

2020 Marine Use Strategy

SUMMARY GUIDE

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Executive Summary

In 2006, Waterfront Toronto commissioned the development of a Marine Use Strategy to ensure that the diverse marine uses and users are accommodated in appropriate locations with adequate facilities in the context of waterfront revitalization. The document, in general, included: a comprehensive inventory of marine users (industrial, commercial and recreational), facilities, programs and events on the waterfront; a range of marine issues affecting the waterfront, identifying members of the waterfront marine community, a market study to assess future demand of marine facilities, a list of required improvements to meet future demands; and an implementation strategy to achieve the improvements.

The 2006 Marine Use Strategy Vision “embraces the community of marine uses and users on the waterfront” and was built around the following five (5) core themes:

- Recognizing and Expanding an Exceptional Resource - Protect and expand the range of facilities and opportunities for marine users;
- Embracing Integrated and Sustainable Planning on the Waterfront - Ensure that a diverse range of marine uses as well as marine compatibility, safety and environment are considered in waterfront planning processes;
- Promoting an Active, Diverse and Accessible Waterfront - Plan and support an animated waterfront for all, on land and in the water;
- Planning Marine Districts through Revitalization - Identify specific opportunities to take advantage of marine use opportunities as planning for districts progresses;
- Implementing the Strategy through Steady Investment - Monitor marine uses and supporting facilities and infrastructure and cooperate with stakeholders to facilitate consistent and accountable investment;

Despite changes that have taken place over the past 14 years in regard to marine uses on the waterfront, the overall Vision as well as the five themes surrounding this Vision are considered still relevant today. This update of the 2006 strategy therefore focuses on defining next steps, action plans and recommendations to start implementing the strategy, while also addressing some new development such as the flood protection work on the mouth of the Don River.

2020 MARINE USE STRATEGY & IMPLEMENTATION PLAN

In June 2019, Waterfront Toronto (WT) in partnership with PortsToronto (PT), Toronto and Region Conservation Authority (TRCA) and the City of Toronto (City) retained WSP Canada to update the 2006 Marine Use Strategy with an emphasis on implementation of priorities for the Inner Harbour. The Marine Use Strategy is one component of a much broader waterfront revitalization initiative and covers an area with a long history of planning and marine use.

As with any good strategy, a revisit allows for benchmarking of earlier ideas and facilitates an update to accommodate recent developments. Updating the 2006 Marine Use Strategy will allow for aligning with new planning initiatives, on-going and planned development projects, infrastructure investments and habitat restoration projects. It will also address the growing and expanding user base and interest in water-related recreation and transportation.

The study area encompasses two parts, the ‘Primary Focus Area’ and the ‘Larger Study Area’, as also illustrated in the figure below:

STUDY AREA

Primary Focus Area: This area will undergo the most significant change over the next 5-10 years and henceforth requires priority focus to integrate groundside design and programming decisions with Marine Use Strategy actions.

Larger Study Area: This area includes the remainder of the Inner Harbour, the Toronto Islands, Ontario Place, Port Lands, the Outer Harbour and Leslie Spit. This area was delineated to encompass any likely expansion of water-based transportation activity and to consider potential alternative mooring locations for those that may be impacted by revitalization activity in the Primary Focus Area.

The main objectives in updating the 2006 Marine Use Strategy are defined as follows:

- Ensuring that marine uses and users are accommodated in appropriate locations with adequate facilities in the context of Waterfront Revitalization;
- Maintaining a proper balance of marine uses as waterfront revitalization progresses (including commercial shipping, tour boats, recreational boating and water-based transportation);

- Prioritization of implementation strategies by order of urgency;
- Identification of implementation responsibilities;
- Ensuring that the updated strategy will be used by all parties (Waterfront Toronto, City, PortsToronto, TRCA) to:
 - Guide conceptual and detailed design of public and private investment in shoreline improvements;
 - Identify partnerships that will support successful implementation of key actions;
 - Provide a resource for inter-related planning processes within the study area, and;
 - Inform long-term capital funding requests.

