



WATERFRONT LAND USE PLANNING SURVEY

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acknowledgments

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Humber Bay Shores



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Burlington waterfront

EXECUTIVE SUMMARY

The Waterfront Regeneration Trust and Brook McIlroy undertook a Land Use Planning Survey of communities along the Lake Ontario and St Lawrence River waterfronts in December 2013 – January 2014. In total, 46 community partner planning departments responded to the survey. Of the respondents, 74% represent communities on Lake Ontario and 26% represent communities on the St Lawrence River.

In addition, four case studies were conducted of Oshawa, Mississauga, Grimsby and Prescott. Each of these communities has a different experience with waterfront land use planning and policy development, offering lessons for other municipalities.

Key findings from the Land Use Planning Survey are summarized below.

1. Waterfront and Trail Visions

- Waterfront visions continue to emphasize public access and the other principles of the “Regeneration” report.
- Municipalities have more commonly articulated a vision for the waterfront and public access as a whole than for the Waterfront Trail specifically.
- Rural municipalities less commonly have a vision for the waterfront, public access or the Waterfront Trail in place, compared with larger communities.

2. Tools and Processes

- The most effective and common policies or tools used to realize waterfront and Waterfront Trail objectives are Council Strategic Plans, Official Plans, Zoning and Master Plans.

- Master Plans are critical to ensuring a balance between community goals for preserving waterfront access and natural heritage with goals for investment and development to create waterfront vitality.
- Development controls help to enhance public access to the waterfront and extend the trail as close to the water’s edge as environmentally feasible. Tools include zoning, setback requirements, parkland dedication, design guidelines, site plan approval, etc.

3. Partnerships

- Almost all respondents mentioned the importance of partnerships in achieving waterfront objectives.
- Partnerships with Conservation Authorities, community groups, government agencies and divisions within municipalities are important to furthering waterfront goals and securing/ sharing funding.
- Landowners may have different mandates for land use and development compared with the municipality, which can prove challenging for the establishment and implementation of a common vision.

4. Funding and Taking Action on Waterfront and Trail Enhancement

- Major obstacles to waterfront enhancement are lack of funding and staff time.
- Many municipalities (65%) do not have funding arrangements in place for waterfront planning or projects.
- Approximately half of communities that have a vision for the Trail are taking action on Trail enhancement. In contrast, action is only being undertaken in 5% of communities that do not have a vision in place.

1 INTRODUCTION

1.1 The Waterfront Regeneration Trust

The Waterfront Regeneration Trust (WRT) was established in 1992 to protect and enhance the waterfronts of Lake Ontario and the St Lawrence River. Its mandate is to implement the recommendations contained in “Regeneration,” the Final Report of the Royal Commission on the Future of the Toronto Waterfront. This report, released in 1992, sparked a new era of waterfront stewardship and led to municipal action to protect and enhance the waterfront, including the creation of the Waterfront Trail. “Regeneration” played a significant role in changing planning practices to incorporate an ecosystem approach to watershed management and the WRT’s nine waterfront principles: clean, green, connected, open, accessible, usable, diverse, affordable and attractive.

From establishment until 2012, the WRT established a 720 km long Waterfront Trail along Lake Ontario and the St Lawrence River, working with 41 municipalities and other partners to implement policies, plans and projects that enhance waterfront sustainability and shoreline health. Though the WRT is now smaller in size than it was when first established, it is embarking on a new era of strategic planning along Ontario’s waterfronts. In 2013, the WRT expanded the trail to Lake Erie and Lake St Clair, engaging with 27 new municipalities and extending the Trail by 620 km. The WRT plans to expand to the remaining Great Lakes in the coming years.

1.2 The Waterfront Land Use Planning Survey

1.2.1 Purpose

The Waterfront Land Use Planning Survey was developed to document and improve understanding of the current policy framework shaping the management and enhancement of our shared waterfront. The intent is to learn lessons to inform the development of new policies or initiatives, especially for new partners. The survey will also share and promote experiences, successes and challenges among partners to strengthen the goal of protecting and enhancing Ontario’s waterfronts.

1.2.2 Scope and Participants

This report is based on the survey responses from municipal partners, as well as four case studies conducted on waterfront communities. In total, 46 surveys were completed by community partner planning departments. All respondents are in the Lake Ontario and St Lawrence River segment of the Waterfront Trail, as these communities have the longest history of working with the WRT. Overall, 74% of the respondents are from communities on Lake Ontario, while the remaining 26% of communities are on the St Lawrence River.

Planning and land use policies affect both the Waterfront Trail specifically and the broader waterfront area in general, and questions in the survey addressed both. The WRT is interested both in understanding policies and tools that result in general waterfront enhancement and greater public access, and in extension and connection of the Trail as close to the water’s edge as environmentally feasible.

1.3 Character of the Waterfront Trail and Waterfront Communities

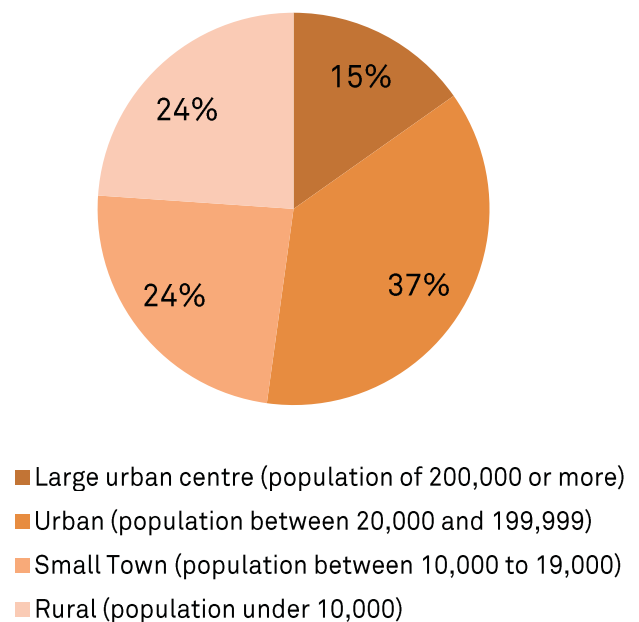
The character of waterfront communities and the Waterfront Trail reflect the diversity of conditions found in Ontario. Waterfront communities range from large urban centres to rural communities, though most are smaller urban centres (Chart 1).

The Waterfront Trail runs through 41 communities on Lake Ontario and the St Lawrence River. Though the goal is to ultimately establish an off-road waterfront trail close to the water's edge, it is currently primarily on a shared road.

All communities have a mix of levels of public access along their waterfronts. Small Towns and Urban communities seem to have slightly larger portions of more frequent access to the water's edge than Large Urban or Rural communities.

