

APPENDIX 2. Participants' Workbook



DON GREENWAY WORKSHOP

PARTICIPANTS' WORKBOOK

SEPTEMBER 18, 2007

**The Historic Distillery District (Boiler House Complex)
55 Mill Street, Toronto
Archeo Restaurant, Building #45**



WHAT'S INSIDE...

Agenda
Objectives
Ground Rules
History of the Greenway Idea
Don Mouth Naturalization and Port Lands Flood Protection Project/EA
Lower Don Lands Framework Plan
Discussion Questions

AGENDA

| | | |
|---------|--|--|
| 4:00 pm | Welcome and agenda overview | Suzanne Barrett, Facilitator |
| 4:05 pm | Opening remarks | John Campell/Christopher Glaisek, Waterfront Toronto Councillor Paula Fletcher |
| 4:15 pm | Importance of the Don Greenway | David Crombie, Canadian Urban Institute |
| 4:25 pm | History of the Don Greenway idea | John Wilson, Chair, Task Force to Bring Back the Don |
| 4:40 pm | Don Mouth Naturalization and Port Lands Flood Protection EA | Paul Murray, Gartner Lee Steve Willis, MMM Group |
| 4:55 pm | Questions of clarification | |
| 5:00 pm | Initial concepts for the Lower Don Lands framework plan | Michael Van Valkenburgh, MVVA Associates, with Steve Apfelbaum, Applied Ecological Services, Inc |
| 5:30 pm | Questions of clarification | |
| 5:40 pm | Supper break | |
| 6:00 pm | Round table discussions | All |
| 7:00 pm | Plenary reports | Table facilitators |
| 7:40 pm | Summary | Suzanne Barrett |
| 7:55 pm | Concluding remarks and next steps | Christopher Glaisek, Waterfront Toronto |
| 8:00 pm | Adjourn | |

WORKSHOP OBJECTIVES

The objectives of this workshop are to:

1. Develop consensus on the functions and uses of the Don Greenway.
2. Identify opportunities to resolve any remaining issues.
3. Provide input regarding the functions and uses of the Don Greenway to the:
 - EA team for the Don Mouth Naturalization and Port Lands Flood Protection Project,
 - MVVA team for the Lower Don Lands Framework Plan,
 - Future planning for lands between the Ship Channel and Unwin Avenue, and
 - Lake Ontario Park Plan.

PARTICIPANTS' GROUND RULES

- ~ All participants should treat each other as equals, regardless of “rank” or position in your organizations.
- ~ Accept the concerns and goals of others. You don’t have to agree with each other, but respect people’s rights to have different opinions.
- ~ Everyone should have an opportunity to be heard.
- ~ Try to consider the best interests of the total system, not just a specific interest.
- ~ All ideas are relevant and all questions are valid. If you don’t understand something, ask.
- ~ Allow the facilitator to guide the process but stay in charge of the content.
- ~ Seek consensus, but keep track of differences of opinion for future work.

HISTORY OF THE DON GREENWAY IDEA

Interim Report of the Royal Commission of the Future of the Toronto Waterfront (RCFTW), 1989

The RCFTW was established in 1988 as a federal inquiry, headed by the Honourable David Crombie, with a mandate to make recommendations on the future of the Toronto waterfront. This first interim report identifies the need for a general greenbelt along the entire waterfront for wildlife habitat and migration, recreation, aesthetics and improvement of microclimatic conditions. The Leslie Street Spit is recognized as a potential urban wilderness park. A call is made to physically link the waterfront to the river valley systems and for a continuous trail system within natural areas.

Watershed: Interim Report of the Royal Commission of the Future of the Toronto Waterfront, 1990

In this second interim report, the RCFTW recommends a Don Valley Wildlife Corridor from the Keating Channel to the Ship Channel along the approximate location of Don Roadway, with another greenspace slightly southeast running from the Ship Channel to a park on the north shore of the harbour (pg 139). The Corridor is described as running from the Mouth of the Don to Unwin Street. The greenway was to be a City park serving as a wildlife corridor and a direct link from the Don Valley to greenspace that was adjacent to the Leslie Street Spit.

