

CITY OF TORONTO
PLANNING AND DEVELOPMENT DEPARTMENT

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CC&W OFFICE
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Peter Langdon
392-7617

To: Land Use Committee

Subject: Preliminary Report on Planning Approval Process for Phase
2 of the Toronto Harbour Commissioners' Outer Harbour
Marina

Origin: Commissioner of Planning and Development
(c711uc90160:114)

Comments:

1. PURPOSE OF REPORT AND SUMMARY OF RECOMMENDATIONS

Council has passed a Zoning By-law amendment (By-law 529-89 adopted on July 14, 1989) to permit development of Phase 1 of the Toronto Harbour Commissioners' Outer Harbour Marina. The purposes of this report are: to initiate a public planning review process for further Marina development; to seek specific direction on the substantive content of any rezoning to be considered in that process, in light of the lack of any application; and to raise preliminary planning issues related to the proposed Marina development.

I am recommending a circulation of this report and material submitted by the Toronto Harbour Commissioners (THC) to solicit comments on a further rezoning for a next phase of Marina development and on overall site planning issues. I am further recommending that site plan control measures be secured in any approval process; that I prepare a report on the results of the circulation prior to the drafting of any by-laws; and that the THC be requested to submit additional information to assist the review process.

2. LOCATION AND PROPOSED OVERALL MARINA DESIGN

The Outer Harbour Marina is located in the Outer Harbour on the west side of Leslie Street at the base of the Leslie Street Spit, and is a lakefilled extension of what is known municipally as 3 Leslie Street. The Marina arm extends about 1.1 km into the Outer Harbour from the base. The location is illustrated on attached Maps 1 and 2. Between the Marina and the proposed Port Industrial Park plan of subdivision is the area within which the THC has proposed a Marina Centre, which includes a proposed Marina Service Centre. The overall configuration of the Marina, Marina Centre

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and proposed Port Industrial Park plan of subdivision, is illustrated on attached Map 6. An early, now outdated concept for the Marina Centre is shown on attached Map 7. The approximate land area of the Marina arm is 16 ha (39.6 acres).

The original (December 1988) design for the entire Marina arm (attached Maps 3 and 11) proposed the following: 1200 mooring slips, complete with hydro, telephone, cable T.V. and water services; an area for "dry sailing"; an area and facilities for a "dry-sailing club"; a boat launching ramp; two travel-lift slips and three "haul-out" pads; three areas, each containing a washroom/shower/laundry/vending building, sail lockers, vehicle parking, and boat storage; fuel and pumpout services; and the possibility of additional services including day-care facilities, snack bars, swimming pool and tennis courts.

The recently submitted plans show several design changes, but a revised overall plan has not been submitted. The changes include the deletion of the facilities for "a dry-sailing club", the sail lockers, the swimming pool, tennis courts, and "antique boat houses", and changes to the design of the administration/washroom building near the entrance and the design of the washroom/coffee shop on the central "peninsula" dividing the Marina basin into two areas. Further design changes to these latter two buildings are pending. Parking lots have been added outside the Marina entrance. No explanation has been provided by the THC regarding the recent design changes. It is not known whether the deleted facilities are still contemplated in the long term development plans.

The THC originally proposed the development of the Marina in four phases, illustrated on the attached Maps 8, 9, 10, and 11, with Phase 4 completion anticipated in time for the 1992 boating season, subject to market conditions.

3. EXISTING FACILITIES

The facilities and uses illustrated on attached Map 4, showing Phase 1 of the Marina development, are largely in place. The parking lots are paved, the berms around the gravelled boat storage areas are sodded and planted, the temporary washrooms, temporary administration building, and temporary fuel/pump-out station are in place, and the permanent washroom/shower/vending building is well under construction. The six dock spines shown on the plan were in operation during the 1989 boating season.

Two of the three proposed dock spines to the east of the 6 spines in Phase 1 were largely constructed and "stored" in place during the 1989 season but have not been used to date. The Toronto

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Harbour Commissioners have taken the position that the new docks must be appropriately zoned by the City before they will be used, and that any such docks already constructed will be sold if they do not receive the necessary zoning approvals.

The boardwalk along the edge of the Marina basin is largely in place in the Phase 1 development, and the travel-lift slip at the eastern end (between dock spines A and B on attached Map 5) is currently under construction. While a few boats were stored within the boat storage areas this past winter, most of the stored boats were located on the paved parking lots.

