

Waterfront Revitalization Corporation Public Consultation and Participation Strategy

A1. INTRODUCTION

“The Corporation is committed to effective two-way communications with members of the public...(and) recognizes that public consultation is an integral part of the revitalization of Toronto’s Waterfront.”

Toronto Revitalization Corporation

The Waterfront Revitalization Corporation (or "Corporation") has a mandate to operate in one of the most complex urban communities in Canada. With unprecedented community and stakeholder interest and expectations for the future of Toronto’s waterfront, public consultation will play an important role in successful development and implementation of the Corporation’s projects – in the short and longer term.

To date, extensive community consultations have been undertaken on myriad keynote waterfront-based projects, including the work of the Waterfront Revitalization Task Force, the Toronto 2008 Olympic Bid, Portlands revitalization, Gardiner East dismantling, Wet Weather Flow Management Master Plan, Remedial Action Plan, Part II Plan for the Central Waterfront, among a host of others. Important consultations are now underway on key processes – including Harbourfront Parks and Toronto’s new Official Plan – that will further shape and define the waterfront. Further, public consultations have begun on the first of the Corporation’s priority projects – the Front Street Extension and Interchange.

The establishment of the Corporation and the initiation of its action plan for waterfront revitalization provide a tremendous opportunity to establish a public consultation strategy that builds on the considerable existing body of community knowledge, provides mechanisms to coordinate community participation in waterfront projects, and streamlines and integrates consultation activities for the development plan, business strategy, integrated environmental assessment, four priority projects and future projects.

This strategy:

- > demonstrates the Corporation’s commitment to meaningful public consultation and participation,
- > sets the standard for accountable and transparent project planning and delivery, and
- > is designed to meet and exceed the expectations of waterfront stakeholders.

A2. WHAT WE ARE STRIVING TO ACHIEVE

The Corporation initiated the development of this public consultation strategy by putting forward three key objectives: encouraging stakeholder participation; increasing awareness and understanding of the Corporation’s mandate; and accurately summarizing and reporting on the consultation results. This strategy is designed to fulfill those objectives by drawing on insights gained from a review of best practices from around the world¹, the consultation expectations of the communities, agencies and stakeholders interested in Toronto’s waterfront revitalization, as well as our team’s own experience and expertise.

Successful implementation of this strategy will achieve the following objectives:

1. Mobilize interest in waterfront revitalization, encourage stakeholder participation, increase awareness of the Corporation’s vision and mandate and reinforce the Corporation’s key values of transparency and accountability.
2. Build constituency, trust and support for the Corporation, its vision of the waterfront, its business plan and its individual projects among three levels of government, its elected officials, the corporate, non-governmental and community sectors and special interest groups by sharing accurate information in a timely way.
3. Meet the public consultation requirements of all the regulatory regimes in which the Corporation operates. This will include the federal and provincial environmental assessment processes and the municipal land use policy approval process.

4. Ensure productive public participation in decision-making by facilitating the input of creative ideas and knowledge – both expert and experiential – that will strengthen the information on which waterfront revitalization decisions are based.
5. Provide an opportunity for the Corporation to test its vision, ideas, strategies and projects as it formulates its business plan and development scenarios.
6. Build bridges between individuals and groups who have different opinions regarding waterfront revitalization by hearing from different networks of partners, stakeholders, citizens and communities and providing opportunities to learn from each other and resolve any conflicts.
7. Provide a comprehensive record of the results of citizen involvement in a manner that can be of direct use in decision-making.
8. Enable the Corporation to clearly demonstrate how public input was used.
9. Build capacity by enabling the creation of social capital, the emergence of leaders and, through collective action, help communities to attract financial, human and technical resources that may continue long after the activities of the Corporation are complete.

A3. CONTEXT

The Corporation’s public consultation strategy is based on a comprehensive understanding of the environment in which the consultation will take place. This includes consideration of the recent, current, and anticipated future consultation activities related to Toronto’s waterfront, the key issues raised by these processes, the Corporation’s mandate and activities, as well as any consultation requirements as defined by government agencies and the Corporation itself.