Pathways: Towards an Ecosystem Approach (Report on Phases I and II of Environmental Audit of Toronto's East Bayfront and Port Industrial Area, by Joanna Kidd and Suzanne Barrett for the Royal Commission of the Future of the Toronto Waterfront), 1991

This report recommends that the City of Toronto should create wildlife corridors linking the north shore of the Outer Harbour to the Don Valley, Leslie Street Spit and Ahsbridge's Bay Park. These should be wide enough to provide buffers between wildlife and adjacent human land uses. Native plants should be used as part of a naturalization process. Connections for wildlife movement through the Don Valley should be developed in association with the Task Force to Bring Back the Don.

Bringing Back the Don: Task Force to Bring Back the Don, 1991

The Task Force to Bring Back the Don proposed a delta/marsh south of the Keating Channel's location, extending to the Ship Channel. The delta's role was natural river mouth function, but boardwalks and other pathways are included to increase education and recreational opportunities. The marsh is seen as aquatic habitat and a setting for low density "green industry".

Regeneration: Toronto's Waterfront and the Sustainable City (Final Report of RCFTW), 1992

A special feature of the report is an article on Healing an Urban Watershed: the Story of the Don, written by Michael Hough. Based in part on Bringing Back the Don, this article describes the roles of the greenway as being to provide buffers between wildlife and human uses, and link parks and green spaces. It shows a greenway on either side of an extended Don Roadway (with bridge across Ship Channel), within the context of a number of green areas within a delta. It describes a wildlife corridor continuing south from a new Don Mouth to natural areas along the north shore of the Outer Harbour with links to Tommy Thompson Park.

Forty Steps to a New Don, Don Watershed Task Force (chaired by Mark Wilson), Metropolitan Toronto and Region Conservation Authority, 1994

This blueprint for regeneration across the Don Watershed recommends a wildlife corridor, improved linkages for human access, plus roles in flood control, remediation of contaminated soil, re-establishment of historical form and function of mouth of the river.

Metropolitan Waterfront Plan, 1994

Generally, the Waterfront Green Space System was seen to restore ecosystem integrity, improve physical connections to other green spaces and provide recreation opportunities. Map (schedule I) shows a greenway running from the Don River Mouth to about Unwin Ave, (northern boundary of the proposed "THC Waterfront Park") in the approximate area of Don Roadway.

The Official Plan of the Municipality of Metropolitan Toronto: The Living Metropolis, 1994

Green space in general was to be planned and managed for protecting and rehabilitating the integrity of the natural features and ecological functions, improving physical connections to other green spaces and recreation. Map 5 shows the greenway running along the approximate location of Don Roadway from the mouth of the Don River to Unwin, connecting with parkland on the north shore of the Outer Harbour.

Greening the Toronto Port Lands, by Michael Hough, Beth Benson and Jeff Evenson for the Waterfront Regeneration Trust, 1997

This book establishes a framework for green infrastructure: wide corridors, narrow corridors, major parks, minor parks, water's edge promenades and development parcel landscapes. The Don Greenway is classified as a wide corridor, providing stormwater management, wildlife movement, wildlife habitat, air quality improvement, noise

abatement, microclimate enhancement, soil and groundwater management, sense of place and recreational opportunities. Six wide corridors are recommended, including one along the Don Roadway continuing south of the Ship Channel to Unwin and the North Shore Parklands.

A Living Place, by Joanna Kidd for the Living Bay Study Group, 1998

This report describes a plan to protect and enhance fish and wildlife habitat within Toronto Bay. Besides providing for terrestrial habitat and wildlife movement, corridors are seen to improve air quality and aesthetics and provide locations for recreation. A green corridor is shown on each side of Don Roadway, with a wider corridor extending from Commissioners Street to the Ship Channel and continuing to Unwin.

