





Acknowledgements

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> Consultant Team Monteith Brown Planning Consultants Touristics Shoreplan Engineering

Project Steering Committee

John Campbell, TWRC Christopher Glaisek, TWRC John Macintyre, City of Toronto Jamie McEwan, City of Toronto Wayne Reeves, City of Toronto Angus Armstrong, Toronto Port Authority Bill Jackman, Toronto Economic Development Corporation Helder Melo, Harbourfront Centre Larry Field, Toronto and Region Conservation Authority





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Vision

The Toronto Waterfront Revitalization Corporation's Marine Use Strategy embraces the community of marine uses and users on the waterfront. This strategy is built around five core themes:

- 1. Recognizing and Expanding an Exceptional Resource
- 2. Embracing Integrated and Sustainable Planning on the Waterfront
- 3. Promoting an Active, Diverse and Accessible Waterfront
- 4. Planning Marine Districts Through Revitalization
- 5. Implementing the Strategy Through Steady Investment







Introduction

The mandate of the Toronto Waterfront Revitalization Corporation (TWRC) is based on the belief that the revitalization of the waterfront is essential to Toronto's success as a 21st century city. Great cities are defined by great places, and the TWRC believes that Toronto's harbour and waterfront are key defining features of the city and are resources that make an outstanding contribution to Toronto's quality of life. Providing appropriate guidance with respect to the use and character of the water's edge is an important part of the Corporation's work. The TWRC believes that planning for waterfront revitalization does not stop at the water's edge but embraces both land and marine activities and environments. Therefore, the Corporation has commissioned this Marine Use Strategy to ensure that integrated and visionary planning is a hallmark of our revitalization efforts.

The Marine Use Strategy study process has engaged the full range of marine stakeholders on the Toronto waterfront. This includes local residents, recreational boaters, charter and tour boat operators, and representatives of the industrial port. The work on the study has been supported by a steering committee that includes representatives of the Toronto Port Authority, the Toronto and Region Conservation Authority (TRCA), the City of Toronto, the Toronto Economic Development Corporation (TEDCO) and Harbourfront Centre. The conclusions of this study are based upon and strengthened by the participation of this diverse group of stakeholders who coexist as marine users on the waterfront. Looking ahead, successful implementation of the Marine Use Strategy will require a continued partnership approach among stakeholders. The TWRC recognizes the need to continue working cooperatively with the range of agencies and stakeholders who have participated in the Marine Use Strategy and that implementation will require more detailed work to resolve all of the jurisdictional, operational or financial implications of making this marine strategy a reality.

The TWRC is committed to the integrated planning of the waterfront. The Marine Use Strategy presented here is built around five core themes with recommendations that build on the guiding principles that were articulated earlier in the Marine Use Strategy study process. The Marine Use Strategy is intended as a statement of core values and principles that will serve as a building block for the Corporation's future planning work in waterfront precincts. While the study primarily focuses on the geographic area referred to as the "Central Waterfront" from Humber Bay in the west to Ashbridge's Bay in the east, many of the objectives and priorities are applicable to the entire Toronto Waterfront. The Marine Use Strategy is intended to be the foundation for action by the TWRC and by other agencies with a responsibility for the marine realm, including the Toronto Port Authority, the City of Toronto, TRCA and TEDCO. A detailed Resource Guide informed this strategy document and serves as a repository of the information gathered throughout this study. It should be used to inform planning and decision making whenever marine stakeholders and issues are involved. The Resource Guide is available on the TWRC website: <u>www.towaterfront.ca</u>.



view of city from Outer Harbou



▲ educational training ship 'Kajama



▲ harbourfront from Blockhouse Bay





1. Recognizing and Expanding an Exceptional Resource

Although it is not always recognized, Toronto's waterfront includes an exceptional range of existing marine uses and users

Even as waterfront revitalization is only beginning, we live in a city where more than 15,000 people are members of boat clubs, where more than 40 major regattas take place every summer, where more than 2,000 cruise passengers arrive annually, and where 450,000 people enjoy tours or charters in the harbour every year. The TWRC recognizes the contributions of these marine activities to the vitality and quality of life of the city and is committed to protecting and expanding the range of facilities and opportunities for marine users to engage the waterfront.