STAKEHOLDER ENGAGEMENT

Throughout the development of the Marine Use Strategy, several touch-points, feedback and information sessions were held with the following stakeholders and partners:

Stakeholder Advisory Committee (SAC): The SAC is a forum for key waterfront stakeholders representing diverse interests (i.e. user groups, resident associations,

waterfront businesses) that acted as a sounding board for the project team through the development of ideas and recommendations; provided guidance, critique and suggestions arising through the study process; and assisted to identify potential stakeholder issues or concerns and how these might be addressed.

Technical Advisory Committee (TAC): The TAC is a representation of City departments and agencies with expertise in marine operations and programming within the study area (i.e. City of Toronto Fire, Police, EMS, Waterfront Parks, City Planning, Harbourfront Centre, etc.). This group provided advice and knowledge on the technical feasibility, validity, regulatory processes and likely success of ideas and solutions brought forward through each phase of the study process. The TAC was also requested to review draft technical background reports and analyses.

Public Information Sessions (PIC): Two Public Information Sessions were held during which the project team informed the public about the purpose of the study. During the first PIC, meaningful conversations were had, and feedback was solicited from the participants, which was fed back into the report. The second PIC will be used to inform the public about the final outcome of the study: the Summary of Recommendations and Considerations.



Indigenous Engagement: Engagement with Indigenous Communities was led by Waterfront Toronto under guidance of Indigenous Affairs Office at The City of Toronto. The project team presented to the Aboriginal Affairs Advisory Committee and consulted with the Toronto Inuit Association, the Toronto York Region Métis Council, Mississaugas of the Credit First Nation, Urban Indigenous groups through Toronto Aboriginal Support Services Council and waterfront Indigenous residents.

Harbourfront Centre: The project team engaged Harbourfront Centre through the SAC and TAC. Harbourfront Centre is a leading international centre for contemporary arts, culture and ideas, and a registered, charitable not-for-profit cultural organization operating a 10-acre campus on the central waterfront. Harbourfront Centre offers an array of water-based recreational activities for individuals of all abilities - including tour and charter boat operations, pleasure craft in marinas, recreational sailing, powerboating (Harbourfront Centre Sailing & Powerboating), canoeing, and kayaking, as well as hotel type accommodation aboard a boat. Harbourfront Centre also acts as a base or access point for a myriad of activities on the Toronto Islands with water taxis and marina and yacht tenders. Harbourfront Centre is also the owner and operator of two prime marinas on the central waterfront – Marina 4 and Marina Quay West - hosting many year-round boaters. In addition, Harbourfront Centre services and maintains over 32,000 square feet of boardwalks and dock walls. Harbourfront Centre maintains this infrastructure to accommodate more than 42 commercial vessels operated by 23 companies and various activities, including the piers, docks, fendering, utilities, the adjacent boardwalks and dock walls on York and John Quays, and additional properties managed as far west as Dan Leckie Way.

As the 2020 Marine Use Strategy moves forward into implementation phases, we will continue to engage stakeholders and ask for their feedback

MOVEMENT, MOORING & MANAGEMENT

The Marine Use Strategy is a multi-faceted document. It is meant to be aspirational – to provide a roadmap to creating a more animated and accessible waterfront city - but also practical and remind us of the need to maintain what we have today. And whether dealing with our past, present, or future, the Marine Use Strategy is meant to improve the ways in which we make decisions - big and small - that shape and improve our relationship to Lake Ontario, and to include diverse and representative stakeholder voices in that decision-making process.

To ensure adequate representation for each of these overarching goals, the Marine Use Strategy’s recommendations are divided into three key streams: Movement, Mooring and Management.

The **Movement** chapter is rooted in a principle of creating “more connections to more destinations”. This means not only making it easier to get people to the water’s edge, but also on, in and over the water. In this chapter you will find ideas and recommendations related to:

- the creation of continuous waterfront connections;
- ideas for the expansion of water-based public transportation; and
- recommendations for improving ‘landside’ planning, development and public space decisions, to provide more support for active marine uses.

The **Mooring** chapter is quite simply about boats. Where should boats of different sizes, needs and functions be located on our waterfront? Are certain mooring locations better suited to certain types of boats? And how do we support a growing interest in using all types of watercraft – from stand-up paddle boards, to kayaks and sailboats and cruise ships – as a means to enjoy all our waterfront has to offer. In the Mooring chapter you will find ideas and recommendations related to dockwall space; docking facilities; storage facilities; and the industrial port.