Construction and grading of the lands to the west and north of Phase 1 is also currently taking place. The overall configuration of the Marina arm landform is largely completed, and armouring of the northern and western edges with rubble is continuing.

Access for cars, pedestrians and cyclists to the Marina is currently obtained by way of a gravel road off Unwin Avenue just east of the bridge over the Ontario Hydro circulating channel. Trucks and other heavy equipment use the "haul route" from Leslie Street.

4. BACKGROUND

The Outer Harbour containing the proposed Marina was zoned "Gr" through Central Waterfront Zoning By-law 528-88, adopted on June 17, 1988.

On July 14, 1989, City Council passed a Zoning By-law amendment (Bylaw 529-89) to rezone from "Gr" to "Gm" lands encompassing the Phase 1 development of the Toronto Harbour Commissioners' (THC's) Outer Harbour Marina. The area rezoned for Phase 1 is illustrated on attached Map 4. My March 16, 1989 report describes in detail the historical background to the Marina development. There had been no application by the THC for such a rezoning, but the docks within the Phase 1 area had already been constructed and leased to boat owners prior to City consideration of any rezoning. Occupation of the mooring slips had started on May 1, 1989.

The THC views the recreational marina as being a "shipping and navigation" use within the purview of its Federal jurisdiction over such matters, and thus not subject to the Provincial legislation establishing municipal planning and zoning authority. The THC refuses to make any zoning by-law amendment applications with respect to the Outer Harbour Marina as a result of its position regarding Federal jurisdiction.

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When the Commissioner of Public Works would not permit a connection to the municipal sanitary sewage and water systems for Phase 1 until the necessary zoning was in place, the THC approached my Department in an attempt to overcome this obstacle. I subsequently prepared my March 16, 1989 report on the Marina and the proposed Marina Centre to the north, and discussed the planning issues related to the proposed development.

Through Committee and Council consideration of that and other reports, and of deputations and submissions on the proposed Marina, including the holding of a public meeting on a draft by-law, Council on June 29, 1989 passed the following resolutions:

- "1. That City Council approve the rezoning of Phase I of the Proposed Outer Harbour Marina on the condition that the public access to the Marina arm, as described in the Toronto Harbour Commissioners Option 5, set out in Appendix to the report (June 28, 1989) from the Commissioner of Planning and Development, be provided, as modified below:
 - during the boating season, May 1 to October 31, full public access be provided to the arm during daylight hours;
 - 24-hour security be provided on a year round basis, to the Marina Arm, Phase I;
 - access be provided to the Marina Arm during non-daylight hours throughout the boating season, and 24-hours a day in the winter on a sign-in, sign-out basis;
 - the signing in and out provisions will not be unreasonably withheld from members of the public;
 - the gates to the spine remain unlocked throughout the boating season during the daylight hours;
2. That the Toronto Harbour Commissioners be requested to monitor and study boat congestion and speeds in the Outer Harbour this summer and report further to the Land Use Committee and City Council, when the proposed rezoning of Phases II and III of the Marina are considered;

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3. That the Commissioner of Planning and Development and the Toronto Harbour Commissioners be requested to report on any and all alternatives that would permit boat access to the Marina from the east, and which would prohibit or restrict access from the west, when the proposed rezoning of phases II and III are considered by the Land Use Committee;
4. Subject to receipt of the agreement referred to in Recommendation No. 5, that Recommendations Nos. 2 and 3 of the report (April 25, 1989) from the City Solicitor be adopted;
5. That the Toronto Harbour Commissioners be requested to enter into a collateral agreement with the City encompassing the conditions set out in Recommendation No. 1, above; that the agreement be brought to Council with the Bill on July 13, 1989; and that the Bill regarding the rezoning of Phase I of the Outer Harbour Marina from Gr to Gm be introduced in Council, as soon as possible, or by the next meeting of Council on July 13, 1989;
6. That the agreement be drafted in such a form so as to permit temporary connection of the services while the By-law is being advertised and during the appeal period on the clear understanding, that should the By-law be successfully appealed the services will be disconnected at the expense of the Toronto Harbour Commissioners and that the Commissioners not deny access to the City forces who may be involved with the services at that time, and that this be included in the agreement; and
7. That the Toronto Harbour Commissioners work with the Commissioners of Parks and Recreation and of Planning and Development to develop appropriate proposals to ensure public use and access for any new recreational facilities to be provided."