Charter boats moored at York Quay west wal



▲ Toronto International Dragon Boat Festival



Industrial shipping at the Port



The TWRC intends to protect and foster marine activity. The TWRC also believes that a responsible approach to waterfront revitalization may include, over time, the relocation or enhancement of land and marine based facilities into locations and configurations that better serve the community's needs. This is particularly true in the East Bayfront, Lower Yonge and Port Lands precincts that border the Inner Harbour, as well as the north shore of the Outer Harbour. The TWRC also recognizes that marine uses need unique facilities and infrastructure including docks, fuelling and pumpout services in order to operate effectively. These facilities and infrastructure have both land side and water side requirements.

Toronto's marine environment is defined by a unique community of people

It is a community of people with a passionate interest in the water who recognize its importance to the health of the city. The TWRC values the participation of this community in waterfront revitalization, will continue to involve marine users in future planning work, and will seek to increase the number of people who describe themselves as users of the Toronto waterfront. The TWRC's waterfront revitalization work will include marine stakeholders in the consultation and planning process. This will begin immediately with the Lake Ontario Park master planning process and will continue through the implementation of the East Bayfront precinct plan and in the preparation of the precinct plans in the Port Lands and Lower Yonge.





The waterfront is an important portal that connects Toronto to the wider world

International cruises, ferries, and cargo vessels provide significant physical and symbolic connections between our city and the rest of the world. These connections also sustain jobs and foster more than \$400 million in yearly economic activity for the city as a whole¹. The TWRC recognizes this important function and will incorporate facilities to accommodate these marine users in its revitalization efforts, particularly facilities at the Port of Toronto and the existing international ferry terminal.

The TWRC will support the growth of marine uses in the future

The Marine Use Strategy study has revealed that recreational boating, commercial and some industrial shipping will grow in the years ahead. The TWRC will support this growth by including marine uses in the waterfront revitalization planning process and by seeking opportunities to accommodate additional recreational marine slips, docking facilities for tour and cruise boats, community boat clubs, public boat launching opportunities, and safe waters for non-motorized marine uses. A growing community of people from across the Greater Toronto Area is looking for opportunities to engage marine activities on the waterfront, and the TWRC will seek to accommodate this interest, some of which will be accommodated through increased use of existing facilities. The TWRC acknowledges the important role of the many community boat clubs across the entire waterfront in addressing facility needs and demands for participation in marine activities.





▲ Toronto Island Marina

- Support long term tenure for marine users once waterfront precinct plans have been completed
- Minimize disruption to existing viable marine uses when undertaking water's edge construction work
- Ensure that marine users are represented as stakeholders in public consultation processes for water's edge precincts
- Support an expanded inventory of facilities for marine users, including growth in the number of marine slips for recreational boaters and dockwall available for commercial marine uses.
- Plan interpretive signage to help waterfront visitors understand the significance and heritage of marine activity on Toronto's waterfront.

¹ Toronto Port Authority: Evaluating the Port of Toronto: Markets and Impacts on the GTA. Mariport Group, 1999.





2. Embracing Integrated and Sustainable Planning on the Waterfront

Waterfront revitalization will meet the challenge of planning the interface between land and water The interface between land and water represents one of the most challenging areas for urban planning and design. The water's edge is a precious resource, and precinct plans for water's edge neighbourhoods must be careful to make the most of this resource in ways that support the creation of an active, beautiful and sustainable waterfront. One of the most important conclusions of the Marine Use Strategy study is a recognition that marine uses and users also have requirements at the water's edge and that water's edge precinct plans must include the consideration of these needs. Rather than seeing urban water's edge neighbourhoods and marine uses as incompatible, the TWRC believes that thoughtful, creative and comprehensive planning will yield innovative approaches that allow marine activities to be supported without compromising the other community building objectives of water's edge precinct plans.



▲ active water's edge at Simcoe Street Slip



▲ a Police boat patrols York Street Slip/Pier 6



A nav aid / marker buoy in Inner Harbour

The water's edge is one of the best places to see sustainability in action

Seeing clean water, breathing clean air, and observing a vibrant array of human and economic activity is uniquely possible in a waterfront setting. Therefore, the implementation of the Marine Use Strategy will, over time, offer tremendous opportunities to also implement many of the principles and actions in the Corporation's Sustainability Framework. This includes implementation actions that would be impossible to achieve on land alone, including measures to increase aquatic habitat, contribute to improved water quality, and enhance quality of life. The TWRC will also support initiatives that seek to improve water quality on the Toronto waterfront.