RECENT, ONGOING AND PLANNED CONSULTATION ACTIVITIES

Table 1 illustrates recent, ongoing and planned initiatives along Toronto’s waterfront that involve public consultation. In addition, recent regional and national consultations, such as those regarding the Great Lakes Water Quality Agreement, Romanow Task Force on Health Care, Canada’s Innovation Strategy, Canada’s Climate Change Consultations, and Ontario’s Smog Plan, will provide further valuable input to Toronto’s waterfront revitalization.

The recently completed consultations listed in Table 1 provide a valuable foundation for future work. In addition, it will be important to demonstrate to the public that previous input has not been forgotten and is being considered in ongoing and future work.

The ongoing consultations are an important element of the current context for the work of the Corporation, requiring coordination to ensure consistency of information provided to the public, sharing of public input results, and scheduling to avoid conflicts.

Table 1: Recent, Ongoing and Planned Waterfront Consultations

RECENT PROJECTS	PROPONENT	TIMING/STATUS
TO-2008 Olympic Bid	Olympic Bid Corporation	Completed spring 2001
Unlocking Toronto's Portlands	City of Toronto (UPDS)	Completed July 1999
Waterfront Culture & Heritage Infrastructure Plan	City of Toronto	November 2001
Our Toronto Waterfront	Toronto Waterfront Revitalization Task Force	Completed spring 2001
Our Toronto Waterfront – the Wave of the Future	City of Toronto	2000
Fort York: Setting it Right	Friends of Fort York and Garrison Common & The Fort York Mgt Board	Completed June 2000
Obstacles and Opportunities: Realizing the potential of the West Don Lands	West Don Lands Committee	November 1999
Port Relocation	Transport Canada/Toronto Port Authority	Fall 1999
Building the new City of Toronto: Reflections on Civic Engagement	Special Committee to Review the Final Report of the Toronto Transition Team (Miller Committee)	1999 - 2000
Toronto Strategic Plan	City of Toronto	1999
Clean, Green and Healthy: A Plan for an Environmentally Sustainable Toronto	City of Toronto Environmental Task Force	Completed February 2000

ONGOING PROJECTS	PROPONENT	TIMING/STATUS
Central Waterfront Part II Plan	City of Toronto (UDS)	Development plan to be released fall of 2002
Official Plan	City of Toronto (UDS)	Consultation report to P&T Committee and Community Councils Sept 2002
Harbourfront Parks	City of Toronto (EDCT)	Report to EDCH Committee Sept 2002
Gardiner East Dismantling	City of Toronto (WES)	Monthly meetings of Construction Monitoring Committee continue
Front Street Extension	City of Toronto (Transportation)	Public meetings June and Sept 2002
Wet Weather Flow Management Master Plan	City of Toronto (WES)	Draft plan expected Fall 2002
Parks and Recreation Strategic Plan	City of Toronto Parks and Recreation	Ongoing
Port Union*	TRCA	Consultation and design work completed
Mimico Apartment Strip*	TRCA	Consultation and design work completed

PLANNED PROJECTS	PROPONENT/ ELIGIBLE RECIPIENT	TIMING/STATUS
Toronto waterfront development plan (Part II) and business strategy (includes Gardiner West & Central)	Toronto Waterfront Revitalization Corporation and City of Toronto	Oct 8 – Dec 2 2002
Lower Don River Flood Protection & Naturalization	Toronto and Region Conservation Authority	Starting Fall 2002
Union Station Subway Platform Extension	Toronto Transit Commission	Starting Fall 2002
Portlands Preparation	Canada Lands Company with TEDCO and ORC	Early 2003?
Cogeneration on Hearn Site	Ontario Power Generation	Starting Fall 2002?
Cogeneration on Paperboard Site	Toronto Hydro	Starting Fall 2002?