On July 14, 1989, Council adopted By-law 529-89, rezoning Phase 1 from "Gr" to "Gm" to accommodate 400 slips, with specific provisions for the buildings, vehicular parking, boat storage and landscaped open space as illustrated on attached Map 4. The collateral agreement required by the June 29, 1989 Council resolutions was signed by the City and the THC on July 13, 1989.

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By-law 529-89 was appealed to the Ontario Municipal Board (OMB) by Mr. John Carley, who is an executive of the Friends of the Spit. The reasons for the appeal are quoted as follows:

- "1. The existing zone, Gr, is very recent (1988), and no events in the interim have occurred to warrant a zoning change.
2. The Planning and Development Department of the City of Toronto advocated further study of the rezoning proposal, and indicated serious reservations regarding the proposed zoning change (example: March 16, 1989 report).
3. The proposed zoning change is "piecemeal", and pays no attention and bears no relation to the overall planning strategies advocated for this section of the waterfront (reference: Central Waterfront Plan).
4. The proposed zoning change is the first of many, as further applications will inevitably ensue as the developer (THC) attempts to reach his staged maximum size of 1200 boat marina.
5. The proposed rezoning is simply and only in response to pressure from persons who contracted for berths with the Toronto Harbour Commission in advance of the correct zoning being in place ("pre-selling").
6. The proposed rezoning will permit a marina use which will create hazardous navigational situations in the Outer Harbour, endangering other boaters' equipment and lives.
7. Inadequate public participation and commentary occurred.
8. The creation of pleasure boating facilities is outside the Toronto Harbour Commission's mandate.
9. The proposed marina use, construction, and lakefill has never been the subject of a Provincial Environmental Assessment.
10. The rezoning contains inadequate provisions for public access to the water's edge."

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The OMB hearing on the matter has been scheduled for May, 1990. It is interesting to note that because no rezoning application was made by the THC, the City is the proponent of the Phase 1 "Gm" zoning on the Marina arm. Similarly, the City will be the proponent on any future rezoning for the Marina.

On October 5, 1989, Council approved a Development Review application for the permanent Phase 1 washroom, shower and vending building (see attached Map 8 for location).

On November 24, 1989, the THC submitted additional drawings pertaining to building plans and elevations, site layout, dock layout, grading and drainage, servicing, and landscaping for the entire Marina. In late January, 1990, the THC submitted the consultant study entitled the "Toronto Outer Harbour Water Use Study".

The THC has given no formal indication of what specific areas or facilities it desired to be addressed in any further rezoning, or even that a rezoning was being requested. After further discussion on the point, THC staff did verbally indicate that a rezoning to permit the additional proposed docks in the eastern half of the Marina, and a permanent administration/washroom building would be acceptable. With no accompanying written documentation, THC staff recently submitted the drawing attached as Map 5 to this report, as an indication of acceptable boundaries of a further rezoning for Phase 2 of the Marina. The administration/washroom building was not originally contained in the THC's proposed Phase 2 (see attached Map 9).

I have prepared this report for a number of reasons:

- a) by requesting the THC to submit information necessary for consideration of a further rezoning of the Outer Harbour Marina, Land Use Committee on March 29, 1989 indicated its desire to consider a further rezoning;
- b) on June 29, 1989, Council expressed a similar expectation by requesting further reports on boating congestion and on boat access to the Marina through the Leslie Street Spit when the proposed rezonings of Phases 2 and 3 of the Marina are considered;
- c) given that there has been no formal request from the THC to commence a further rezoning, specific direction from your Committee on this matter is desirable;
- d) to bring to your attention the preliminary planning issues related to the matter; and

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- e) to treat this planning review process as part of a public process from the outset, as would be the case if a rezoning application had been made.

5. PLANNING CONSIDERATIONS

5.1 Official Plan and Zoning Provisions

The site of the Marina arm is covered by the Central Waterfront Official Plan and Zoning By-law Amendments adopted by City Council on June 17, 1988, as By-laws No. 527-88 and No. 528-88. The THC has objected to the Central Waterfront Zoning Amendments, in part because of the "Gr" zoning designation applied to their lands, including the lakefilled Marina arm. They have also objected to the Official Plan and Zoning By-law amendments for other reasons. No Ontario Municipal Board hearing has been held or scheduled respecting the THC's or any other objections to the Central Waterfront Plan. As previously mentioned, however, the OMB hearing on By-law 529-89, rezoning Phase 1 of the Marina from "Gr" to "Gm", has been scheduled for May, 1990.