Safety is a key part of a sustainable waterfront

The TWRC will continue to work with its partners and stakeholders to ensure that waterfront revitalization contributes to increased safety for all marine users. This includes measures to reduce conflicts between marine users, investing in infrastructure to ensure that members of the public can use the water safely, and planning to avoid conflicts between marine activities on the publicly accessible water's edge. Safety also includes ensuring that emergency services are able to respond to situations in a timely and effective manner. Safety also means continuing the enforcement of existing marine use regulations and speed limits.





- Monitor changing needs for marine infrastructure (dockwall space, piers, etc.) and plan to meet these needs over time through construction and active management of dockwall space
- Use the water's edge as a venue to educate people about marine uses and maritime history on the Toronto waterfront
- Foster innovative design solutions for water's edge treatments that acknowledge different shoreline conditions, a range of marine uses, and that convey the unique sense of place that comes from being at the water's edge
- Require the water's edge planning and design projects consider the needs of marine uses as part of the project terms of reference
- Promote a range of water's edge conditions that maximize public access and promote habitat creation without precluding marine uses
- Maintain appropriate facilities for marine police, EMS and fire services on the Central Waterfront
- Enhance swimming opportunities by promoting continued improvements to water quality and continued public investment in the provision of safety facilities and services at public beach areas and in the water
- Participate actively in all environmental assessment processes with the potential to impact existing marine users in order to ensure they don't conflict with TWRC's Marine Use Strategy objectives
- Recognize the impacts of water pollution on the sustainability and enjoyment of marine uses and activities and reinforce the need to continue efforts to resolve these issues through continued implementation of initiatives such as the City of Toronto Wet Weather Flow Master Plan and Toronto and Region Conservation Authority Aquatic Habitat Restoration Strategy
- Acknowledge winter storage and docking requirements of marine uses in waterfront planning



▲ beach grass at Tommy Thompson Park





3. Promoting an Active, Diverse and Accessible Waterfront

The waterfront must have a range of viable marine activities

The success of the Toronto waterfront revitalization initiative will be defined, in part, by the extent to which the water remains animated by a range of viable marine activities throughout the year. A range of activities on the water provides the counterpoint to a diverse mix of urban activities and uses in water's edge neighbourhoods. The interface between land and water must be seen as the central spine of the waterfront, not an edge where revitalization stops.



a visiting boat tied up at the Music Garden

The TWRC is committed to public accessibility of the waterfront

In the marine context, this means more than being able to walk up to the water's edge. It also means sustaining a range of opportunities for marine activity. The TWRC and its partners will strive to ensure the provision of locations and facilities that the full range of marine users require. Marine users have differing needs for land-based facilities as well as water conditions. The TWRC aims to leverage the scale and range of existing marine resources to accommodate and expand on the offering of marine activities to ensure that public accessibility goals are met. While recreational boating will be a central point of emphasis in this strategy, commercial and industrial shipping have important roles to play in serving the economic needs of the city and in animating the harbour. Public transit will be supported as a means of access to the water's edge, but the TWRC also recognizes that certain marine uses depend on vehicular access in order to function. All planning work will acknowledge these requirements and will strive to accommodate transportation and access needs in a sensitive and appropriate manner within the framework of regulatory and legislative requirements for public safety, liability management and port security.

Too many Toronto residents have never experienced their own city from the water

Being on the water provides a new perspective on the city, an intimate connection with the natural environment and healthy opportunities for recreation. Around the world, successful cities make their waterfronts prime destinations for visitors as well as residents. The TWRC seeks to reinforce the draw of the waterfront for residents and visitors and will encourage and expand the range of options available to people once they reach the water's edge.



▲ newly constructed finger dock/ promenade at Harbourfront Centre





The TWRC will raise awareness about marine activities on the waterfront

When people are unaware of the opportunities available to them on the waterfront, the success of waterfront revitalization is held back. Therefore, the TWRC will seek opportunities to educate residents and visitors to Toronto about the marine activities available to them on the waterfront. Participation in marine activity can range from being a passenger on a ferry, to paddling a canoe, to fishing from the shore, or to sailing and power boating. Barriers to access and participation should be minimized, including the removal of physical barriers and providing support for marine opportunities for people of all ages and income levels.