In all communities, the trail traverses both public and private lands. Importantly, in over 50% of communities, 75-100% of the trail traverses public lands, offering key opportunities for public access and improvement.

Chart 1: Character of Respondent Communities



Part of the Waterfront Trail is on shared roads, while other sections are on dedicated, off-road paths

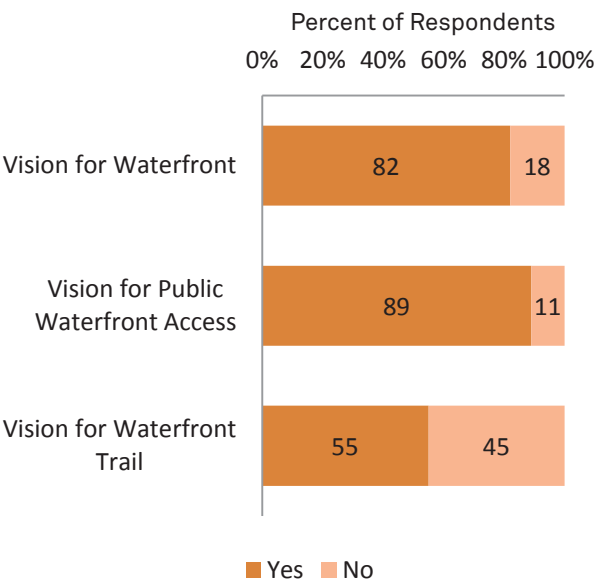
2 SURVEY FINDINGS

Survey questions explored municipal visions for the waterfront and Waterfront Trail, tools and processes being used by municipalities, and planned goals and actions for enhancing the waterfront or Trail. Findings are summarized in the following section.

2.1 Waterfront Visioning

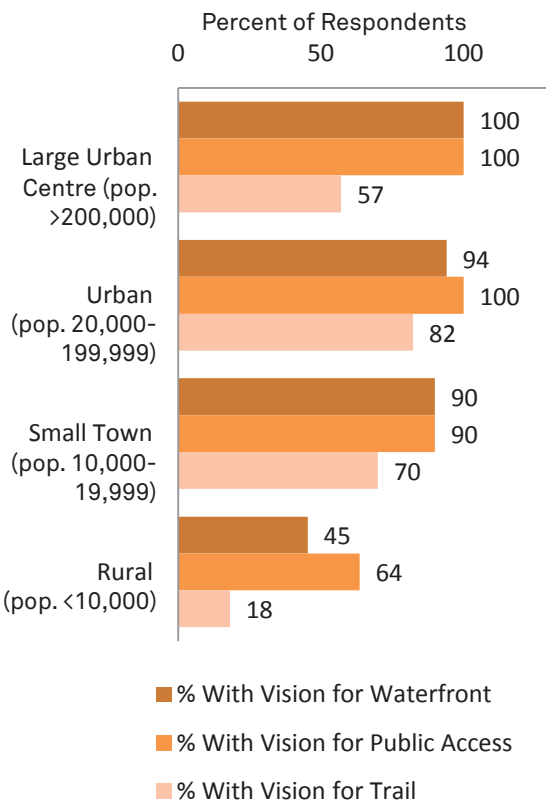
The majority of respondents articulated a vision for the waterfront (82%) and for public waterfront access (89%), while just over half (55%) articulated a specific vision for the Waterfront Trail (Chart 2).

Chart 2: Percent of Respondents with Vision in Place



Rural communities less commonly have a vision in place for the waterfront, public access or the Waterfront Trail, compared with larger-sized communities. Chart 3 illustrates the percentage of communities, by size, that have visions in place.

Chart 3: Percent of Communities with Waterfront or Trail Visions, by Community Size



Waterfront and Trail vision statements most commonly mention public access as a key objective. They also refer to other principles expressed in the “Regeneration” report, including:

- Land/shoreline stewardship – protection of water, ecological functions, conservation, etc.
- ‘Clean and green’
- Continuous and connected Trail for biking and walking
- Recreational opportunities

2.2 Waterfront Enhancement Tools & Processes

2.2.1 Tools & Processes

A wide range of tools are used by communities to undertake general waterfront enhancement. The most common tools are the:

1. Official Plan (91% of communities)
2. Council’s Strategic Plan or Priorities (60% of communities)
3. Zoning (60% of communities)

For the Waterfront Trail, respondents reported that the most commonly used tools are the:

1. Official Plan (86% of communities)
2. Council’s Strategic Plan or Priorities (76% of communities)
3. Master Plans (54% of communities)

These are also the tools that respondents felt had been most effective in the implementation of waterfront and Trail enhancement goals.



A large portion of the Waterfront Trail in Ajax is within waterfront parkland

Other tools that are less commonly used by communities, but still play an important role include:

- Secondary Plans
- Shoreline Management Plans
- Policies on land acquisition
- Transportation/Active Transportation Plans
- Policies on parkland dedication
- City/town-wide policies related to parks and trails
- Development controls, design guidelines and public access/easement requirements
- Presence of strategic partnerships
- Policies on downtown revitalization or special character areas
- Creation of Land Trusts for parkland/wildlife reserves
- Lease agreements for public access/park use on lands not owned by the municipality



As the Toronto central waterfront evolves, the Trail is being integrated as a key feature throughout (Trail near Sugar Beach)

Case Study: Grimsby

The Winston Neighbourhood Secondary Plan provides the planning framework for future development in the west end of Grimsby, along Winston Road. Anticipation of this new development and interest in several large sites in the area is a catalyst for more detailed waterfront master planning. Public access to the waterfront in the west end of Grimsby is currently fragmented. Anticipating future development along the waterfront, Grimsby has identified specific requirements for public access and the Trail through the Winston Neighbourhood Secondary Plan and the Official Plan. It requires a 30m wide promenade along the water's edge, as well as a 5m wide Trail.

Much of the waterfront is privately owned, including several large landowners. As a result, when redevelopment occurs, the opportunity for public access is significant. The Town is

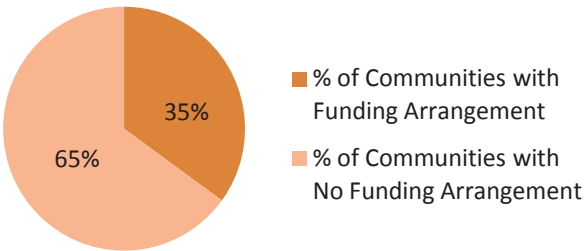
examining options for appropriate massing and density on these sites to create larger spaces for public access and clearer vistas to the lake.