The Outer Harbour was designated "Open Space" through the Central Waterfront Plan (By-law 527-88), as can be seen on attached Map 1. Attached Map 2 illustrates the zoning scheme for the area as established through Central Waterfront Zoning By-law 528-88, as amended by By-law 529-89. By-law 529-89 contains site-specific provisions regarding the number of permitted mooring slips, number of vehicular parking spaces, and amounts of building floor space and landscaped open space.

As indicated in my reports on the Marina dated March 16, 1989 and May 1, 1989, the Marina use is in compliance with the provisions of the Central Waterfront Plan provided that the public accessibility requirements are satisfied and provided that any negative impact on the plume from the Ontario Hydro circulating channel is appropriately addressed. I did circulate the Marina plans and drawings to Ontario Hydro for comments in the Spring of 1989 but received no response. The agreement entered into between the City and the THC as a requirement for rezoning Phase 1 addressed public access to the entire Marina arm.

Lands in the Marina arm and Marina basin not currently zoned "Gm" through By-law 529-89 are zoned "Gr", which is a park zone permitting only conservation lands and bathing stations. Conservation lands are defined in the general Zoning By-law as lands acquired by any governmental agency, and which are to be preserved in their "natural state".

A "Gm" zone permits the following uses:

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- a) business for the repair or maintenance of recreational boats or boat equipment;
- b) marina;
- c) park;
- d) recreational boating uses including, but not limited to, a boating club, a boating school, boat rentals, boat launchings and boat storage;
- e) uses accessory to the above.

The administration/washroom building and the proposed additional mooring slips would be permitted within a "Gm" zone, but amendments to the site-specific provisions contained in By-law 529-89 may be required.

5.2 Comprehensive Review of Uses in Outer Harbour and Surrounding Areas

In my March 16, 1989 report, I raised the issue of the need for a review of the Marina proposal in the "larger land use and urban design context", and the need for a review of the Marina in the context of the entire proposed marina and Marina Centre complex, including design integration with the Industrial Park plan of subdivision to the north, and with the parks and open space system including the Martin Goodman Trail and the Tommy Thompson Park Master Plan. I still maintain this position today, and several events and proposed activities and developments which have occurred during the intervening period have emphasized the need for a comprehensive review of the entire Outer Harbour and surrounding areas. These matters are as follows:

- a) In the summer of 1989, the Metro Toronto and Region Conservation Authority (MTRCA) finalized its submission on the Tommy Thompson Park Environmental Assessment (EA). The EA proposes to accommodate several boating and sailing clubs, currently located on the North Shore, in Tommy Thompson Park near the marina entrance, and also proposes lakefilling near the Marina entrance to create land upon which some of those clubs locations are proposed. City staff are currently reviewing the EA in order to establish a Council position, and this process is being coordinated by the Medical Officer of Health.
- b) The THC has offered to lease the North Shore to the City as parkland and I understand that negotiations between the THC and City Parks and Recreation and Legal staff are continuing.

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The results of those negotiations are likely to have important implications for the development of the North Shore parkland and the accommodation of some or all of the existing boating and sailing clubs.

- c) The design for the proposed Industrial Park plan of subdivision has been revised. The related discussions have had implications for the design and treatment of the water's edge between the Marina arm and the Ontario Hydro circulating channel, and for the design of THC's proposed Marina Centre, located between the marina and the plan of subdivision. The THC has not indicated that it has yet produced revised plans for the proposed Marina Centre, but THC staff indicate that they are still pursuing this proposed development.
- d) In recent discussions related to the North Shore leasing issue, THC staff again raised the matter of their intent to extend southward the existing Port of Toronto lands located west of Cherry Street and south of the Ship Channel through lakefilling in the Outer Harbour. The intention is to create a trans-lake ferry terminal next to Cherry Beach.
- e) The possibility of creating a boat access to the Marina through the neck of the Leslie Street Spit is still under review and discussion with respect to both the Tommy Thompson Park EA and the Outer Harbour Marina. Road access to Tommy Thompson Park through the Outer Harbour Marina, which is one possible scenario, would have very important implications not only for the Marina design, but also for the design and development of Tommy Thompson Park, the North Shore, the Marina Centre, the Industrial Park, and Leslie Street.
- f) The Royal Commission on the Future of the Toronto Waterfront released its Interim Report in the summer of 1989. Particularly relevant recommendations contained in that report are as follows:

"Natural Areas

- "3. Naturalization should be adopted as a standard element of park landscape design on the waterfront.