OVERVIEW OF MAJOR ISSUES AND OPPORTUNITIES

Planning the Corporation's approach to public consultation requires consideration of the major issues, opportunities and interests related to waterfront revitalization. Highlights of perspectives and opinions coming forward to date include:

Related to the Development Plan/Part II Plan and the Business Strategy...

<i>Ownership, Financing and Costs</i>	Ownership of waterfront assets/lands, including future mix of public and private ownership and land control; sustainable financing mechanisms; taxpayer liability for cost overruns; and potential use of tolls.
<i>Transportation</i>	Future of the Gardiner; inclusion of new/enhanced cycling and pedestrian facilities; access and linkages between the waterfront and other parts of the City; enhanced transit and reduced car dependence; future of the Toronto City Centre Airport; and roll on/roll off ferry and container operations.
<i>Environmental Protection</i>	Protection and enhancement of air quality, water quality, and flora, fauna and wetlands; reclamation of brownfield sites; use and showcasing of new environmental technologies; energy use and climate protection.
<i>Parks, Recreation and Public Space</i>	Protection of the water's edge and abutting lands as public open space; desire for more "green" and open public space supporting passive and active recreational use; balance of natural vs. manicured spaces; corridors and linkages; and protection and enhancement of sailing clubs/facilities.
<i>Social Issues</i>	Integration of needs of the physical challenged, lower income earners, homeless people, retirees and other unique communities; local employment opportunities; and engagement of Toronto's many ethnic communities.
<i>Urban Development and Design</i>	Public access to the waterfront; "appropriate" scale (i.e, mix of uses, built form, height and densities, while avoiding high-rise built form); community services; and affordability.
<i>Culture and Heritage</i>	Protection of historically significant sites and features; and creating and sustaining cultural/heritage corridors and resources for use by cultural groups.
<i>Current and Future Industry</i>	Protecting existing industry; attracting new "compatible" activities (i.e. in a mixed use environment); and creating employment opportunities.

Related to the Priority Projects...

*Front Street Extension
and Interchange*

Urban and streetscape design; future road alignment; future road capacity; linkages between Garrison Common and the Lake; traffic infiltration; air emissions; the “gateway”; and road closures during construction.

*Union Station Subway
Platform Expansion*

Redesign of platform and connections to surface transit (e.g., LRT); modal shift potential; road closures during construction; disruptions to transit users; disruptions to local businesses; and disruptions to transit providers (bus, rail, taxis, etc.).

*Flood Protection and
Naturalization for the
Lower Don River*

Alignment/location for the lower river and mouth; extent of naturalization; relationship to Gardiner; and impacts on adjacent roads, rail lines and utilities.

Portlands Preparation

Remediation approaches and costs; and mix and compatibility of new or enhanced land uses.

Related to the Corporation’s Mandate and Operations...

*Accountability
and Transparency*

Process for decision-making and expenditure of tax dollars (public desire for an open, inclusive and accountable process for waterfront revitalization); mechanisms and safeguards.

Public Involvement

Mechanisms for early and ongoing public involvement in Corporation initiatives (expressed desire to be involved in the planning and design of projects, before key decisions are made).

Geographic Scope

Importance of waterfront revitalization across Toronto’s 46 kilometers of waterfront (i.e. beyond the “Central Waterfront”). Provincial and federal governments’ point of view is also important.