Where land is not expected to be redeveloped, the Town is examining options for a connected Trail. For example, the Town is currently coordinating with the Hamilton Conservation Authority and the Department of National Defence to explore access on their lands. In both cases, extension of the Waterfront Trail is challenged due to the need for controlled or restricted access. Other lands, like those owned by Rogers and the Ukrainian Church, are prime tender fruit and grape lands, which also limits the likelihood that they will be redeveloped. Coordination with these partners to arrange for partial or temporary access will be an important part of strengthening the Waterfront Trail throughout this area.

2.2.2 Funding

Respondents reported that few communities had a funding source available for land acquisition or funding from municipal or other levels of government (Chart 4).

Chart 4: Percent of Respondents with Funding in Place



2.2.3 Partnerships

Almost all respondents mentioned the importance of partnerships within municipal government, with external agencies or with community groups. In many cases, these partnerships are important for securing or sharing funding for waterfront initiatives. Some key partners include:

- Conservation Authorities
- Public agencies/institutions with land holdings
- Upper tier/Lower-Tier municipalities where this structure exists
- St Lawrence Parks Commission
- Intra-municipal committees
- Community groups, volunteers and property owners

Case Study: Mississauga, Inspiration Lakeview

In 2010, the City of Mississauga undertook a Visioning Study for Inspiration Lakeview. The study examines redevelopment opportunities on the provincially-owned former Lakeview Generating Station. The study area is a 245 acre brownfield site that is adjacent to employment lands and other industrial uses. As a result, it has been inaccessible to the public for over 100 years. The site is currently being studied with the aim of transforming it into an accessible green waterfront asset.

Community activism has been an important part of the success of Inspiration Lakeview thus far. Momentum for the project began with the community. Lakeview Legacy, a community group, was started in 2006 and argued that with the demolition of a coal-fired plant at Lakeview, it should be replaced with alternative uses that provide access and community benefit. The group gained municipal support and provincial political champions, as well as widespread public support, leading the City to direct staff to undertake a Visioning study.

Coordination with OPG and the Province has been a key challenge. When visioning for the site began, OPG was not an active partner. In 2010, the City of Mississauga, OPG and the Province began discussions on a Memorandum of Understanding to establish a common approach to planning and development on the site. Both OPG and the City of Mississauga are making a concerted effort to work together to ensure that their respective mandates are fulfilled.

2.3 Actions to Enhance the Waterfront and Waterfront Trail

Though the Waterfront Trail is in place along the St Lawrence River and Lake Ontario, improvements are being made to enhance it and bring it closer to the water’s edge. Municipalities are also taking action on a range of capital projects, policy tools and land acquisition initiatives. The majority of respondents indicated that their communities are currently undertaking specific actions to enhance the waterfront (63% of communities) and Waterfront Trail (57% of communities).

Compared with Large Urban Centres, Urban communities and Small Towns, Rural communities report having fewer plans in place to take action on Trail enhancement (Chart 6).



Cranberry Marsh, in Whitby, is part of a large conservation area of the waterfront

Chart 5: Percent of Communities Undertaking Actions on Waterfront and Trail Enhancement

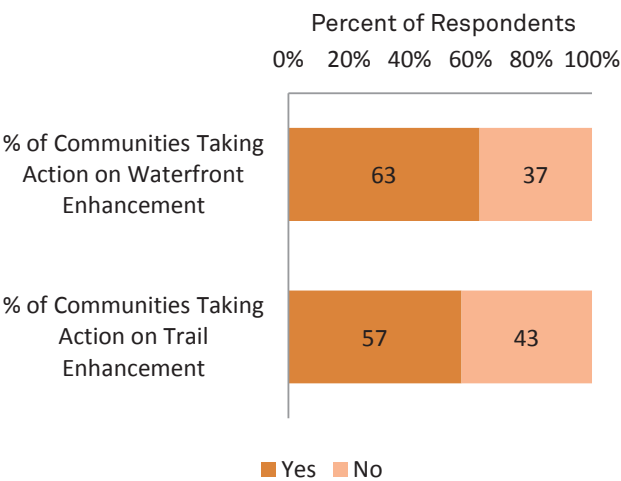
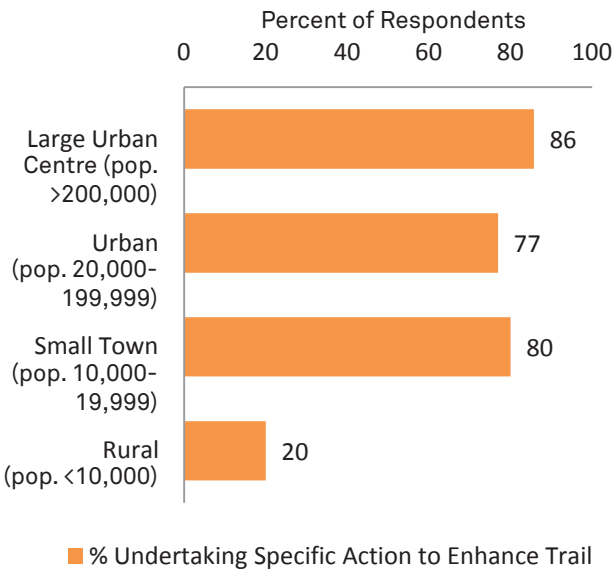


Chart 6: Percent of Communities Undertaking Actions on Waterfront Trail Enhancement, by Community Size





Marina

Case Study: Prescott Waterfront

Planning for waterfront enhancement in Prescott has required a long-term commitment. In 2005, the Town of Prescott adopted a Downtown Design & Urban Design Guidelines document, which included recommendations for its waterfront. In 2008-2009, a follow-up study focusing on the waterfront was undertaken.

As a result of these studies, for the past seven years, the Town has set aside \$100,000 per year for waterfront projects that are only now being constructed.

The Town has integrated waterfront planning quite closely with downtown planning, and sees the waterfront as an element of downtown revitalization. As a result, the waterfront trail links to parks, attractions and sites to the east and west, as well as north to the downtown. This has benefits for project implementation

and funding, as additional budget has been allocated to the waterfront in support of the Town's downtown revitalization objectives. The waterfront is considered a prime location for new development and is part of the Town's plan for growth management.

While municipal planning policy does not address the Waterfront Trail specifically, it does provide clear direction for new development on the waterfront. Setbacks along the waterfront are identified in the Official Plan and Zoning By-Law to ensure that any new development includes public access to the waterfront. Although the Trail is not identified in municipal policy, it was included at the water's edge as part of the Waterfront Master Plan because the team considered it a priority.