There is a need for a comprehensive re-evaluation of recreational and educational requirements and activities in the entire Outer Harbour area. Rather than placing all the facilities together, the MTRCA, the City of Toronto, and the THC should make provisions to distribute the sailing-club facilities, interpretive centre, and parking lots

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on the north shore, in the new marina, and at the base of the Spit, leaving the Leslie Street Spit as an urban wilderness.

4. In that regard, the Royal Commission recommends that the Leslie Street Spit be recognized and protected as an urban wilderness park. In this context, "urban wilderness" is defined as an extensive area where natural processes dominate and where public access, without vehicles, provides low-key, low-cost, unorganized recreation and contacts with wildlife."

"Public Access

- "1. The development of recreational facilities in the Outer Harbour Area should be frozen, pending a comprehensive analysis of the distribution and intensity of land- and water-based recreational uses.
2. Sailors and windsurfers, for whom the Outer Harbour is an irreplaceable resource, should be given a permanent home on the north shore and/or in the new marina.
3. Interpretive facilities and parking should be accommodated at the neck of the Leslie Street Spit. There should be no private vehicular access to the Spit, with exception of access to the Aquatic Park Sailing Club, as under the existing arrangements."

After the Interim Report was released, Commissioner Crombie was also appointed as a Provincial Commissioner of Inquiry, and a Provincial Interest was declared in the East Bayfront, the Port Industrial District and the Outer Harbour, including the area within which the Outer Harbour Marina is located. The Declaration of Provincial Interest stated that because "the majority of the land in this area is in public ownership, the Province wants to ensure that a comprehensive strategy is developed which will benefit the entire area".

Given the uncertainty and complexity inherent in the many processes and factors affecting the Outer Harbour, there is a need to proceed slowly and cautiously with such a major development as the Outer Harbour Marina.

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5.3 Design Integration with Lands to the North

The THC's original concept for their proposed Marina Centre, located between the Marina and the proposed Port Industrial Park subdivision, as illustrated on attached Maps 6 and 7, is now outdated. A revised Port Industrial Park plan of subdivision now shows an Outer Harbour Drive alignment which intersects with Leslie Street about 100 m further south (see attached Map 6) than originally proposed. The road pattern within the proposed Marina Centre, which will provide access to the Marina, has not been established.

In addition, the THC Board has agreed to leave the entire segment of water's edge between the Ontario Hydro circulating channel and the Marina arm as open space, and have further agreed not to locate their proposed Marina Service Centre facility on that portion of the water's edge. THC staff are considering a location for the Marine Service Centre at the end of the Marina basin. These changes will also require significant design changes to the proposed Marina Centre. Depending upon the uses ultimately proposed in the Marina Centre, an Official Plan Amendment could be required in addition to a rezoning.

The latest plans for the Marina arm show automobile parking lots, not shown on previous plans, located east of the proposed administration/washroom building near the entrance to the Marina arm (see attached Map 4). These lots extend or intrude beyond the Marina arm, and are actually outside the entrance to the Marina arm, on the lands where I have suggested water's edge open space as an appropriate use and also on the lands where the THC has previously proposed its Marina Centre. These lands are currently zoned "Gr".

5.4 Sailing/Boating Club Accommodation

As suggested in my March 16, 1989 report, and as recommended in the Interim Report of the Royal Commission, quoted earlier in this report, the Marina arm has the potential to play a significant role in the accommodation of boating/sailing clubs currently located on the North Shore. The early plan for the entire Marina arm (attached Maps 3 and 11) shows a dry sailing club-house, parking area, boat launching area and what appears to be a dry-sailing boat storage space on the largest and most easterly hardpoint on the north side of the Marina arm. THC staff have verbally indicated that this is where they can accommodate 1 dry-sailing club, which could be one of those presently located on the North Shore. Possible design changes to accommodate more than 1 club should be considered. In any event, such facilities should

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be designed so as not to privatize the water's edge, no matter where they are located.