CONSULTATION REQUIREMENTS

Activities of the Corporation and its partners may be subject to legislative requirements of the Ontario Planning Act, Ontario Environmental Assessment Act and/or Canadian Environmental Assessment Act. In addition, the Corporation's own public consultation policy, specific directives from City Council, and the processes to be established by the Part 1 Integrated Waterfront EA will provide further guidance for public participation. More details on specific requirements include:

- **The Corporation's** public consultation policy requires that for any projects of the Corporation, it will identify and notify interested parties; issue public notice; and provide opportunity for input. In addition, the constitution of the Corporation requires approval by all three levels of government for certain activities. Government approvals will be influenced by the results of public consultation, particularly at the City level.
- **The Part 1A Integrated Waterfront EA** will include guidance for public consultation (initial draft of public consultation component to be developed collaboratively by MMM and Lura team)
- **Canadian Environmental Assessment Act** provides general guidance to ensure public notification, opportunities for public comment, a public registry, and participant funding in cases of mediation or panel review.
- **Federal Policy Statement and Guidelines on Engaging Canadians** are currently under development (2001) and will replace the existing federal consultation guidelines (1992).
- **Ontario Planning Act** requires a statutory public meeting to be held by Council or the appropriate committee (Planning and Transportation) for approval of the City's new Official Plan. It is also anticipated that the P&T Committee and the Waterfront Reference Group will expect additional public consultation to be held before the statutory meeting.
- **Ontario Environmental Assessment Act** has specific requirements for public consultation (see the Guideline for Consultation in the EA Process) that vary depending on whether the assessment is under the Municipal Class EA or an individual EA.
- **City of Toronto Council Directives**, and particularly those related to waterfront consultation requirements.

Table 2 provides a preliminary indication of the legislative requirements that may apply to specific waterfront revitalization initiatives.

Table 2: Early Look at Legislative Requirements for Waterfront Initiatives

INITIATIVE	SUBJECT TO *
Development Plan and Business Strategy	Ontario Planning Act for the Part II Plan Endorsement by the three levels of government
Integrated EA – Part 1	CEAA and EA Act
Front St Extension	CEAA and EA Act (Municipal Class EA)
Union Station Expansion	CEAA and EA Act (Declaration Order Process)
Lower Don River	CEAA and EA Act (Individual EA)
Portlands	CEAA and/or EA Act, depending on the project
Gardiner West & Central	CEAA and EA Act (Individual EA)
Future projects	May be subject to CEAA and/or EA Act, depending on the project, proponent and funding sources

* Note: All projects are subject to the Corporation's public consultation policy

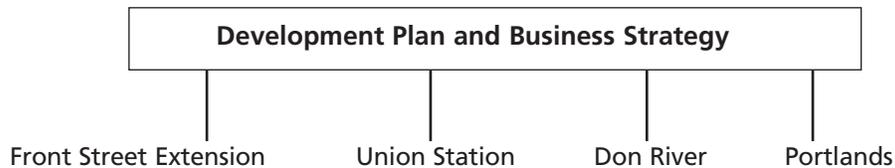
ADDITIONAL CONSIDERATIONS

In addition to the legislative context outlined above, there are additional considerations that this strategy will address. For example, timing is a key issue – the Corporation needs to show it can get things done and “get the shovel in the ground”. From the City’s perspective, consultation activities have strong links to Council and may be viewed as a mechanism that will directly influence the ability to receive approval to proceed with projects. The senior levels of government are committed and have requirements for effective public consultations. All levels of government should receive recognition in consultation activities for their involvement and contribution to waterfront revitalization. Finally, it will be important to notify and involve elected officials at all levels of government as part of rolling out the consultations.

A.4 FOUNDATIONS OF THE STRATEGY

This Public Consultation and Participation Strategy applies to the Waterfront Development (Part II) Plan, Business Strategy and the four priority projects, as shown in Figure 1. The Development Plan and Business Strategy will provide overall context and direction for the four priority projects.

Figure 1: Strategy Scope



There are four foundations of this Public Consultation and Participation Strategy:

1. Consultation Code
 2. Public Consultation Capacity
 3. Consultation Plans
 4. Consultation Working Group
1. **A Consultation Code** will be prepared to confirm the Corporation's commitment to the public and other stakeholders regarding opportunities to participate in waterfront revitalization. This is envisioned as a "citizens' rights" document, building on the Corporation's existing Public Consultation Policy, that has eight to ten key commitments that reflect many of the principles that will guide strategy implementation (see principles in Figure 2). For example, the openness and inclusivity principle could be reflected in the Code of Consultation as "the Corporation is committed to ensuring that participation in the consultation process is open to all."