Waterfront Trail in Cornwall

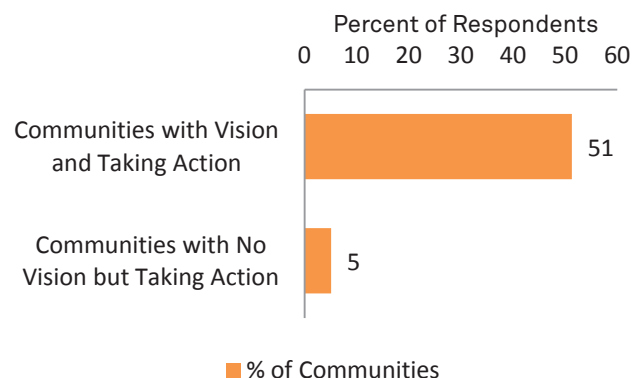
Actions communities are undertaking most commonly include:

- Studies – waterfront studies, shoreline management studies, master plans /district plans, etc.
- Capital projects and trail extension/wayfinding
- Financial/strategic partnerships
- Tools for development control
- Land acquisition

Approximately half of the communities that have a Trail vision in place are taking action on Trail enhancement. In contrast, action is only being undertaken by 5% of communities that do not have a vision in place (Chart 7).

Communities that are not undertaking action on waterfront enhancement cited an already complete trail, or lack of staff time and financial resources as the key reasons. Respondents from Upper Tier municipalities also noted that Trail construction is the mandate of Lower-Tier governments, which is why they are not undertaking specific actions.

Chart 7: Comparison of Communities with and Without Trail Vision and Taking Action on Trail Enhancement



3 LESSONS LEARNED

Analysis of survey responses and case studies reveal some important lessons for current and future WRT partners.

Waterfront Visioning

“Regeneration” and its vision for Lake Ontario’s waterfront has clearly had a lasting impact on waterfront planning and visioning. Public access remains a central objective for waterfront communities. Other common elements of waterfront visions emphasize the need for a continuous and connected trail for biking and walking, a protected shoreline and more recreational opportunities near the water.

Though most municipalities have established a vision for their waterfront, just over half have developed a vision specifically for the Waterfront Trail. Importantly, very few communities that do not have a vision for their Trail are taking specific action on Trail enhancement.

In spite of this, some communities without a specific vision for the Trail have reflected the WRTs vision for a trail close to the water’s edge in their plans and policies. Some survey respondents noted that the Waterfront Trail may instead be embedded within planning documents like Official Plans, Zoning By-Laws and Master Plans. Others noted that staff support for establishing a Trail at the water’s edge has resulted in its inclusion in projects and capital planning, even where no explicit vision exists.



Beachfront Park in Pickering

Rural municipalities, in particular, have less commonly established waterfront or Trail visions than their larger counterparts. These findings suggest that rural municipalities may require further support for developing visions for their waterfronts and Trails. As strong policy direction appears to be important in achieving waterfront enhancement goals, the adoption of a specific vision for the Waterfront Trail may help communities strengthen the policy basis for trail development, explicitly formalize trail objectives and result in more action on Trail enhancement.

Planning and Policy Framework

Embedding waterfront enhancement in high level planning documents and policies has been critical to action on waterfront enhancement. Respondents noted that Official Plans and municipal Strategic Plans were the two most effective and commonly used policies. These documents are endorsed at the highest level of municipal government and provide direction for more specific policy development and implementation, as well as the assignment of funding to related studies and projects.

Most municipalities use a range of policies and tools to encourage and regulate waterfront investment and enhancement. In addition to policies specifically directed at the waterfront, city- or town-wide policies on parks, cycling infrastructure and trails may also impact waterfront initiatives. A clear, high-level vision helps to ensure that all of these policies are mutually supportive and ensures that resources are directed coherently.

Role of Private Development

Many respondents described the importance of private development in realizing goals for waterfront enhancement, public access and trail development. Most communities face the challenge of balancing community goals for preserving waterfront access and natural heritage with goals for investment and development to promote waterfront vitality. The experience of many communities shows that these two objectives can be mutually supportive.

In many communities, further action on waterfront enhancement or moving the Trail closer to the water's edge is contingent on property redevelopment. It is important to establish development controls ahead of time to ensure that access will be guaranteed when this redevelopment occurs. Development controls also help to encourage investment, as they provide more certainty and predictability in the development approvals process.



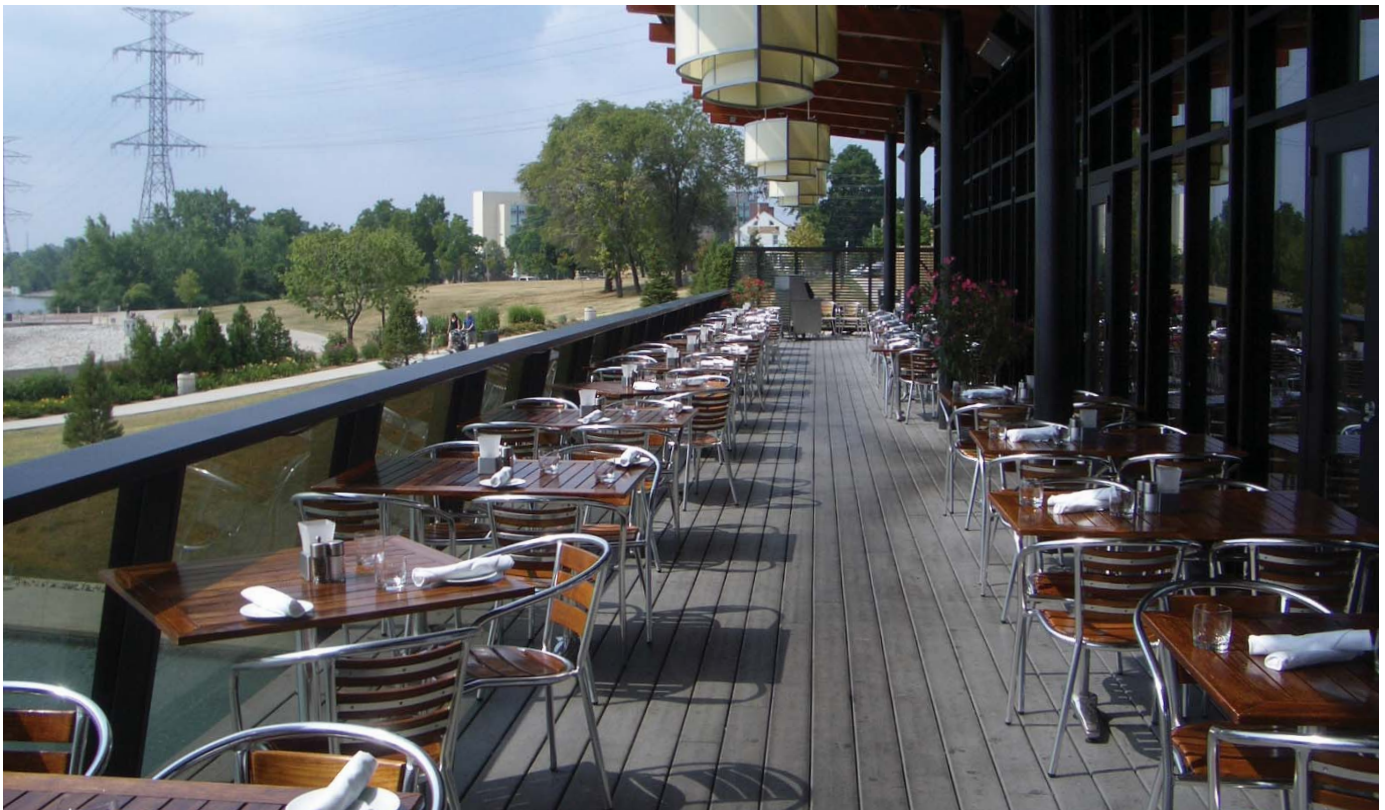
The character of the Waterfront Trail is as diverse as the communities along Lake Ontario and the St Lawrence River