It is interesting to note that recently submitted detailed site plans do not show any dry-sailing facilities at that location. Similarly, the "Toronto Outer Harbour Water Use Study" shows all proposed community boating and sailing facilities as being located on the North Shore and on Tommy Thompson Park, but not on the Marina arm (see attached Map 13). *

The Environmental Assessment (EA) for Tommy Thompson Park shows facilities for boating/sailing clubs on new lakefilled land (see attached Map 14). Of greater environmental significance than the proposed facilities and boats themselves are the concomitant lakefilling, vehicular traffic, parking lots, and piped servicing. The location of the proposed Interpretive Centre is also partly related to the boating facility location. My view is that vehicular traffic and environmental disruption on the Spit should be minimized, and a consequent scenario for the Outer Harbour is to accommodate the boating and boardsailing clubs on the North Shore and/or the Outer Harbour Marina rather than in Tommy Thompson Park. The announcement by the THC in 1989 of the offer to lease the North Shore lands to the City raised the distinct possibility that the City could give long-term leases to some or all of the boating clubs, allowing them to remain on the North Shore. Negotiations regarding the terms of the lease agreement between the City and the THC are ongoing. *

5.5 Outer Harbour Congestion/Conflicts

A concern regarding potential boating congestion or conflicts in the Outer Harbour, exacerbated by the Marina arm itself and due to the 1200 boats proposed to be moored within it, was raised in my March 16, 1989 report. Partly in response to that concern, the THC has recently submitted a report entitled "Toronto Outer Harbour Water Use Study". This report was prepared by the consulting firm of Johnson Sustronk Weinstein and Associates, who were also involved in the design and development of the Outer Harbour Marina and the conceptual plans for the Marina Centre.

That report concludes that "the proposed expansion of the marina will cause neither congestion nor a pose a (sic) safety hazard to other users of the harbour". I have not had adequate time to review this report in detail, but will do so as part of any future rezoning process.

I still have concerns regarding the negative impact of the Marina and associated boat traffic on the quality of the sailing and recreation experience for those sailing and boating clubs and

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members of the public using the Outer Harbour as their primary recreational area. The sheltered waters of the Outer Harbour provide a unique resource facilitating water-based, non-motorized recreation using relatively small craft. The large boats under power will be using the Outer Harbour merely as an access route to and from the Marina complex.

Notwithstanding whether or not an arbitrary measure of what constitutes "congestion" will be reached, the loss of enjoyment experienced by the small-craft sailing and non-motorized boating community using the Outer Harbour should be minimized. Reducing the overall proposed number of mooring slips (currently 1200) in the Marina, and consideration of an alternative boat access route through the Leslie Street Spit are two possibilities for minimizing the adverse impacts caused by Marina boat traffic.

Through earlier comments to the THC's consultants and to myself, representatives of the community sailing clubs currently located on the North Shore of the Outer Harbour have expressed concern with safety of small sail craft given their proposed relocation to Tommy Thompson Park near the mouth of the marina basin. They expressed particular concern about novice sailors being in the area where marina-generated boating traffic would be most heavily concentrated. Again, even if an arbitrary measure of congestion is not reached, safety concerns remain with regard to this proposed configuration of land and uses.

5.6 Marina Boat Access Through Leslie Street Spit

As previously mentioned, the possibility of a channel access to the Marina basin through the Leslie Street Spit remains a scenario worthy of further consideration. This scenario will also be considered through the review of the Tommy Thompson Park EA, and would have important implications for the Marina design. The channel access could reduce significantly any loss of enjoyment of the use of the sheltered Outer Harbour waters by small non-motorized water craft, caused by disruption and interference of these activities by large boats under power using the Outer Harbour for Marina access.

5.7 Site Plan Control and Design Issues

Despite the fact that the Outer Harbour Marina is within an area of site plan control, only the permanent washroom building was approved by Council (October 5, 1989) through the Development Review process. The area (.37 ha.) approved through that Development Review process constitutes about 6% of the land area in Phase 1 (about 6 ha.). The majority of the Phase 1 site development was carried out by the THC with no site plan approval

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by the City. I am very concerned that the rest of the Marina construction will proceed in a similar manner if the City simply rezones the area without securing better control over site plan approval. I am recommending that this issue be addressed through the planning approval process.