Figure 2: Potential Guiding Principles¹ for Consultation

Successful achievement of the objectives of this strategy will depend on a number of key factors. These have been positioned as principles that will guide implementation of the consultation strategy. These principles will be reflected in the Consultation Code and in all work of the Corporation, the Consultation Working Group, and consultations by the eligible recipients for individual projects.

- **Accountability.** The Corporation will be accountable to the public by providing accurate, timely information through the public consultation process and demonstrating how it has made use of input received from the public.
- **Clarity.** There will be well-defined objectives for, and limits to, information, consultation and active participation during planning. Clarity regarding the respective roles and responsibilities of citizens, stakeholders, and partners (in providing input), and the Corporation (for making decisions for which they are accountable) will be a key objective.

- **Timeliness.** Consultation will begin as early as possible in the process to allow a greater range of opportunities and issues to emerge and to raise the chances of successful issue resolution and implementation.
- **Openness and Inclusivity.** Participation will be open to any member of the public or other stakeholder groups that want to be involved. All citizens will have equal rights when exercising their right to access to information and participation.
- **Flexibility.** The consultation process will accommodate the needs of participants taking into account their different areas of expertise, geographic distribution, and availability.
- **Coordination.** Initiatives to inform, request feedback from and consult citizens will be coordinated between the Corporation and individual projects to enhance knowledge management, ensure coherence in decision-making, avoid duplication and reduce the risk of “consultation fatigue” among citizens and stakeholders. Coordination efforts will not reduce the capacity of the Corporation to pursue innovation and ensure flexibility.
- **Evaluation.** The Corporation will evaluate its performance in providing information, conducting consultation and engaging citizens in order to adapt to new requirements and changing conditions for waterfront revitalization.
- **Commitment.** There will be leadership and strong commitment from the Corporation, politicians, senior managers and public officials to these principles.

2. Public Consultation Capacity will be established for the Waterfront Revitalization Corporation. Reporting to the Vice-President Public Affairs, the Corporation’s Consultation Team (Lura) will play a lead role in the design, implementation, and management of all consultation activities undertaken by the Corporation. This includes coordination of efforts with Corporation partners, eligible recipients and proponents of other water-front projects. The Consultation Team will ensure that the Corporation provides high quality consultation services to the public, and will also act as an advisor, planner, and negotiator to help the Corporation anticipate, navigate and respond to issues and opportunities as they arise. In meeting these responsibilities, the Consultation Team will perform four types of functions:

A. Strategic role in the design of consultation programs for the Corporation, coordination with concurrent or related

consultation activities, and advising on the use of consultation input to assist decision-making.

- B. The “mechanics” of coordinating information, developing and managing information, stakeholder databases, facilitating meetings, documenting feedback, distributing information, tracking issues, synthesizing results, etc.
- C. Early identification of opportunities and issues that are facing the Corporation related to public consultation, and facilitation of collaborative ways to proactively move forward on new ideas, resolve issues and develop timely solutions.
- D. “One-window” access to consultation activities of the Corporation and the eligible recipients, with links to other relevant projects where appropriate.

3. Consultation Plans for the Development Plan & Business Strategy and the four priority projects will be developed to ensure that consultation activities related to all projects meet the Corporation’s commitment to an open, transparent, and meaningful process as outlined in the Consultation Code. In the case of the priority projects, these plans will be developed by the eligible recipients and guided by the eligible recipient agreements. Eligible recipients may use the services of the Corporation’s Consultation Team or another service provider of their choice. The public consultation plan must be approved by the Corporation prior to implementation. Regular update reporting will also be required through the Consultation Working Group (see below) as well as in writing. This process will ensure that the eligible recipients can tailor their consultation activities to the specific requirements of each project, maintain the necessary accountability for their own process, provide high quality public participation as specified by the Consultation Code, and meet their commitments to the Corporation as outlined in their eligible recipient agreement.