Our Toronto Waterfront! The Wave of the Future, City of Toronto, 1999

This vision document covers the waterfront from Etobicoke to Rouge Park. A green linkage is shown along approximately the location of Cherry Street from north of Lakeshore to the Ship Channel, and then south to the Harbour. General roles of greening in the Don River area are given: restoration of the mouth of the Don, re-creating marsh land, flood control and the resulting removal of constraints on development in the Port Lands and East Bayfront.

Design Concept: Don Roadway Open Space Corridor. TEDCO in partnership with Task Force to Bring Back the Don, 1999

This report provides an implementation scheme for the Don Roadway portion of the more general green infrastructure vision of *Greening the Toronto Port Lands*. The greenway is seen as a wildlife corridor to connect existing habitat and provide new habitat for foraging and migrating wildlife, stormwater management, improved microclimatic conditions, recreation and education opportunities, and aesthetic benefits. The report notes that TEDCO's concept plan for the redevelopment of the Port area has shown a green corridor along the east side of Don Roadway since the mid 1980's. It is shown as extending south from Lakeshore along both sides of Don Roadway, then continuing along the east side of the road from south of Villiers Street, ending at the Ship Channel.

Unlocking Toronto's Port Lands, City of Toronto, 1999

This report provides a plan for the Port Lands to revitalize vacant land, attract new business, improve the appearance and environmental quality of the area, solve flooding issues, and improve access and connections to adjacent areas. The greenway is shown as a major north-south corridor for stormwater treatment, a pedestrian trail, wildlife habitat linking the Don mouth to "North Shore Park" and to Tommy Thomson Park. Specific elements to be incorporated into this greenway: modifications of dockwalls of Ship Channel to permit wildlife access, wildlife culverts under all east-west road crossings of the greenway, viewing areas for the public, and stormwater ponds. The greenway is shown as being on the east side of Don Roadway, from the Gardiner to the Ship Channel and continuing south to Unwin, where parkland would continue to the harbour.

Unlocking Toronto's Port Lands: Consultation Results, City of Toronto, 2000

This report by Lura Consulting documents public consultation on *Unlocking Toronto's Port Lands* (1999). Working groups were formed to comment on and refine the vision presented in *Unlocking*. 350 people and 75 companies were involved in the consultation process. The community vision includes a major swath of green space connecting the south end of the Don Valley via the north shore area to the Leslie Street Spit, providing wildlife and bird habitat and travel corridors. The industrial/business forum vision shows a greenway to the east of Don Roadway, from Lakeshore to Unwin.

Toronto Olympic Bid Environmental Assessment Report, Marshall Macklin Monaghan (lead) for Toronto 2008 Olympic Bid Corporation, 2001

General roles for green infrastructure are listed: provide multi-functional framework for development (attractive and functionally useful setting); protect and restore health and biodiversity of land, air and water; provide linkages; increase natural habitats and wildlife movement; enhance recreational opportunities (e.g. trails); improve aesthetics; improve public access; improve air quality; reduce noise; enhance microclimate; and manage stormwater, soils and groundwater. Figure 6-2 shows a greenway running from parkland southeast of the Don to the Ship Channel, to the west of an extended Don Roadway.

Making Waves, Central Waterfront Part II Plan, City of Toronto, 2001

This report, prepared by Urban Strategies, shows the greenway connecting the Don Valley, Tommy Thomson Park and Lake Ontario, specifically from the mouth of the Don, meandering along the west of Don Roadway to the Ship Channel, then straight to parkland at the harbour. The greenway is described: "A new green, natural heritage corridor will be created in the centre of the Port Lands, functioning as an important open space connection linking the Don Valley, Tommy Thompson Park and Lake Ontario. The corridor will be a key component of the Centre for Creativity and Innovation offering a unique amenity attractive to knowledge-based industries of all types. In addition to providing local open space and subject to its Natural Heritage designation in the Official Plan, the corridor will be

able to fulfill a variety of functions, including neighbourhood recreation, compatible community uses, multi-use pathways, a wildlife corridor and habitat, and a receptor for stormwater from adjacent communities”.