- Sponsor events on the waterfront that raise the profile of marine activities and work with the Council of the Commodores and others to encourage more participation in marine activities
- Work with tourism development partners to market marine activities and foster an understanding of waterfront revitalization
- Consider the needs of marine users when planning for vehicle parking and vehicular access to the dockwall edge for servicing in waterfront precincts
- Ensure that water's edge areas are designed to be accessible for people of all ages and physical abilities
- Plan in accordance with the City of Toronto's policy regulating and limiting the existence of liveaboards and float homes to preserve public areas of the waterfront. In particular, on-water residential uses that limit marine activities and that serve to privatize public areas of the waterfront should be discouraged
- Recognize the special role that non-profit boating organizations play in enhancing public access to marine activities on the waterfront
- Expand the range of facilities to support recreational fishing, both from the shore and the water



▲ enjoying the view at Marina Quay West



▲ recreational sailing in the Outer Harbour



▲ sailing ship 'Challenge' at Pier 4





4. Planning Marine Districts through Revitalization

The Inner Harbour

This is the most intensively used part of the waterfront. Commercial tour and charter boats, as well as recreational sailing and paddling are the dominant uses. The open waters of the Inner Harbour are complimented by the sheltered bays and lagoons of the Toronto Islands. A system of ferries connects the city to the Islands. These uses will continue in the future. Careful investment will be needed to ensure that the Inner Harbour has sufficient and appropriate infrastructure to accommodate anticipated levels of activity. This includes the use of finger piers for the docking of commercial vessels and public promenades that provide an urban interface with views of the water and marine activities.

- Incorporate marine uses that complement, activate and mutually reinforce the land side uses of the East Bayfront precinct plan. This
 includes the provision of additional finger piers to accommodate tour/charter vessels, a free dockwall edge at least 200 metres in length
 to accommodate large visiting ships, and the accommodation of marine-related tenants in ground floor retail units at the water's edge
- Maintain city-side facilities for the marine users located on Toronto Island
- Encourage TEDCO and the TPA to finalize the relocation of the RCYC city station from the Parliament Street Slip to a location on the south side of the Ship Channel, west of Cherry Street.
- Foster the creation of a network of water taxi stops connecting destinations around the Inner Harbour, beginning with the connection of the TPA's Ferry Terminal to Harbourfront and support the use of alternative vessels to meet this need ----
- Use the existing dockwall as efficiently as possible for the mooring of tour/charter boats and upgrade the facilities to service these vessels when making investments in dockwall repairs, particularly at the Portland Street Slip. A centralized facility for passenger embarkation could be used to maximize the functionality of marine infrastructure for tour and charter boats
- Include a plan for marine uses and facilities when the Yonge Street precinct plan is prepared, with integrated planning of both sides of the slip, acknowledging the existing use of the dockwall by charter boats and the Toronto Island Ferry Terminal.
 The plan should consider redevelopment of the Ferry Terminal, which will also allow consideration of increased ferry service and service to new locations
- Support the retention of existing marine users and activities at Harbourfront, including finding a permanent home for Toronto Brigantine and establishing a permanent home for the nautical center at the Rees Street Slip
- Anticipate ongoing industrial shipping to Redpath's facilities at the foot of Jarvis Street
- Explore opportunities for recreational fishing, including potential locations for the provision of facilities such as fishing piers



▲ newly constructed finger piers at Harbourfront Centre



▲ water taxi at York Street slip



▲ Toronto Island Ferry Terminal











The Port Lands

Dominated by industry in the past, the Port Lands are in transition towards a future of mixed uses. For many years to come, industrial shipping activities will co-exist with other types of marine use. Precinct plans in the Port Lands will determine the appropriate use of the dock wall at Poulson and Cousins Quays. The TWRC will also pursue the safe use of the Ship Channel for recreational boating in addition to its required use by cargo vessels.