Design-related issues of concern at this preliminary stage include the following:

- a) design integration with lands to the north;
- b) design implications of a boat channel access through the Leslie Street Spit;
- c) design implications of accommodating boating/sailing clubs on the Marina arm;
- d) design of publicly accessible water's edge and other open spaces;
- e) the proposed use of large areas of land for boat storage and automobile parking uses;
- f) the proposed additional vehicle parking areas outside the entrance to the Marina arm;
- g) the need for an open inviting, public entrance to the Marina arm;
- h) the implications of a relocated Marina Service Centre on the dock layout and on related allocation of mooring slips to boats awaiting service or pick-up; and
- i) the possible allocation of mooring slips to tour boat operators, charter boats, and/or visiting boats, given that the THC Board has agreed not to locate such facilities in the Outer Harbour outside the Marina basin;

5.8 Soil Quality

Documentation should be provided by the THC to the satisfaction of the Medical Officer of Health that soil quality standards appropriate for the publicly accessible Marina arm have been met.

5.9 Parkland Dedication or Cash-in-Lieu

The applicability and implementation of the City's By-law 717-89 respecting the conveyance of land or cash-in-lieu of land conveyance for parks purposes will need to be determined. If

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applicable, the results will be of significance to the THC and the City given the size of the Marina arm (approximately 16 ha.).

6. PLANNING APPROVALS PROCESS

In my March 16, 1989 report, I suggested a phased approach to planning approvals for the Marina as a mechanism to facilitate the monitoring by the THC and the City of congestion/conflict/safety problems in the Outer Harbour related to Marina-generated boat traffic. My opinion on that subject has not changed. The phased approval approach is further supported by the need to address other planning and design issues raised in this report or which may be raised in future as a result of the circulation and public participation processes. I am therefore recommending that the submitted plans and drawings be circulated for consideration of a proposed rezoning to accommodate the additional 205 slips plus 26 serviced dockwall berths, the administration/washroom building, additional parking areas, and the additional lands included within the area illustrated on attached Map 5. This Phase 2 development of the Marina could be characterized as a completion of the inner Marina basin more so than a significant outward expansion in terms of area. It would permit an additional 227 berths over the 400 permitted by By-law 529-89, which does represent a significant expansion in terms of additional boats accommodated.

I am not in favour of considering a rezoning for Marina development beyond Phase 2 at this time, given the significance of Marina expansion to the entire Outer Harbour area and the need for a careful review and monitoring of, and cautious approach to, such development.

This process could, assuming that the rezoning is approved, permit the additional 227 berths to be in operation for the 1991 boating season, which does represent a significant expansion in terms of additional boats accommodated.

Due to the concerns raised earlier in this report concerning site plan control, I am recommending that comments also be solicited from circulated officials concerning overall site design, and that in conjunction with any rezoning approvals, appropriate means of securing site plan control be pursued.

RECOMMENDATIONS

1. That this report, the plans and drawings submitted by the Toronto Harbour Commissioners, and the report entitled "Toronto Outer Harbour Water Use Study", pertaining to the proposed expansion of the Outer Harbour Marina, be circulated

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- for comment to appropriate civic and other government officials.
2. That in conjunction with the circulation, comments be solicited with respect to a proposed rezoning from "Gr" to "Gm" to permit the additional mooring slips, an administration/washroom building, vehicular parking areas, and additional lands, generally within the boundaries illustrated on Map 5 attached to this report, and in light of the issues raised in this report.
 3. That comments also be solicited with respect to overall site planning matters.
 4. That the planning approval process address the issue of securing appropriate site plan control measures regarding the Outer Harbour Marina.
 5. That, due to the unusual nature of the rezoning and site plan control process, in that no applications have been submitted by the Toronto Harbour Commissioners, the Commissioner of Planning and Development be requested to report to the Land Use Committee on the results of the circulation and review of the pertinent documents and information, prior to the formulation of any draft by-laws.
 6. That the Toronto Harbour Commissioners be requested to supply additional written and graphic information concerning the following:
 - a) a revised overall Marina plan showing currently proposed facilities and uses, and a clarification of what additional facilities and uses may be proposed in future;
 - b) the THC's intentions and degree of flexibility with respect to accommodating community boating/sailing clubs on the Marina arm or in the Marina basin;
 - c) the results of any monitoring of vehicular parking during the boating season, and boat storage during the non-boating season, and the implications for parking and boat storage requirements in proposed future phases of the Marina;
 - d) a more detailed description of the protective lakefilling that would be required for a channel access to the marina through the Leslie Street Spit, and the design and other implications of road access to Tommy Thompson Park through the Marina;