Our Waterfront: Gateway to a New Canada (The Development Plan and Business Strategy for the Revitalization of the Toronto Waterfront) by Toronto Waterfront Revitalization Corporation, 2002

A discontinuous series of green and blue corridors is shown running north and south of the Ship Channel. The largest of these extends from the reconfigured Don River Mouth along the Don Roadway, across the Ship Channel to Lake Ontario Park (LOP). Linkage is described between LOP and Tommy Thompson Park and the naturalized Don Mouth is identified as a priority.

Central Waterfront Public Space Framework, by Urban Strategies for Toronto Waterfront Revitalization Corporation, 2003

A green connection is shown between the Don Mouth and Lake Ontario Park for wildlife habitat and movement, active and passive recreation and trails, as well as stormwater functions. Many uses and ecosystems are envisioned as co-existing. The greenway is shown extending from Commissioners Park (south of the Don River mouth near the Keating Channel) west of the Don Roadway, south to the Ship Channel and then continuing south to LOP.

Toronto Official Plan, 2006

Refers to Toronto Waterfront Secondary Plan for specifics. The Natural Areas Policy

4.3.3 states: “The areas shown as *Natural Areas* on Maps 13-23 will be maintained primarily in a natural state, while allowing for:

- a) compatible recreational, cultural and educational uses and facilities that minimize adverse impacts on natural features and function; and
- b) conservation projects, public transit, public works and utilities for which no reasonable alternatives are available, and that are designed to have only minimal adverse impacts on natural features and functions.”

Port Lands Implementation Strategy, Toronto Waterfront Revitalization Corporation, 2006

This report implements the policies of the Central Waterfront Secondary Plan at a finer scale. There was a Community Advisory Committee as well as public consultation meetings and a landowners/tenants meeting. Roles of the greenway: hydraulic function, stormwater, terrestrial corridor, may include common open space features such as sports fields, gardens and informal park spaces. While the intention is to create a green link, roadways, walkways or similar uses may also be located within the greenway provided that these features do not pose an impediment to the flow characteristics of a flooding spillway function. The greenway is shown west of Don Greenway from Commissioners Park (south shore of Keating Channel) to Ship Channel continuing south of Ship Channel to Lake Ontario Park. The Martin Goodman Trail is shown as crossing the Ship Channel but no bridge is shown.

DON MOUTH NATURALIZATION AND PORT LANDS FLOOD PROTECTION PROJECT (DMNP) AND ENVIRONMENTAL ASSESSMENT

Objectives

The Don Mouth Naturalization and Port Lands Flood Protection Project (DMNP) seeks to design a river mouth that works. The Project will remove the risk of flooding of 230 hectares of urban land to the east and south of the river and transform the existing mouth of the Don River into a healthier, sustainable, more natural river outlet to the lake. The Project must also respect both the future plans for urbanization and the needs and interests of the many other activities in the area. This is particularly challenging for the mouth of the Don since it is located in an area with a rich cultural heritage that is also densely occupied by the roads, buildings, bridges, trails, and other infrastructure that is essential to making our city work.

Process and Timelines

TRCA and their consultant team, led by Gartner Lee and SENES, are undertaking a coordinated Environmental Assessment process to determine an alternative that best meets the objectives while at the same time addressing both provincial (Individual Environmental Assessment) and federal (Environmental Screening) requirements.

The first stage of the provincial EA process requires the establishment of an EA Terms of Reference (ToR) that outlines how the EA will be conducted. The Project received approval of the EA ToR from the Minister of Environment in August 2006.

In fall 2006, TRCA and the consultant team began the further development and evaluation of alternatives based on the guidelines established in the approved EA Terms of Reference. TRCA and the consultant team have also been working closely with Waterfront Toronto throughout the International Design Competition Process for the Lower Don Lands, recognizing that elements of the design submitted by the winning team would become an additional alternative to be considered through the EA process. Since the conclusion of the design competition in May 2007, TRCA and their consulting team, Waterfront Toronto, the City of Toronto, and the winning design team (led by Michael Van Valkenburgh Associates - MVVA) have been working together to incorporate the new alternative into the EA process. This Don Greenway Workshop is but one aspect of the integration and information gathering process that is required to build the MVVA design into the DMNP EA process.