Case Study: City of Oshawa

The Oshawa Harbour is currently inaccessible to the public. In addition to planning undertaken as part of the Waterfront Master Plan, the Port Authority has also developed a land use plan for the Harbour. However, differing mandates and priorities for waterfront use means that further collaboration to agree on a vision and approach to development is needed. The settlement agreement with the Federal Government that transferred lands to the City requires that the municipality clean up the lands and begin the process of opening access to the public within three years. The City is now embarking on this process. In addition to funding from

the Federal Government, Council contributes to a Harbour Development Reserve for future improvements. Master Planning will be key to managing development and achieving the waterfront vision in this area as it develops.

Waterfront access also includes naturalized lands in Second Marsh and McLaughlin Bay Wildlife Reserve. The Reserve is owned by General Motors, who manages the land and permits public access. This important collaboration with a large private landowner opens a large segment of natural habitat to the public.



The restaurant, outdoor skating and splash pad of the Burlington Waterfront Centre are popular destinations along the Waterfront Trail



Trail improvements will make Iroquois Beach in Whitby more accessible for year-round enjoyment

Processes and tools noted by respondents that ensure that private development supports waterfront objectives include:

- Undertaking studies – waterfront studies, environmental studies, master plans/district plans, etc.
- Inclusion of the Trail and public access in zoning or other development controls (eg. setback requirements, easements, parkland dedication requirements for public road allowances) and implementation through the site plan approval process
- Urban design guidelines (eg. limiting residential density and visual impact of structures, ensuring that commercial uses at

the waterfront are tourism-oriented)

- Integrating waterfront planning with other initiatives (eg. parks, downtown revitalization, protection of Character Areas, etc.)

Funding and Land Acquisition

Availability of funding and staff time are two of the key challenges that respondents face in taking action on waterfront enhancement. Approximately 35% of respondent communities have a funding arrangement for land acquisition or another source of funding in place.

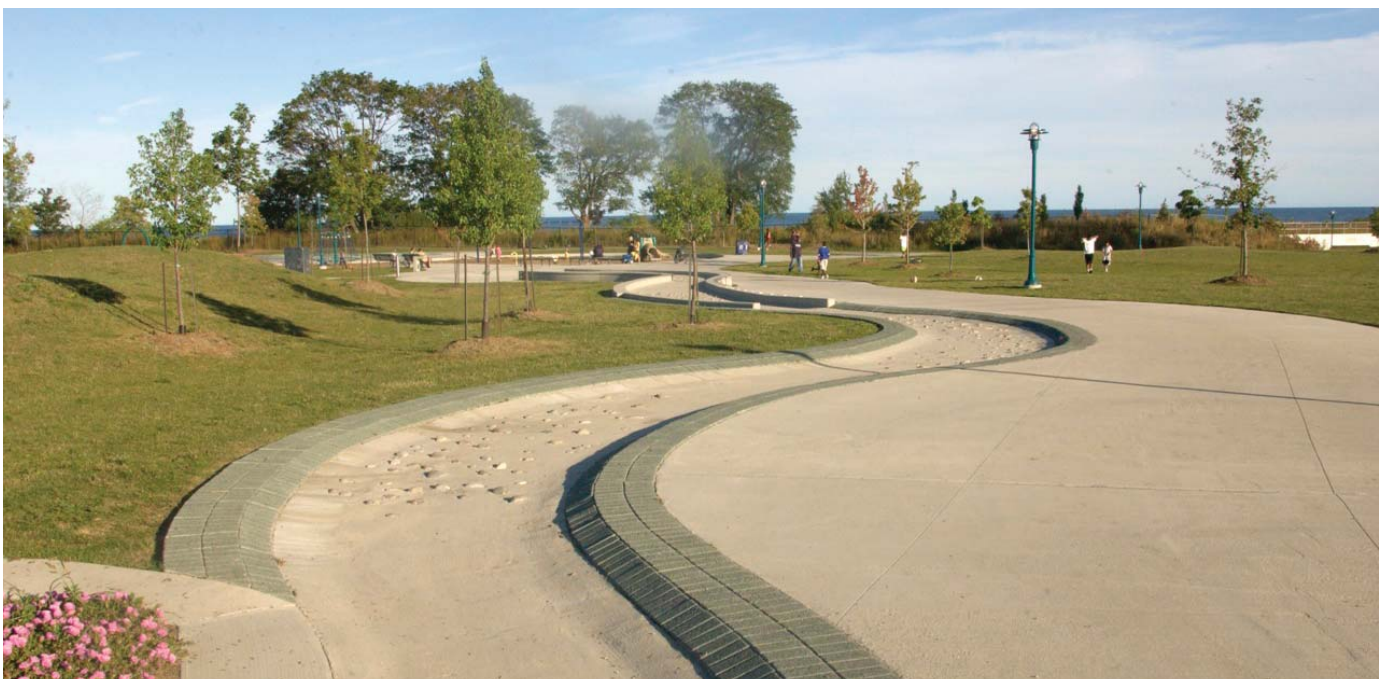
Key financial and acquisition strategies identified by respondents include:

- Use of Development Charges to fund Trail extension
- Dedication of waterfront lands or requirements for public access as a condition of land development approvals
- Land transfers from federal/provincial government
- Long-term allocation of municipal budgets to build up adequate resources
- Establishment of a Community Improvement Plan to fund waterfront enhancements, especially on brownfield sites
- Establishment of long-term acquisition plans for private property
- Linking waterfront enhancement with other community development goals to share funding - investment in community services and facilities, downtown revitalization, etc
- Creation of land trusts for parkland/wildlife reserves
- Lease agreements for public access/park use

Partnerships

A common theme that emerged in survey responses and case studies was partnerships and their role in achieving waterfront objectives. There are generally three types of partnerships:

- Community groups, volunteers and property owners – including groups dedicated to other natural trail or parks systems (eg. Greenbelt Cycling Route, Durham Trail Coordinating Committee)
- Government agencies and other levels of government – eg. Conservation Authorities, St Lawrence Parks Commission, Province of Ontario, Infrastructure Ontario, Ontario Power Generation, Coast Guard, Upper Tier Municipalities
- Intra-municipal working groups or committees – eg. Municipal Cycling Office, Trails Committee, Waterfront Committee, Planning and Economic Development Committee



The Port Union Waterfront Park extends the Waterfront Trail, improves recreational access to the waterfront and enhances shoreline protection and natural habitats

In some cases, community action and activism has been critical in gaining public and political support for waterfront enhancement. Survey respondents also noted that cooperation with landowners has, in some cases, resulted in agreements to create public access along the waterfront. Nurturing these relationships can strengthen support for waterfront initiatives and alternatives to costly land acquisition.