- Protect the opportunity to provide a small craft launching area and associated amenities in conjunction with the re-naturalization of the mouth of the Don River
- Maximize the use of the TPA's Ferry Terminal as the initial arrival point for international passenger vessels but pursue opportunities to accommodate the docking of cruise boats closer to the downtown core
- Affirm that industrial/commercial shipping activity will continue at TPA facilities and as the primary use of the Ship Channel as envisioned in the City/TEDCO/TPA settlement but work with the TPA and TEDCO on a memorandum of understanding to facilitate the use of the Ship Channel for limited recreational boating, subject to appropriate safety measures and management procedures
- Include a detailed plan for the accommodation of marine uses in all precinct plans prepared in the Port Lands district, particularly for Poulson and Cousins Quays
- Encourage TEDCO and the TPA to relocate Bayside Rowing from their current location potentially to the north side of the Turning Basin, as a catalyst for revitalization. A more detailed investigation of potential alternative locations for the club's facilities within the Ship Channel is required
- Recognize the value of the existing Atlas crane to marine shipping and consider the relocation of the crane when the Cousins Quay precinct is redeveloped







Atlas Crane at Cousins Quay inset photo: container storage at Port Terminal



The Outer Harbour

This is an area characterized by extensive recreational boating, beautiful views of both nature and the city skyline, and a unique microclimate that combines the qualities of open lake and sheltered water. It is also defined by natural shoreline edges that provide extensive aquatic habitat. The TWRC will reinforce the use of the Outer Harbour for recreational boating, particularly through the Lake Ontario Park Master Plan, as an "urban cottage" for the residents of the city.



Implementation Ideas:

- Recognize non-motorized recreational boating as the primary activity in the Outer Harbour, acknowledging that power boating is an accepted use, particularly with respect to the Outer Harbour Marina
- Encourage the build out of the Outer Harbour Marina to accommodate growth in recreational boating, including the construction of facilities on the north side of the OHM lands for and the consideration of a new public boat launch ramp, after careful consideration of marine facility demands/requirements
- Use the Lake Ontario Park master planning process to create a plan that resolves the long term location, design, and servicing of facilities for the Outer Harbour Sailing Federation clubs
- Use investments in the Port Lands to foster the accessibility and feasibility of recreational boating opportunities in the Outer Harbour including investments in public transit and municipal servicing infrastructure
- Improve opportunities for recreational fishing, including the provision of appropriate facilities such as fishing piers and fish cleaning stations
- Use the Lake Ontario Park Master Plan to prioritize improvements to the aquatic habitat and shoreline access





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The Lake and Beaches

East and west of the Central Waterfront are long stretches of waterfront characterized by open water, expansive views and marine infrastructure at key nodes such as Ashbridges Bay and Humber Bay. Recreational boating is the predominant marine activity, in addition to swimming on the shoreline beaches. The Western Beaches Watercourse represents an important investment in ensuring the continued viability of these recreational boating resources, particularly for flat-water users.

- Ensure that the value of current investment in the Western Beaches Watercourse is maximized by supporting the work of the Western Beaches Watercourse Advisory Committee regarding operations and long-term planning
- Maintain a public boat launch at Humber Bay and Ashbridges Bay as well as Marie Curtis Park, Bluffer's Park and Etobicoke
- Maximize opportunities for access to the water for small nonmotorized craft (e.g. canoes, kayaks, etc.) along the Lake Ontario shoreline
- Identify opportunities to use future investments in waterfront revitalization to reconstruct or reconfigure facilities currently used by marine users (including the implementation of the Lake Ontario Park master plan and the expansion of the Ashbridge's Bay Treatment Plant) to improve their capacity and function. The Lake Ontario Park master plan should address and resolve the current issues with respect to the requirement for ongoing dredging of the Coatsworth Cut and Ashbridges Bay. Potential expansion of the marine facilities in Ashbridges Bay and relocation of the harbor entrance from the current West side to a more Southerly direction in order to mitigate the requirement for ongoing dredging should be included in the Lake Ontario Park Planning process
- Identify opportunities to create and improve swimming locations









5. Implementing the Strategy through Steady Investment

There are infrastructure and service deficiencies that must be addressed

The Marine Use Strategy study has identified the fact that in spite of the outstanding marine resources that Toronto has today, there are a range of physical and programmatic deficiencies that need to be addressed. Examples of these deficiencies include limited locations for the launching of watercraft, inability to accommodate the mooring of large vessels and untapped opportunities to enhance the environmental quality of the waterfront. Although the dockwall around the Inner Harbour and the Port Lands is generally in good structural condition, there are areas where the dockwall is deteriorating and requires repair. Moreover, the study showed that there are some facilities that are needed but are absent altogether from the central waterfront, such as a public boat launch. The TWRC recognizes and will search for ways to resolve these deficiencies when undertaking future planning and investment along the water's edge and through direct investments in marine infrastructure and investments in complimentary initiatives identified through precinct plans.