Finally, the **Management** chapter explores the question: “who does what?”. Toronto’s changing waterfront contains a number of moving parts, each managed by different partners. Numerous – and sometimes overlapping - jurisdictions, ownerships and legacy agreements, can often create confusion and delay, even for seemingly simple maintenance decisions. The Management chapter is therefore a ‘call to action’. It is an acknowledgement that improvements and greater clarity are needed with respect to the decision-making process for uses and activities in the water and along our shoreline; that these decisions ought to be made in a more consistent and transparent fashion; and that better co-ordination is needed when it comes to the state-of-good-repair investment in the infrastructure and assets that enable the public’s use and safe enjoyment of the water.



MOORING
Where do the boats go and How do we support growth?

- Dockwall space
- Docking facilities
- Storage facilities
- Industrial port

Management
Who does What?

- Dockwall ownership
- Dockwall user balance
- Safety
- High water levels
- Water quality
- Rules and guidelines for future plan development and construction Noise disturbance
- Security
- Maintenance & rehabilitation

Movement
How do we get from land to water, on and over the water?

- Continuous waterfront
- Water-based public transportation
- Land based accessibility
- Access to recreation facilities

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Summary
& Next Steps

6.1 / IMPLEMENTATION ROADMAP

6.1.1 / SUMMARY OF RECOMMENDATIONS

The implementation roadmap (refer to Section 6.2) summarizes all relevant recommendations that have been uncovered as part of the Marine Use Strategy. This summary not only lists the ideas, but also suggests responsible parties that should be involved.

Responsible Parties

The implementation roadmap lists responsible parties but does not indicate who should take leadership or ownership. This will, amongst other things, depend on the authority or jurisdiction the concerned parties have and is probably best decided at a later stage.

Process Improvement/Potential Policy Changes, Action (Pilot, Study) or Continued Consultation

All recommendations and considerations have been labelled as either a process improvement, statutory requirement, an actionable item or continued consultation.

- Process improvement/Potential Policy changes involves various “Authorities Having Jurisdiction” collaborating on potential changes to the current decision-making processes to ensure more coordination and inclusion of diverse and representative voices within the marine community.
- An **Action** implies the potential to implement a pilot project or to launch a follow-up study;
- **Continued Consultation** ensures the topic does not disappear of the agenda and obtains the follow-up it deserves.

6.1.2 / IMPLEMENTATION PHASES

Each recommendation is assigned an Implementation Phase, which will guide the urgency, timing and resources needed to further develop each recommendation; and/or advance these recommendations into actionable items, whether these actions be a pilot or feasibility study, process improvements, continued consultation and/or possible policy changes, amongst other tangible outcomes. Each of these recommendation sub-headings (responsible parties; supporting policy or project; continued consultation; and Implementation Phase) are described below.

As we move forward into implementation phases, we will continue to engage stakeholders and ask for their feedback.

Phase 1 (up to 1 year): Detailed Planning

This first phase begins immediately following completion of the Marine Use Strategy report, and consists of three parts:

- Establish the Terms of Reference of the Marine Coordinating Committee
- Complete Action items: Marine Use Strategy partners – working ‘in-house’ - will undertake additional investigation into the feasibility, timing and costs associated with recommended action items
- Confirm priority actions from the full list of recommendations

At the conclusion of this phase, Marine Use Strategy partners will seek necessary approval and authority from their respective decision-making bodies to proceed to Phase 2. For example, the City of Toronto anticipates submitting a report to Toronto City Council seeking specific direction to proceed (to be determined in Phase 1); while Waterfront Toronto and/or PortsToronto may require direction from their respective Boards of Directors. These requests may also involve seeking funding to advance additional technical studies and projects to be delivered in Phase 2; and further outline those longer-term, more capital-intensive projects to be delivered in Phase 3. This phase will continue up to 1-year.

Phase 2 (1- 5 years): Enabling Projects

Following necessary direction from decision-making authorities, Marine Use Strategy partners will begin implementation of high priority (as determined in Phase 1) small capital projects and further technical studies. It is expected 1- 5-year timeframe for this phase.