Public-sector partners also play a critical role in places where waterfront lands are publicly held.

For example, local and upper tier municipalities may work together to collectively establish parklands or extend the natural heritage system. Collaboration can be challenging, however, where partners may have different mandates and aims than municipalities. Support from public agencies or partners is critical, especially as more waterfront lands become available for redevelopment. Early buy-in and agreement on common waterfront objectives may help to set the stage for successful collaboration.



The marina, restaurant, waterfront piers and proximity to the village main streets contribute to this vital, mixed-use area on the lake in Mississauga

4 CONCLUSION

Communities along Lake Ontario and the St Lawrence River have been active in waterfront enhancement for over 20 years. The principles first articulated in “Regeneration” continue to be reflected in local waterfront visions - to create a publicly accessible, clean, green and connected waterfront.

Though many municipalities have a vision in place for their waterfronts and public access, they may require additional support in articulating a vision for the Waterfront Trail. Rural municipalities, which are less likely to have visions in place compared with larger counterparts, may require the most support. Embedding waterfront and Waterfront Trail objectives in high-level planning documents is an important first step. Direction from Council leads to the allocation of funding and other support towards relevant studies, policies and projects.

Master plans and development controls are among the most important and effective tools that municipalities use to realize waterfront visions, leverage private development to achieve public aims and balance competing interests for waterfront land. Implementation tools, such as zoning and design guidelines, play a key role in regulating development both on private and public lands. They help to balance and codify community goals for preserving waterfront access

and natural heritage with goals for investment and development to create waterfront vitality. Finally, they also provide more certainty and predictability in the development process by clearly outlining requirements, expectations and objectives.

Almost all respondents mentioned the importance of partnerships in achieving waterfront objectives and securing or sharing funding for waterfront initiatives. Establishment of a common vision and objectives among partners, however, may prove challenging but is crucial to the successful development and implementation of plans.

Communities continue to face challenges with adequate resources and staff time to dedicate to waterfront projects, but strong policy direction and partnerships can help to secure or share funding. Linking waterfront development with other strategic goals and developing a long-term plan for funding and land acquisition are critical to the successful implementation of plans.

The lessons learned by the first generation of WRT partners are useful as the Trail is extended along Lake Erie, Lake St Clair and the remaining Great Lakes. Collaboration with partners, supportive high-level planning policies and the development of clear visions, objectives and implementation tools will be key to the success of this new wave of communities.



The connection with the water is as important as connections with communities

APPENDIX A: CASE STUDIES

Four communities were identified for case studies, based on specific challenges and experiences with waterfront planning and policy development. These case studies offer significant lessons for other waterfront communities.

Town of Grimsby

Description of Project

In September 2013, the Town of Grimsby launched a Master Plan process to develop a vision for the West End Waterfront from Fifty Point Conservation Area to the Regional Pumping Station (see map on opposite page). This process is intended to refine policies contained in the Winston Neighbourhood Secondary Plan, completed in 2008. It will recommend a location and design for the Waterfront Trail and waterfront amenities, as well as guidelines for future development on the waterfront. The West End Waterfront Master Plan and Trail Study will be complete in early 2014.

Key Elements of Waterfront Enhancement

The Winston Neighbourhood Secondary Plan anticipates future development in the west end of Grimsby, along Winston Road. Anticipation of this new development, as well as interest in several large sites in the area, acted as a catalyst for more detailed waterfront master planning. The current Master Plan visioning process calls for a connected trail along the water's edge. It also

considers protection and enhancement of natural heritage features and habitats, active use of the water's edge and design strategies to ensure high quality development in the public and private realm.

Successes and Challenges

Public access to the waterfront in the west end of Grimsby is currently fragmented, with limited access points to the water's edge. The largest area of public access today is in Fifty Points Conservation Area.

Anticipating future development along the waterfront, Grimsby has identified specific requirements for public access and the Trail through the Winston Neighbourhood Secondary Plan and the Official Plan. The Trail currently runs predominantly on shared roads. For the past decade, however, the Town has required public access along the waterfront when private development occurs, calling for a 30 metre wide promenade along the water's edge, including a 5 metre wide Waterfront Trail.

The Town intends to use Development Charges associated with the Winston Neighbourhood for waterfront and Trail initiatives. The Region of Niagara is also currently finalizing a Lakefront Enhancement Strategy, which may allocate Regional funds for local waterfront enhancement initiatives.

Much of the waterfront is privately owned, including several large landowners. As a result, when redevelopment occurs, the opportunity for public access is significant. There are several large sites in West End Grimsby where the Town anticipates future development, including Place Polonaise and the Fifth Wheel Truck Stop. The Town is exploring options for appropriate massing and density on these sites to create larger spaces for public access and clearer vistas to the lake.

Where land is not expected to be redeveloped, the Town is examining options for a connected Trail. For example, the Town is currently coordinating with the Hamilton Conservation Authority and the Department of National Defence to explore access on their lands. The Department of National Defence owns a shooting range adjacent to Fifty Point Conservation Area. In both cases, extension of the Waterfront Trail is challenged due to the need for controlled or restricted access. Other lands, like those owned by Rogers and the Ukrainian Church, are prime tender fruit and grape lands, which also limits the likelihood that they will be redeveloped. Coordination with these partners to arrange for partial or temporary access will be an important part of strengthening the Waterfront Trail through this area.



Study Area Map for the West End Waterfront Master Plan
(Photo Credit: lezumbalaberenjena, flickr)

City of Mississauga - Inspiration Lakeview

Description of Project

In 2010, the City of Mississauga undertook a Visioning Study for Inspiration Lakeview. The study examines redevelopment opportunities on the provincially-owned former Lakeview Generating Station. The study area is a 245 acre brownfield site that is adjacent to employment lands and other industrial uses. As a result, it has been inaccessible to the public for over 100 years. The site is currently being studied with the aim of transforming it into an accessible green waterfront asset. The land is owned by Ontario Power Generation (OPG), so planning for the site has involved the Province of Ontario, Infrastructure Ontario and OPG.