4. A Consultation Working Group will be established with representation from the Corporation, its representatives and Consultation Team. Representatives from the eligible recipients and three levels of government will participate as required to ensure a consistent and streamlined approach. The Working Group will be co-chaired by the Corporation’s Vice-President, Public Affairs Kristin Jenkins and Program Manager Karen Pitre. It will meet regularly to support cooperation and collaboration among all consultation activities underway. Activities of the working group may include: information sharing, progress updates, scheduling to avoid conflicts and participant “burn-out”, organizing joint meetings and joint communications where appropriate, identifying resource people for specific activities, etc. It will also be an important mechanism for discussion and resolution of issues and opportunities raised through the public consultation that would benefit from the diverse insights, expertise, and resources held by Working Group members. See Figure 3 for an illustration of the relationships among the Working Group, the Corporation, and the Consultation Team

A.5 IMPLEMENTATION

Implementation of this strategy will require the use of a number of consultation mechanisms that are based on the needs of the Corporation, project proponents, key stakeholders and partners, and target audiences.

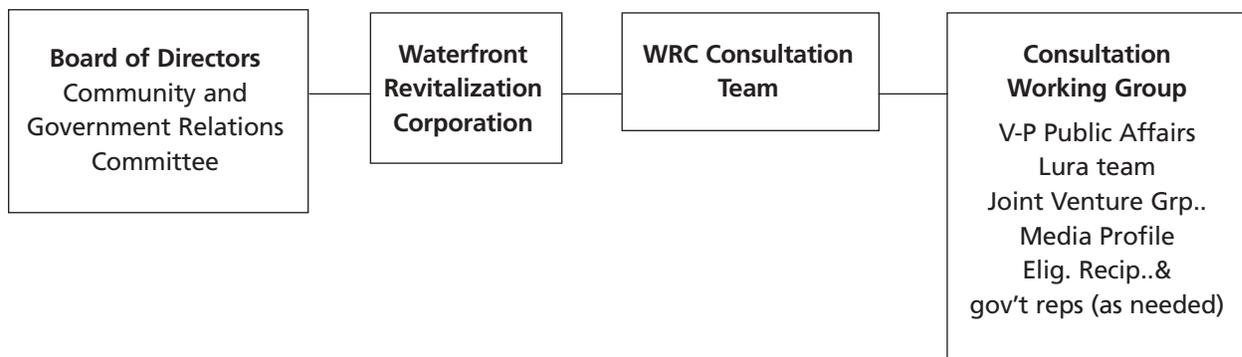
Target audiences for the consultation include: the general public; ratepayer and neighbourhood associations; interest groups; politicians at three levels of government; business/industry; institutions; and others.

Mechanisms for consultation serve a number of purposes, including information exchange and public participation, communications, and information/issue management. The mechanisms that will support implementation of this strategy may include:

Information Exchange and Public Participation

- Public workshops/meetings
- Stakeholder roundtables or briefings (can “hook” on to existing roundtables and/or create WRC-specific roundtables)
- Consultation-focused workbooks and discussion papers to facilitate information exchange with stakeholders

Figure 3: Working Group Relationships



- Regular consultation-focused newsletters with feedback mechanism
- Telephone hotline
- Email hotline
- Website
- Walking/cycling/boat tours
- Regular stakeholder “check-in” (formal and informal approaches implemented on an ongoing basis as needed, including one-on-one telephone discussions, small round-table discussions, etc.)