Once a preferred alternative is selected, likely early- to mid- 2008, TRCA and Gartner Lee will begin the development of an Environmental Screening (to meet federal regulations) based on the preferred alternative.

As the EA continues to progress, the public will have a number of opportunities to review and provide input into the development of the preferred alternative. We anticipate submission of the documentation for both the federal and provincial EAs for public and government approval in late 2008. Construction of Phase I of the project may commence as early as 2010.

Alternatives

The study area identified in the approved EA ToR is outlined in the following map.



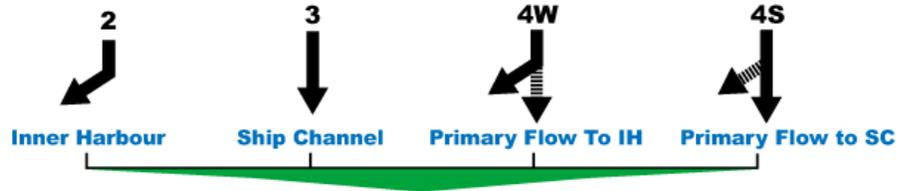
Within this study area, four alternatives (discharge points) were identified in the EA ToR:



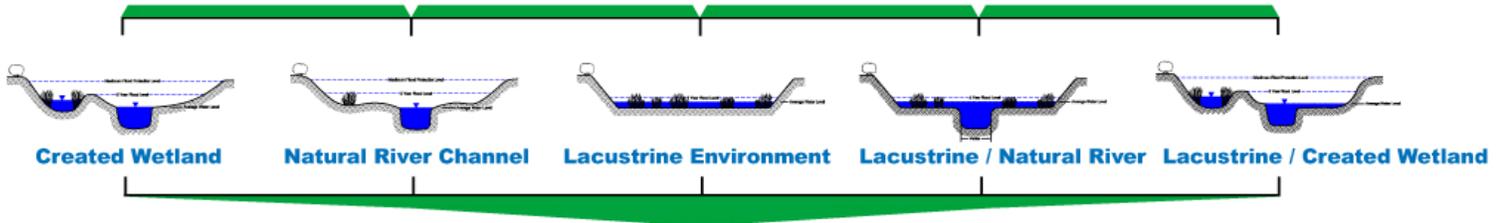
The ToR defines Alternative 4 (W and S) as having one primary channel (assumed 300 m wide) and one regional overflow channel (200 - 300 m wide). Alternatives 3 and 4S envisioned the Don Greenway as a river mouth, providing both greenway and naturalized river mouth functions. Alternative 4W aligns the greenway with a proposed overflow spillway function.

Based on these original discharge points, a long list of alternatives was developed by considering a range of channel cross-sections and habitat types for each of the original four alternatives. These channel cross-section and habitat types are typical of streams found naturally along the north shore of Lake Ontario. The diagram below shows how the long list of alternatives was developed by considering a multitude of combinations.

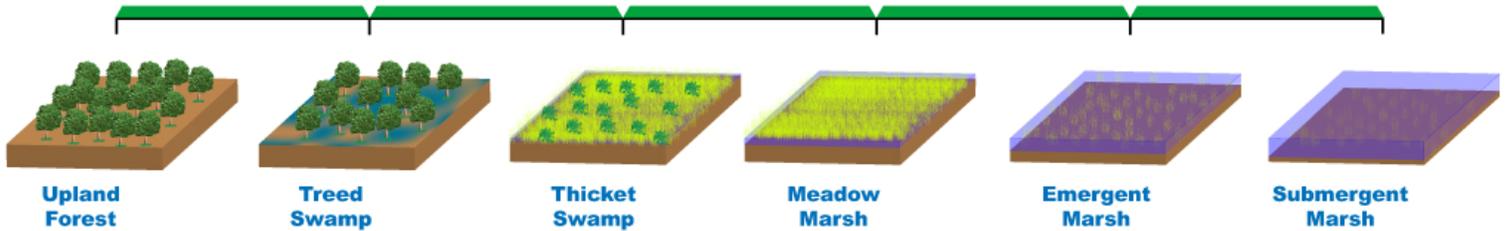
Discharge Points



Cross-Sections



Habitat (Vegetation Communities)