Community involvement and support was critical in catalyzing the project, gaining political support at the municipal and provincial levels and

entrenching the importance of public access in the planning process. As the Visioning Process has completed, the City is now embarking on a more detailed Master Planning process.

Key Elements of Waterfront Enhancement

The vision for Lakeview centres on the creation of a green public realm along the waterfront. It includes a network of public spaces, a connected Waterfront Trail, a model sustainable community, a mix of uses and densities, and integration of innovative sustainable technology. It envisions the extension of canals and establishment of open space connected with new mixed-use development. A major cultural hub and institutional development are also included on the site of the former generating station.



Model developed as part of the Inspiration Lakeview Visioning Study

The City is also working with the Credit Valley and Toronto and Region Conservation Authorities on the Lakeview Waterfront Connection, which is examining the feasibility of using lake-fill to create a new waterfront link along the southern edge of the site to Marie Curtis Park.

Successes and Challenges

A number of issues to do with planning on this site are relevant for other waterfront communities with major brownfield lands, including coordination with other levels of government and agencies, the role of community partnerships in moving the vision forward, and issues with land use planning and funding.

Community activism has been an important part of the success of Inspiration Lakeview thus far. Momentum for the project began with creation of Lakeview Legacy, a community group, in 2006. The group argued that the planned demolition of the coal-fired power plant at Lakeview presented an opportunity to use the site in new ways that would provide access and community benefit. The group gained municipal support and provincial political champions, as well as widespread public support, leading Council to direct staff to undertake a Visioning study.

Strong direction from City Council and the City's Strategic Plan established a mandate for public access and environmental stewardship in the visioning process. The Official Plan supports extending and enhancing the Waterfront Trail and the City has required public access as part of any new development on the water's edge for the past two decades. As a result, public access and the trail are fully integrated in Inspiration Lakeview.

Coordination with OPG and the Province has been a key challenge. When visioning for the site began, OPG was not an active partner. In 2010, the City of Mississauga, OPG and the Province began discussions on a Memorandum of Understanding to establish a common approach to planning and development on the site. Both OPG and the City of Mississauga are making a concerted effort to work together to ensure that their respective mandates are fulfilled.

To date, funding for the work has come solely from the City with a grant through the Federation of Canadian Municipalities. At the Vision stage, there was limited environmental information but as the planning has proceeded and agreements have been reached with the Province and OPG, the available environmental information and necessary studies are underway to determine the extent and scale of environmental remediation that may be required as well as what type of development will be environmentally and economically feasible. Issues of jurisdiction will continue to be a challenge through the Master Planning process, as issues of land ownership, land transfer and environmental remediation will arise in the implementation phases.

Finally, the City is studying the use and redevelopment of employment lands through the Master Plan process. Redevelopment of older employment lands in close proximity to the waterfront may create the opportunity for more strategic uses in this location. However, Mississauga, like most municipalities, faces the need to balance retention of jobs and employment lands with pressure for revitalization, development and growth management. The City, therefore, will be working to understand how intensification, mixing of uses or re-designation of lands may take place.

Town of Prescott

Description of Project

In 2005, the Town of Prescott adopted a Downtown Design & Urban Design Guidelines document, which included recommendations for its waterfront. In 2008-2009, a follow-up study focusing on the waterfront was undertaken. It produced a Master Plan for the waterfront from Sandra S. Lawn Harbour to the Canadian Coast Guard site. Waterfront development was also identified as a priority in the Council's Strategic Plan. The Town is currently embarking on a \$2.5 million waterfront park construction, to be completed in 2014.

Key Elements of Waterfront Enhancement

The Master Plan for the Prescott Waterfront focuses on the development of a new park to the west of the existing marina, as well as trail extensions linking with the existing Waterfront Trail along the water's edge. It identifies east-west connections to other parks and key destinations, and north-south connections to the downtown.

The plan also includes a new Market Square, a footbridge, refurbishment of a nearby dive site and a new condominium development, called the Mariner's Club.

The existence of a large Canadian Coast Guard site on the waterfront has potential for opening up further public access to the waterfront. The site is currently inaccessible to the public, but it is rumoured that the Coast Guard will relocate in the coming years, and future plans for the site are currently unknown.

Successes and Challenges

Planning for waterfront enhancement has required a long-term commitment in Prescott. For the past seven years, the Town has set aside \$100,000 per year for waterfront projects that are now commencing.

The Town has integrated waterfront planning quite closely with downtown planning, and sees the waterfront as an element of downtown revitalization. As a result, the waterfront trail links to parks, attractions and sites to the east and west, as well as north to the downtown. This has benefits for project implementation and funding. The waterfront is considered a prime location for new development and is part of the Town's plan for growth management. The Town is actively working to attract new development to the waterfront, with an interest in high-end residential development like the Mariner's Club. Additional budget for construction of the park and trail was allocated by the Town in support of downtown revitalization objectives.

Municipal planning policy does not address the Waterfront Trail but it does provide clear direction for new development on the waterfront. Setbacks along the waterfront are identified in the Official Plan and Zoning By-Law to ensure that any new development includes public access to the waterfront. Although the Trail is not identified in municipal policy, it was included at the water's edge as part of the Waterfront Master Plan because the team considered it a priority from the beginning of the process.

Currently, the Town is examining properties it owns on the waterfront and exploring options to create more space for new development and investment along the water's edge, while protecting for public access and green space. For example, the Town is exploring development options for a site north of the marina and has asked interested developers to submit design concepts that accommodate and preserve existing trails. Any new development here or elsewhere would also be required to conform to existing setback and public access requirements.

The Town is anticipating a possible closing or down-sizing of the Coast Guard in Prescott. In the event that the site is closed, the Town plans to explore opportunities for development that include public access on the site, as well as attracting new jobs and development. Engagement with the federal government would, therefore, become important to ensure that the Town's objectives on the waterfront are met.



Windmill Point Lighthouse overlooking the St Lawrence River
(Photo Credit: Dennis Jarvis)



Sandra S Lawn Harbour and Marina in Prescott
(Photo Credit: lezumbalaberenjena, flickr)

City of Oshawa

Description of Project

The City of Oshawa completed a draft preferred Waterfront Master Plan in 2011. However, on July 11, 2011, City Council deferred the Waterfront Master Plan pending the finalization of the Land Use Plan by the Oshawa Port Authority. Although the Oshawa Port Authority approved its Land Use Plan in January 2013, the City was still waiting for the federal government to complete further environmental work on the harbour area lands that were to be offered to the City. The last remaining lands to be provided to the City were the former Marina lands. These lands were transferred to the City in February 2014.