Communications

- Print resources available at WRC office for members of the public and other stakeholders looking for information
- Issue-specific bulletins
- Progress reporting (envisioned every 6 months with update on key consultation activities, what has happened in previous 6 months, what feedback received, how feedback was/will be used, what to expect for next 6 month period)
- Linkages to existing communications networks
- Displays
- Translation services

Information/Issue Management

- Stakeholder database
- Issue tracking
- Problem solving

There are important components of strategy implementation that will link to other Corporation activities, including: media liaison (development of ads, press releases, meeting notices, television/radio interviews, etc.) as related to consultation activities; polling; annual Corporation public reporting; information distribution channels used to communicate other key WRC information (e.g. to politicians, government staff and management, partners, etc.).

In addition, it is envisioned that implementation of this strategy will also involve an opportunity for training of representatives of

the Corporation to assist them in participating effectively in public consultation activities.

Over the longer term, other consultation mechanisms that may be worthwhile to consider include:

- Physical presence of WRC in local communities
- Resource “bank” of technical reports and other documents for cataloguing and potential access to the public
- International peer review of consultation process - international expert visit to provide feedback on effectiveness of approach and new ideas to consider for implementation (e.g. from Big Dig in Boston)
- Community-specific liaison officers
- Funding program to support efforts of volunteer participants
- Business research and information center
- Local area working groups
- Advisory committees

FALL 2002 CONSULTATIONS

Development Plan and Business Strategy

Once the Corporation has approved this Public Consultation and Participation Strategy, the Consultation Team will prepare a detailed consultation plan for the Development Plan and Business Strategy. The specific design of this consultation initiative will be guided by the content of the Plan & Strategy, the Corporation’s key messages, and the needs of the three levels of government. It will also be guided by a short series of informal discussions with key stakeholders to determine the most appropriate number, type and location of sessions.

At this time, it is envisioned that these consultations will include the following key activities:

- a series of 4 geographically based public meetings/workshops focusing on the overall Strategy and Plan,
- 4 issue/theme based public meetings/work-shops focusing on key specific aspects of the Strategy and Plan (e.g., parks and open space; environmental sustainability; urban design and transportation; economic and social benefits), and
- specific stakeholder sessions as appropriate or necessary.

Background and consultation materials (print and website) will be prepared in collaboration with the Corporation’s communications team to provide information to the public, stimulate broadly-based participation and facilitate input.

Table 3 below provides a preliminary timetable for the Fall consultations on the Development Plan and Business Strategy, which are anticipated to take place between early October and early December 2002.

Priority Projects

Consultation will continue this Fall for the Front Street Extension and Interchange project.

Consultations for the other priority projects, including Union Station Expansion, Portlands, and Lower Don River projects are currently under development. More detailed plans for these consultations will be communicated by the Corporation once they have been developed.

End Notes

¹ Best practices review included research into consultation activities completed and/or currently underway in other waterfront and community revitalization projects, including: Big Dig, Boston; London Docklands; Barcelona, Spain; Auckland, New Zealand; Victoria Harbour, Hong Kong; Providence, Rhode Island. In addition, leading-edge consultation research completed by a number of public agencies was reviewed, with this strategy drawing primarily from the OECD Public Management Policy Brief No. 10 (July 2001); Mapping the Links: Citizen Involvement in Policy Processes (Canadian Policy Research Networks, April 2002); and the work our team has completed over the past 30 years of pioneering public consultation activities.

Table 3 Preliminary Timetable for Consultations on Development Plan and Business Strategy – Fall 2002

KEY ACTIVITIES	TIMING
Development of detailed consultation plan and consultation/communication materials	Aug/Sept
Public release of Plan and Strategy	Mid-Oct
Presentation to Waterfront Reference Group	Oct 18
Public and Stakeholder Consultations	
> 4 geographically based public meetings	Late Oct-Early Nov
> 4 issue/theme based public meetings	Late Nov
> stakeholder briefings/meetings	As needed
Policy and Finance Committee meeting	Early November
Report on public and stakeholder consultations	Early November
Report on public and stakeholder consultations	Nov 22
Planning and Transportation Committee meeting (statutory)	Dec 2