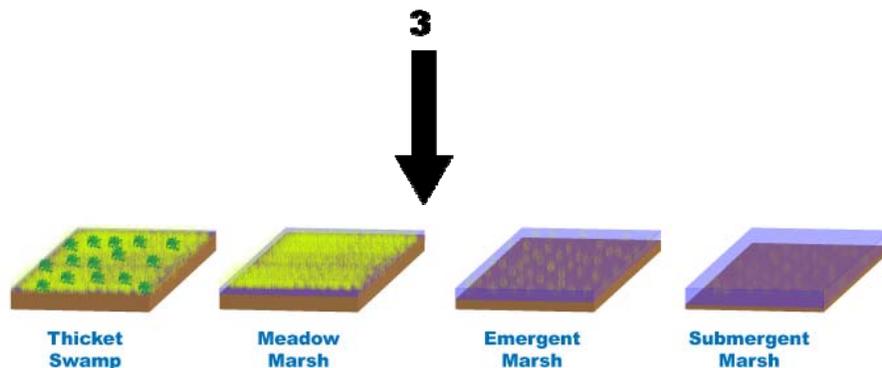


An initial screening of this long list of alternatives was conducted in fall 2006 on the basis of whether a particular combination of discharge point, channel cross-section and habitat type would be able to convey the Regulatory Flood and whether in so doing, the desired habitats would be self-sustaining over time.

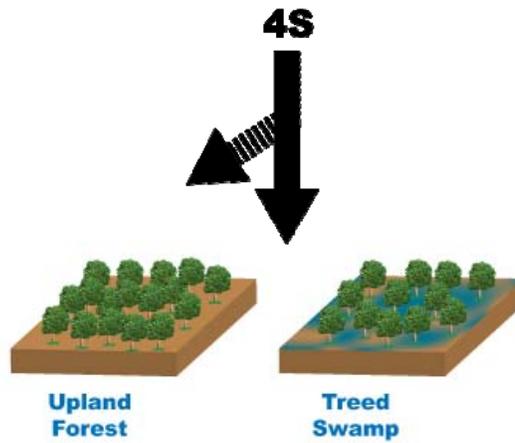
Generally speaking, if the combination of floodplain width and resistance to flow (ie. larger trees produce higher resistance to flood flows) was such that the Regulatory Flood could not be contained within the created valley system, then that alternative was screened out. Conversely, if the channel and floodplain conditions were such that the required depth and frequency of inundation made it impossible for a desired vegetation community to be self-sustaining, that alternative was also screened out.

Alternative 2 did not propose to use lands within the Greenway alignment.