A dockwall and promenade at Music Garder



dockwall repairs are needed in some locations



▲ example of water's edge safety infrastructure

Implementation requires a sustained commitment

Achieving the goals of waterfront revitalization requires a sustained commitment to investment in public spaces, infrastructure and programming. The Marine Use Strategy has confirmed that there are deficiencies in the city's existing marine infrastructure and that direct investments are required to resolve existing issues. In addition to these initial investments, the TWRC recognizes that successful implementation of the Marine Use Strategy requires a sustained commitment including steady investments in infrastructure maintenance, repair and upgrades, as well as ongoing improvements and expansions to facility and service provision.

Even modest investments can yield significant gains

In several locations on the waterfront, relatively modest investments in dockwall and marine infrastructure would yield significant gains from the perspective of enhancing public safety and providing an increased inventory of facilities suitable for marine uses that will help to address increasing demands. Waterfront revitalization will provide many opportunities in the years ahead to deliver these kinds of catalytic investments that make the water's edge more attractive and more useful. These investments will support not just marine users, but will benefit all of the stakeholders with an interest in the revitalization of Toronto's waterfront. Improvements will be accomplished through the implementation of waterfront precinct plans.





Successful implementation requires a partnership approach

Toronto's maritime environment and water's edge districts are complex areas where multiple jurisdictions own property or have regulatory interests. There are also a number of providers of marine facilities, services and infrastructure, including the public, private and not-for-profit sectors, each of whom has a role to play in implementation of the Marine Use Strategy. This complexity highlights the importance of taking a partnership approach to the implementation of the recommendations in this marine strategy. Depending on the location or the issue, the TWRC recognizes the need to cooperate with the range of stakeholders who have participated in the Marine Use Strategy study. This means working together to find appropriate new regulatory tools and policies, operational agreements, and phasing strategies. In some cases, the TWRC will not play a direct role in implementing an idea, but will participate in the implementation process to ensure that waterfront revitalization is supported. Implementing the ideas in this strategy could also have financial implications for the TWRC or other partner agencies. Therefore, more detailed work (such as the preparation of precinct plans) will be required to resolve all of the jurisdictional, operational or financial implications of making this marine strategy a reality.

- Include an analysis of dockwall repair requirements when doing precinct planning at the water's edge
- Continue to foster the development of a variety of water's edge conditions suitable for a range of marine users from rowers and kayakers to large commercial vessels
- Identify opportunities to increase the number of boat launches on the Toronto waterfront, potentially including the Outer Harbour Marina
- Direct capital funding towards the construction of safe water's edge areas including appropriate lighting, barriers, and rescue equipment
- Monitor the compatibility of marine and other waterfront users and maintain an awareness of the distinct operational issues (such as noise) associated with some marine uses
- Recognize that marine uses have a range of security and facility requirements, including the need for land side facilities
- Where locations for new marine facilities, services and/or the re-location of boat club facilities are recommended by this Marine Strategy, the suggested locations should be used as the basis for future discussions among affected agencies and parties and a more detailed investigation to determine the precise location



▲ view of downtown from Deep Pike Cut





Marine Strategy Resource Guide

The vision for marine uses articulated in this report, and the issues and opportunities that have been identified, are based on an extensive program of research and stakeholder consultation. Public meetings, surveys, focus groups, documentary research and site visits were all techniques that were used to gather information during the Marine Use Strategy study process. The results of these analyses have been compiled into a detailed Resource Guide, which accompanies the primary strategy report. The Resource Guide is an unprecedented compendium of current information on marine uses on the Toronto waterfront and should be consulted as an information resource whenever planning and revitalization activities engage the maritime realm.

The Resource Guide includes the following chapters:

- Waterfront History and Revitalization Context
- Marine Use Issues and User Information
- Stakeholder Consultation Summary
- Recreational Boating on the Toronto Waterfront
- Charter and Tour Boat Business on the Toronto Waterfront
- Cruise Ship Activity on the Toronto Waterfront
- Industrial Shipping Activity on the Toronto Waterfront
- Dockwall Condition Assessment

The Resource Guide also includes mapping of the following elements:

- Location map of existing users
- Existing water usage
- Inventory of tour and charter boats
- Shoreline structure types