Phase 3 (5 years +): Capital Renewal & Expansion

Building on technical and feasibility studies completed in Phase 2, this project delivery-focused phase delivers long-term capital renewal and expansion projects. Examples include multi-user pier construction, expansion of piers and slips, long-term plans for dockwalls and other legacy structures, and needed investments at Harbourfront Centre. This phase will be 5+ years for implementation.



6.2 / IMPLEMENTATION ROADMAP

Following from the “Three M” approach (Movement, Mooring and Management), the following recommendations have been formulated as a “roadmap” for implementation.

	RECOMMENDATION	DESCRIPTION
MOVEMENT	Permitted Vehicular Ferry	Consider introducing a consolidated and dedicated permitted vehicular ferry service.
	Common Water Taxi Dock System	Carry out a review of the ongoing WT pilot & complete a feasibility study and comprehensive management strategy for a system of common user docks for water taxis across the waterfront
	Sea Bus System	Launch a feasibility study for the introduction of a sea bus system on the Waterfront
	Marine Nodes	Based on outcome of studies into <i>Common Water Taxi Dock System</i> and <i>Sea Bus System</i> , start developing Marine Nodes and routes as well as infrastructure requirements for landing system

MOORING	Coordinating Mooring on the Waterfront	Marine Coordination Committee will take leadership of coordinating mooring issues across the waterfront, of which the Parliament Street Slip is one (immediate) case
	Marina Slips	Launch a feasibility study to advise on the best option to increase marina slip capacity on the waterfront by identifying and comparing the following expansion options: (a) Parliament Street Slip, (b) Outer Harbour Marina, (c) Other Marina's & Yacht Clubs on the Waterfront, (d) Other
	Transient Mooring Facility (Kiss & Sail)	Launch a pilot project to test a temporary mooring facility
	Tour / Charter Boats	Determine how to deal with the tour / charter boat industry on the Toronto waterfront
	Floating Structures & Art on Water	Develop a process how to deal with non-publicly accessible (e.g. art) and publicly accessible (e.g. restaurants) floating structures and art in the Inner Harbour
	New Don Mouth Boating Management Strategy	Develop safety, security and navigation guidelines for marine use in and near Polson Slip, including strategies how to communicate these to the public and how to enforce these

RESPONSIBLE PARTIES	IMPLEMENTATION PHASE	PROCESS IMPROVEMENT / POTENTIAL POLICY CHANGES ACTION (PILOT, STUDY) / CONTINUED CONSULTATION	REPORT REFERENCE
City, PT, WT	Phase 1	Continued Consultation	3.3.2
WT, City, PT, Police Marine Unit	Phase 1	Action (Pilot)	3.3.3
WT, City, PT	Phase 2/3	Action (Study)	3.3.3
WT, City, PT, TRCA	Phase 2/3	Action (Study)	3.3.4

WT, City, PT, CreateTO, HFC, other potential agencies on the waterfront	Develop Committee Terms of Reference in Phase 1	Process Improvement	4.2.1
WT, City, PT	Phase 2/3	Action (Study)	4.3.2
WT, City, PT, CreateTO	Phase 1	Action (Pilot)	4.2.3
WT, City, PT, TRCA	Phase 1	Process Improvement	4.3.1
WT, City, PT, TRCA	Phase 2/3	Process Improvement	4.3.8
WT, PT, Lafarge Cement, Police Marine Unit, City	Phase 1	Process Improvement	4.4.6

