with high levels of nutrients and bacteria, as well as maximum summer temperatures that are too high for rainbow trout.

Conceptual plans have been prepared for remediating Gage Creek and other contaminated sites in the Port Hope area. The federal government will select and prepare a storage site for contaminated materials, a process that could be completed within five years, and clean-up will begin after this time.

In February 1991, the Town of Port Hope released *Town of Port Hope: Waterfront Master Planning Study*, which emphasizes the need to enhance tourism and recreation, and recommends that planning policies be altered to ensure that the Town's waterfront areas become a focus for public use. According to the master plan, policies of the Port Hope Official Plan should ensure that environmentally sensitive areas are protected, diverse land uses co-exist along the river and lakefronts, and that public access and recreational opportunities on the waterfront are improved. These goals are supported by the Commission as they are in accordance with the nine principles for waterfront regeneration.

In response to the waterfront study, the Town of Port Hope council approved formation of the Port Hope Waterfront Implementation Committee which is now involved in its first project, construction of a new harbour on the east side of the mouth of the Ganaraska. The purpose is to improve the Town's economy and enable Port Hope's citizens to reclaim the waterfront as a people place; the new facilities might also attract more tourists to Port Hope, increasing the Town's revenue and generating new jobs.

A lakefront park and a public marina with facilities that include a restaurant are planned for the new harbour. The town proposes to use lakefill in some places to provide areas for onshore marina facilities; planning for the Port Hope waterfront should be guided by the shoreline regeneration plan described earlier in this report.

A Greenways Subcommittee was formed by the Town to co-ordinate the planning and development of walkways and paths along the lakefront, Gage Creek, and the Ganaraska River. It has fully endorsed

the waterfront trail concept described in *Watershed* and in the provincial report, *The Waterfront Trail: First Steps from Concept to Reality* (Reid et al. 1991). Members of the subcommittee are currently engaged in rehabilitating the Gage Creek Wetland area in order to restore its natural elements (marsh, waterfowl nesting areas) and to develop trails linked to the proposed waterfront network.

TOWN OF COBOURG

Originally named Amherst, the Town of Cobourg was founded in 1798 and renamed to honour the marriage of Princess Charlotte to Prince Leopold of Saxe-Cobourg. By the 1830s, the community had established itself as a regional centre with a population of about 1,000; by the middle of this century, population had increased to 7,818. Today it is home to more than 15,000 people, which is expected to increase by about 20 per cent in the next decade.

Cobourg has a number of public buildings of architectural and/or historical significance: Victoria Hall, also known as the Town Hall, was completed in 1860 and remains an impressive example of mid-Victorian architecture, embellished with detailed carvings. The Hall is the home of the Northumberland Art Gallery and the Victoria Hall Concert Hall. Cobourg's Old Victoria College, established in 1836, also has historical resonance: its first president was Reverend Egerton Ryerson, an educator who attracted many visitors, including actors and musicians, to the college, and who went on to establish Ontario's school system.

Construction of a harbour in the 1840s on Cobourg's beach stimulated the town's growth and the harbour soon became a busy port from which iron ore and other

products were exported. A century later, after World War II, industry expanded and Cobourg became the home of several leading international companies in Canada, including General Foods and Curtis Products. However, commerce in the harbour had declined by the 1950s and development plans for alternative uses of the land have since been proposed.

Among concerns about the present condition of the Cobourg Harbour area is the presence of contaminated soil on industrial sites in the harbour lands, most of which is attributed to oil and gas spillage from storage tanks. The Town of Cobourg recognizes the need to develop and enhance the harbour area so that it becomes more accessible, usable, and attractive for residents and tourists.

In late 1990, the mayor of Cobourg asked Town staff to review *Watershed* with a view to adapting and applying its recommendations to the Cobourg waterfront area. The staff report, which endorsed the relevant *Watershed* recommendations, found that some recommendations could have implications for the town's future, while others could be adopted by policy documents or implemented through departmental programs. For example, an ecosystem-based policy to deal with waterfront issues could be included in the Official Plan, as could a policy for a waterfront trail. The staff report has been approved by council and steps are being taken to incorporate specific *Watershed* recommendations into the Town's planning.

A Harbour Area Secondary Plan (1989) has been approved by the Town of Cobourg and by the Province of Ontario. It will guide development of the harbour area, based on principles of accessibility and

attractiveness to residents and tourists. The plan also notes that development should support the downtown, physically and commercially, and should maintain the town's existing scale and character. Proposed improvements include creation of parkland, promenades, pathways, and a plaza; expansion of marina facilities; and development of mixed land uses.

The Town of Cobourg will have opportunities to improve its harbour area and waterfront in the short and long term. The Commission believes that future development should be guided by comprehensive policies that deal with issues including, but not limited to, environmental protection, shoreline regeneration, appropriate land-use designations, and incorporation of public access.

There is an opportunity for Northumberland County and its member municipalities, especially the towns along Lake Ontario, to participate in future studies on the Greater Toronto bioregion.

Colborne, Brighton and Trenton, the County of Northumberland, the Ganaraska Region Conservation Authority and the Lower Trent Region Conservation Authority participate in preparing the proposed shoreline regeneration plan (Chapter 4), including a waterfront greenway and trail, and ensure that any other plans for waterfront areas are reviewed and/or developed in this context.

RECOMMENDATIONS

- 82.** The Royal Commission recommends that the towns of Port Hope and Cobourg, the County of Northumberland and the Ganaraska Region Conservation Authority continue to review relevant documents including official plans, secondary plans, and other waterfront-specific plans to ensure that they incorporate the ecosystem approach and the nine waterfront principles described in Part I.
- 83.** The Commission further recommends that the towns of Port Hope, Cobourg,