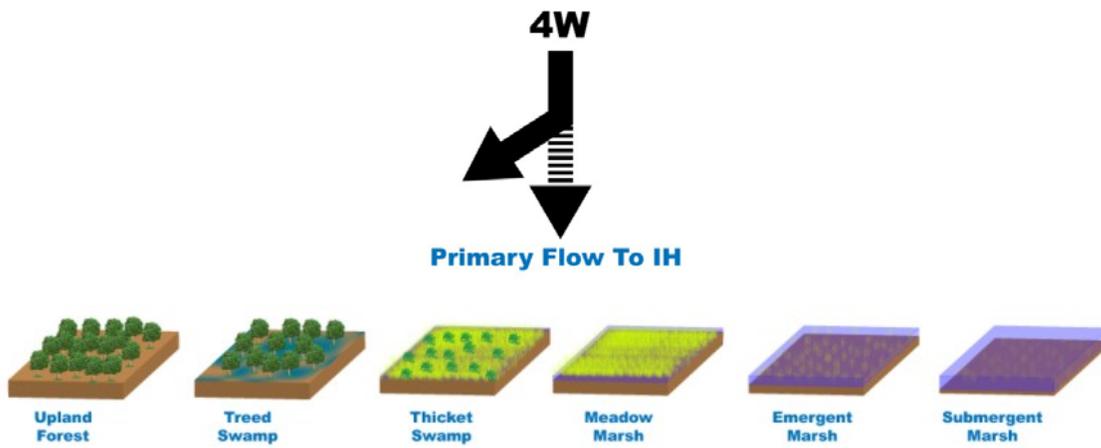
For Alternative 3, it was determined that only those physical conditions that allowed the establishment of thicket swamp, meadow marsh, emergent marsh and submergent marsh were viable alternatives for further consideration given the need to pass the entire Regulatory Storm through one discharge point. Other vegetation types would exert too much resistance to contain the entire Regulatory Storm within the dimensions of the proposed constructed floodplain.



For Alternative 4S, upland forest and treed swamps were also viable habitat types along the primary channel given that the proposed overflow channel leading to the Inner Harbour would be able to convey flows up to the Regional Storm.



For Alternative 4W, the overflow spillway could include upland habitat types, again, due to the additional amount of area and hydraulic conveyance associated with the two channel alternatives.



Following the results of the International Design Competition, a new alternative discharge point is being developed for inclusion in the evaluation of alternatives. This new alternative discharge point can be identified as Alternative 4SW with a primary channel flowing to the Inner Harbour through the Port Lands, bounded by two overflow channels - one wet overflow channel to the north through the existing Keating Channel, and one potentially dry overflow channel going south to the Ship Channel along a Don Greenway which had been moderately realigned to the west. The integration process is ongoing.

The Don Greenway as reflected in the EA

To summarize, the Don Greenway is reflected in the EA either as a river mouth or as an overflow spillway.

If a single discharge point is selected through the EA process, the range of viable habitat types in the Greenway is reduced to submergent, emergent, meadow and thicket vegetation species. Given the physical conditions that a single discharge point alternative would be required to maintain in order to convey the Regulatory Storm, the range of viable secondary land uses would also be significantly limited.

For those alternatives with two or more discharge points, the range of viable habitat types to be considered for the Greenway increases to include treed swamp and upland forest conditions. Under such alternatives, there would also be much more flexibility in considering a range of secondary land uses within the Greenway, including trail systems, open fields and possibly sports fields.

LOWER DON LANDS FRAMEWORK PLAN

Design Competition

The Lower Don Lands run from the Parliament Street Slip east to the Don Roadway and from the rail corridor south to Commissioners.

Over the past three decades, public calls for the naturalization of the mouth of the Don River have grown steadily stronger. At the same time, waterfront revitalization efforts have put increasing pressures on the Lower Don Lands area, which sits squarely between three emerging new neighbourhoods; the West Don lands, the East Bayfront, and the Port Lands. Initial planning has already begun for bringing new roads and new transit infrastructure through the Lower Don Lands to service new development – overlapping the same area being studied for naturalization of the river mouth and creation of a flood protection system. However, until now, no comprehensive process has been established to produce an overall vision for integrating these various initiatives while simultaneously addressing the complex technical challenges this area presents.

Waterfront Toronto in cooperation with Toronto Region Conservation (TRCA) and the City of Toronto launched an Innovative Design Competition in February 2007.

The goals of the competition were to:

1. Naturalize the mouth of the Don River
2. Create a continuous riverfront park system
3. Provide for harmonious new development
4. Connect waterfront neighbourhoods
5. Prioritize public transit
6. Develop a gateway into the Port Lands
7. Humanize existing infrastructure
8. Enhance the Martin Goodman Trail
9. Expand opportunities for interaction with the water
10. Promote sustainable development

Four multi-disciplinary international design teams submitted proposals for consideration. Mid-term and final reviews were conducted by a Don Mouth Naturalization and Port Lands Flood Protection EA technical review team, a City of Toronto technical review team, and a Community Liaison Committee team. Presentations by the individual design teams were given to the general public, from which public comment was consolidated and a report prepared. Waterfront Toronto appointed an independent jury to review presentations by the design teams, the two technical review teams, the community liaison committee, and the general public comment summary. From this process, the team led by Michael Van Valkenburgh Associates (MVVA) was selected as the winning team.