	RECOMMENDATION	DESCRIPTION
MANAGEMENT	Marine Coordination Committee	Develop a co-chaired panel focused on review and constructive feedback on all manner of marine issues related to management
	Ownership & Maintenance Responsibilities	Develop and Maintain a Waters' Edge Ownership Composite Map' Evaluate and Simplify Maintenance Agreements & Responsibilities
	Mooring Agreement and Leasing Approvals Process	Establish a clear and consistent process for the submission and review of mooring and access proposals for the relocation, expansion and/or introduction of new water-based activities
	Co-ordinated state-of-good repair program for all shoreline infrastructure	Acknowledge the inter-connectedness of our shared and continuous shoreline in the protection of property, maintaining safe navigation routes, providing wildlife habitat, and supporting water and lakeside recreation and leisure; benefit from bulk procurement, greater access to infrastructure funding, standardized design, shared knowledge, etc.
	Life safety program	Conduct an audit of all existing safety stations and development a standardized approach for all safety stations, signage, etc. throughout the study area
	Stewardship and Leadership	Develop a coordinated approach to lake level management Engage First Nations as Stewards
	Engagement with Indigenous Communities	<p>Future engagement with Indigenous Communities should take place through:</p> <ul style="list-style-type: none"> • MCFN (to engage with Sustainable Economic Development Office for the actions where business opportunities could be identified) • Urban Indigenous groups through Toronto Aboriginal Support Services Council • Waterfront Indigenous residents (e.g. West Don neighborhood residents) <p>The following three streams of work can be further refined through the implementation phases</p> <ul style="list-style-type: none"> • Economic development: employment and support for Indigenous businesses (COT: IAO, EDC, Office of Partnerships; BIA and waterfront institutions and non-profit organizations such as HFC, Artscape, George Brown) • Place making and programmable spaces, dedicated facilities (COT: Planning, UD, PF&R, WT and other partners) • Learning & education, youth programs (COT: PF&R, HFC and non-profits and institutions)

RESPONSIBLE PARTIES	IMPLEMENTATION PHASE	PROCESS IMPROVEMENT / POTENTIAL POLICY CHANGES ACTION (PILOT, STUDY) / CONTINUED CONSULTATION	REPORT REFERENCE
WT, City, PT	Phase 1	Process Improvement	5.7
WT, City, PT, CreateTO	Phase 1	Process Improvement	5.2.1
WT, City, PT, CreateTO,	Phase 1	Process Improvement	5.3
WT, City, PT, CreateTO	Phase 1	Action (Pilot)	5.2.2
WT, City, PT, CreateTO	Phase 1	Action (Study)	5.5
City, PT	Phase 1	Continued Consultation	5.6
City, WT	Phase 1	Continued Consultation	5.5.6

6.3 / ITEMS FOR FURTHER CONSIDERATION

During the study, a large number of valuable ideas and insights were uncovered that could not be addressed in light of this strategy update but are worth capturing to provide potential follow up.

Items for further consideration are listed below and will be reviewed alongside with the Recommendations during all Implementation Phases.

TOPIC	CONSIDERATION	RESPONSIBLE PARTIES	REPORT REFERENCE
Navigation Conditions	Half of the proposed Marine Nodes for marine public (passenger) transportation (M1, M6-M8) are located outside the Inner Harbour. In this regard, it is important to emphasize that navigation conditions coming out of the Eastern Gap as well as out of the Western Channel can be challenging. Both these areas are exposed to incoming waves (often reflected off and as such amplified due to the presence of vertical wall structures), tend to be 'choppy' and are not favored by e.g. the water taxi industry. Developing these new Marine Nodes should therefore be considered in conjunction with the type of vessel capable of safely sailing to these locations.	WT, City, PT	3.4.1
Connectivity to Onshore Transit	For Marine Nodes M1-M5 it is important that they are in close proximity of existing or future planned onshore transit. If this onshore transit is not available (on a regular basis) within walking distance, passengers coming off the water are likely to take some form of private transport (taxi, uber) to leave the Waterfront. This can lead to further congestion of the already busy downtown area.	WT, City, PT	3.4.2
Ice Breaking	At present, three different organizations are responsible for ice breaking within the Inner Harbour: Ports Toronto, the City and the Marine Police Unit. Each organization looks after a different area within the port and as such serves different needs. In reviewing potential new Marine Nodes and different types of public marine transportation, the feasibility of year-round operations should be investigated.	City, PT, Police Marine Unit	3.4.3
Industrial Shipping	Recognize the importance of industrial shipping in the Port through: <ul style="list-style-type: none"> • Consider growing demand for (lake) shipping (low carbon transportation) • Coordination of vessel movements to avoid conflict and minimize operational interruptions 	City, PT	3.4.4
Finger Piers	When increasing mooring capacity on the waterfront, attention is to be paid to: <ul style="list-style-type: none"> • Environmental factors such as water levels, wind and waves in relation to the proposed finger piers at East Bayfront. Prevailing winds in this area may limit feasibility and usefulness • New finger piers must have access for vehicular supply • New finger piers should be located in the extension of an existing road 	WT, City	4.5.1