The City will be finalizing the Waterfront Master Plan in the future after a City-wide study on recreation and sports field demand is completed. In the meantime, the City will be determining the future design for the parkland use of the City-owned harbourfront.

The draft preferred Waterfront Master Plan examined the entire Oshawa Waterfront, which includes significant existing parkland and natural features, as well as the Oshawa Harbour and a small section of residential housing. The Master Plan identifies six precincts, each with its own vision and design options.

The draft preferred Waterfront Master Plan established a Vision for the Oshawa Waterfront as an “Urban Waterfront Jewel,” with the intent that the waterfront should be connected, sustainable, distinct, balanced and accessible.

The draft preferred Waterfront Master Plan identifies the Waterfront Trail as a key part of the Vision. Its potential to connect waterfront parks has been identified, as well as a need for additional signage and integrated landscaping and hardscaping as future enhancements.



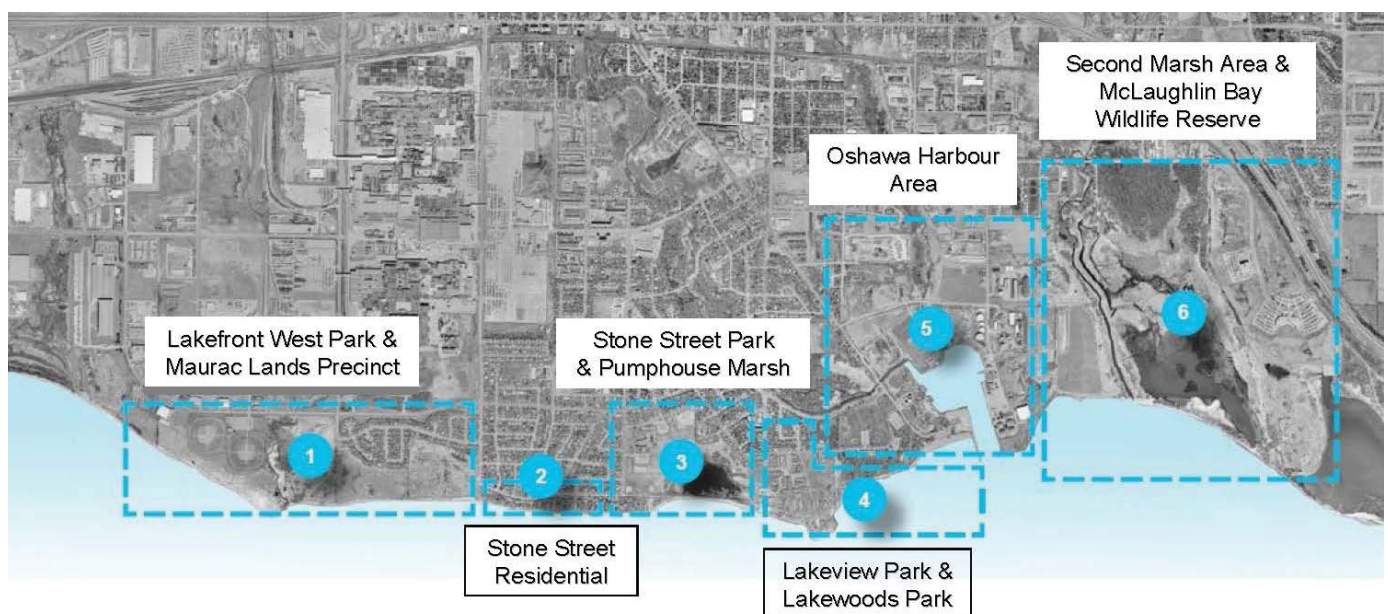
Waterfront near Stone Street Park in Oshawa

Successes and Challenges

Oshawa has long established public access to much of its waterfront. When urban development along the waterfront first occurred, parkland was protected along the water's edge, even in the absence of development controls and specific policies for public access. With the exception of the residential neighbourhood along Stone Street, the remainder of the water's edge is largely in public ownership. This means that Oshawa now has a number of waterfront parks, natural areas and a continuous Waterfront Trail.

The Oshawa Harbour is still largely inaccessible to the public. However, the City will be proceeding with additional environmental work and working towards opening up the recently acquired City-owned Harbour lands for public parkland use within three years.

The Oshawa waterfront also includes naturalized lands in the Second Marsh, Pumphouse Marsh and the McLaughlin Bay Wildlife Reserve. The Reserve is owned by General Motors, who manages the land and permits public access. This important collaboration with a large private landowner opens a large segment of natural habitat to the public.



The Precincts within the Master Plan

APPENDIX B: LINKS TO PRECEDENT PLANNING DOCUMENTS

Oshawa Waterfront Master Plan, 2011

<http://www.oshawa.ca/media/Waterfront%20Master%20Plan.pdf>

Oshawa Preliminary Directions and Options Report, 2011

[http://www.oshawa.ca/media/Waterfront%20Master%20Plan%20Preliminary%20Directions%20and%20Options%20Report%20January%202011\(2\).pdf](http://www.oshawa.ca/media/Waterfront%20Master%20Plan%20Preliminary%20Directions%20and%20Options%20Report%20January%202011(2).pdf)

Mississauga Inspiration Lakeview – Phase 1 Background Report, 2010

<http://www5.mississauga.ca/marketing/websites/lakeview/downloads/Phase1ReportDRAFT101124.pdf>

Windsor Central Riverfront Implementation Plan Review,

<http://www.citywindsor.ca/residents/planning/plans-and-community-information/major-projects/central-riverfront-implementation-plan/documents/crip-progress-9-segments.pdf>

Hamilton West Harbour Waterfront Recreation Master Plan, 2010

http://www.hamilton.ca/NR/rdonlyres/10C785FC-D721-4723-99EF-DF253D9D6BAE/0/WebVersionD-TAH_draft50revisednewlastpage.pdf

Whitby Waterfront Parks and Open Space Master Plan, Phase 1, 2011

http://www.whitby.ca/en/discoverwhitby/resources/cm-Report_Waterfrontmasterplanphaseone.pdf

Niagara Lakefront Enhancement Strategy, Early Findings Report, 2013

<http://www.niagararegion.ca/living/water/lakefront-enhancement/pdf/early-findings-report.pdf>

Brockville Downtown & Waterfront Master Plan & Urban Design Strategy, 2009

http://city.brockville.on.ca/UploadedFiles/Brockville_DW%20MPUDS_Dec%2018.pdf

Pickering Frenchman's Bay Waterfront Master Plan, 2012

http://www.pickering.ca/en/discovering/resources/FBW_Masterplan.pdf