Vision

The MVVA Team's vision for the Lower Don Lands is that of an urban estuary, a place of exchange, where liveable urban neighbourhoods and robust natural systems intermingle in a balanced yet dynamic relationship to create a unique environment.



Process and timelines

Prior to the selection of a preferred alternative by the Don Mouth EA, the Lower Don Lands work will focus on data gathering for the site and verification of assumptions within the competition design. As part of this verification process, the design will be discussed with city agencies, technical advisors and stakeholder groups.

If the competition winning design is selected as a preferred alternative by the Don Mouth EA, Precinct Plans and EA's will begin for the Lower Don Lands neighborhoods. These processes will include added opportunities for public involvement.

Highlights of the Lower Don Lands concept

The MVVA Team approached the competition with two initial questions: "Where does the mouth of the Don River want to be and what form does it want to take?"

The MVVA Team proposal for the Lower Don Lands originates from these questions and from a very simple observation about the two types of park that one encounters in Toronto: the traditional square derived from the urban grid, and the irregularly formed parks generated from the natural curves of the Don River. Given these two distinct typologies, and Waterfront Toronto's objectives in undertaking the naturalization project, it seemed apparent that the new greenway park and river mouth should take their cues from river morphology, rather than the existing urban condition as represented by the right angles of the Keating Channel.

The MVVA Team proposal consolidates the program of naturalized mouth, floodway, and recreational park into a single and complex central parkland along the new alignment of the Don River. Naturalizing the mouth of the river in this way has the broadest possible effect on the Lower Don Lands, creating miles of parkfront property and a sustainable "urban estuary" of great richness and complex mixing on multiple levels: spatial, ecological, functional, economic and social. Most importantly, it makes new parkland very close to the new neighbourhoods for all to enjoy. In shifting pre-established boundaries, new possibilities are opened up for new relationships between city, river, and lake. Finally, the relocation of the mouth of the river reasserts the presence of the river in its city. The riverside park extends into the Inner Harbour with a new hill that will make a magnificent prospect for Torontonians to experience the lake's edge.



The Don Greenway

The MVVA concept creates two greenways for the Don River: an east-west oriented greenway that acts as an ecological stepping stone at the reinvented mouth of the river, and a north-south greenway creating a lush natural connection from the Don River southward.



Relationship to EAs and other planning processes

The Framework Plan for the Lower Don Lands will become the vehicle for coordinating the parallel planning efforts of the Don Mouth EA, transit and master servicing EAs, and the goals of the Secondary Plan. If the competition winning design is selected as a preferred alternative by the Don Mouth EA, the Framework Plan will continue its role as a guide to future Precinct Plans and EAs in the adjacent Lower Don Lands neighborhoods, creating a united vision for the emerging Port Lands.

DISCUSSION QUESTIONS

| Question 1: What functions should the Greenway perform, in addition to flood conveyance? | Question 2: How important are these functions? Place a check mark in the appropriate box | | |
|---|--|--------|-----|
| | High | Medium | Low |
| Uses by wildlife? | | | |
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Question 3: Based on these functions and priorities, what kind of place should the Greenway be? What it should look like/feel like?

Question 4: What other advice do you have regarding the Greenway?

Question 5: Do you know of good examples of greenways in other places? If so, where?

Please hand in your comment sheets to Andrea Kelemen before you leave, or send them to her by fax 416-214-4591 or mail 20 Bay Street, Suite 1310, Toronto, ON M5J 2N8 by September 25th, 2007.

Thank you for your participation!

**Your name:
Phone number:**