TOPIC	CONSIDERATION	RESPONSIBLE PARTIES	REPORT REFERENCE
Common User Dock	A common user facility for tour / charter boats for intake of services could be evaluated for fuel, but will not work for things like fresh water, supplies (food) and sewage, which is taken in and disposed of on a daily basis	WT, City, PT	4.5.2
Boat Repair	Need for facilities for boat repairs, maintenance and storage closer to the central waterfront (inner harbour or islands). With the development of the Port Lands area, several of these facilities have disappeared from the waterfront.	City, PT	4.5.3
Safety	Consider a universal boat ramp or dock for emergency response	City, PT	2.4.1
Active Recreation	New boat and kayak launches require vehicular access, loading areas, parking and storage	WT, City	4.5.5
Tour / Charter Boats	Examine opportunities for generating revenue from mooring fees or tour boat licenses	WT, City	2.4.1
Multi-user Pier / Public Realm	When considering the development of a cruise (multi-user pier) consider: <ul style="list-style-type: none"> • Actual (added) value of a new cruise terminal compared to maintaining current facility • Need to enhance the public realm, not reduce limited parks and open space (cruise terminal on a pier that expands the public realm and has the possibility for public events and amenities is consistent with the CWSP) • Accommodations for tugboats should be considered for large cruise ships • Large cruise ships in proximity to JLF Terminal may impact ferry traffic • Interest in incentivizing or encouraging cruise industry to go electric. Also, ideas to outfit more infrastructure to support electric boats 	WT, City, PT	4.5.4
Attractive Waterfront	In creating an attractive waterfront, consider: <ul style="list-style-type: none"> • Connecting East Bayfront to the central waterfront • More food and beverage outlets to attract (and keep) people at the waterfront • There is very limited parking on the central waterfront • Making the waterfront a year-round destination • Animating the waterfront with exciting boardwalks, introduce a landmark or anchor to attract more visitors • (Collective) marketing of available services on waterfront 	WT, City	4.5.5
Public Realm	Harbourfront Square Basin use for vessel berthing, or incorporate into the broader Ferry Terminal revitalization as a public realm asset	City	2.4.1

TOPIC	CONSIDERATION	RESPONSIBLE PARTIES	REPORT REFERENCE
Tourism Opportunities	Passive use of the Waterfront Waterfront Anchor / Destination Point: <ul style="list-style-type: none"> • Increase Food & Beverage outlets on the waterfront. In East consider East Bayfront and the Keating Channel). In West, consider Peter Street Slip (the Northern basin) and even Portland Street Slip (e.g. next to the silos); • Ensure a good balance between the fast-food/take-out/non-seating restaurants and the fine(r) dining establishments. The latter may be preferred; • Create a real destination point on the Waterfront (e.g. through a multi-user pier), offering a prime waterfront location for retail and F&B, additional park space and accommodation for mooring of large, visiting vessels, such as navy ships or tall ships, or even large cruise vessels. 	WT, City	4.5.5
		WT, City	
		WT, City, PT	
Tourism Opportunities	Active use of the Waterfront: <ul style="list-style-type: none"> • Ensure canoe / kayak rental at Villiers Island to facilitate active recreational marine use; • Consider the introduction of a canoe / kayak sharing schemes along the waterfront (similar to the bike sharing schemes); 	WT / City	2.4.1
Tourism Opportunities	Cultural use of the Waterfront: <ul style="list-style-type: none"> • Plan interpretive signage to help waterfront visitors understand the significance and heritage of marine activity on Toronto's waterfront; • Use the water's edge as a venue to educate people about marine uses and maritime history on the Toronto Waterfront; • Consider a maritime museum that can also serve as a starting point for a heritage marine walk. Consider combining this with indigenous history and combine the marine & Indigenous heritage into one 	WT / City	4.5.6
Tourism Opportunities	Market a True Waterfront Destination: <ul style="list-style-type: none"> • The City of Toronto to promote itself as a true waterfront destination (all ingredients for this are available, such as waterfront promenades, a beautiful skyline, a natural park (the spit), islands and lagoons (as sailing destination) as well as the nearby presence of an industrial port.) • Waterfront to be open year-round / create an all-season waterfront, where activities are happening throughout the year. 	WT / City / PT	4.5.6