Land Use Committee

(c711uc90160:114)
March 13, 1990

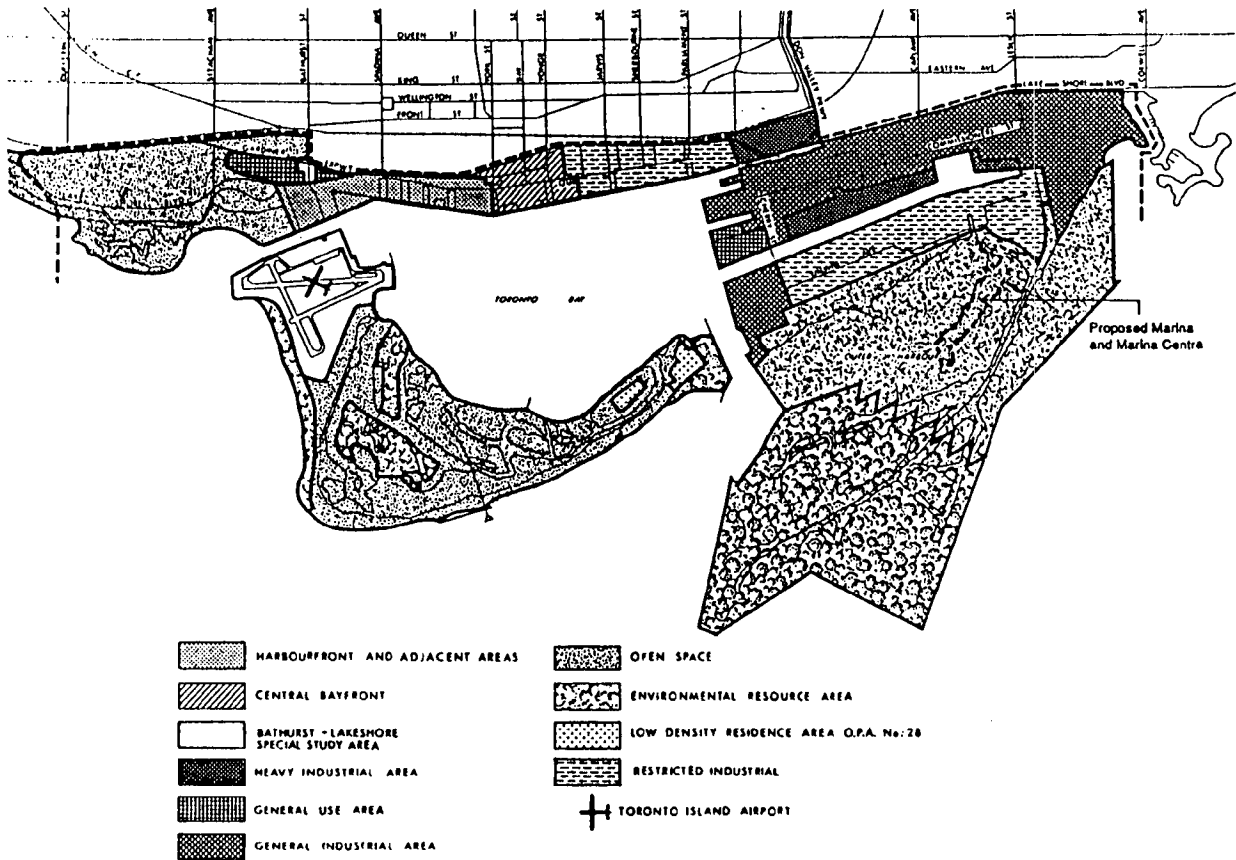
including the results of implementing the recommendations of the "Toronto Outer Harbour Water Use Study";

- f) a more detailed description of the intended treatment of the entrance to the Marina arm, including existing and proposed fencing and plan elevations or perspectives covering the entire width of the Marina arm;
- g) the most recent plans for the Marina Service Centre and the implications for dock layout;
- h) the intentions regarding allocation of mooring slips to Marina Service Centre uses, tour boat operators, charter boats, and visiting boats;
- i) the most recent plans for the Marina Centre;
- j) the most recent detailed plans for proposed buildings on the Marina arm;
- k) information pertaining to soil quality on the Marina arm, in consultation with the Medical Officer of Health.



Robert E. Millward
Commissioner

PL:jp



Official Plan Amendment N°463 **The Central Waterfront** **Official Plan Part II**

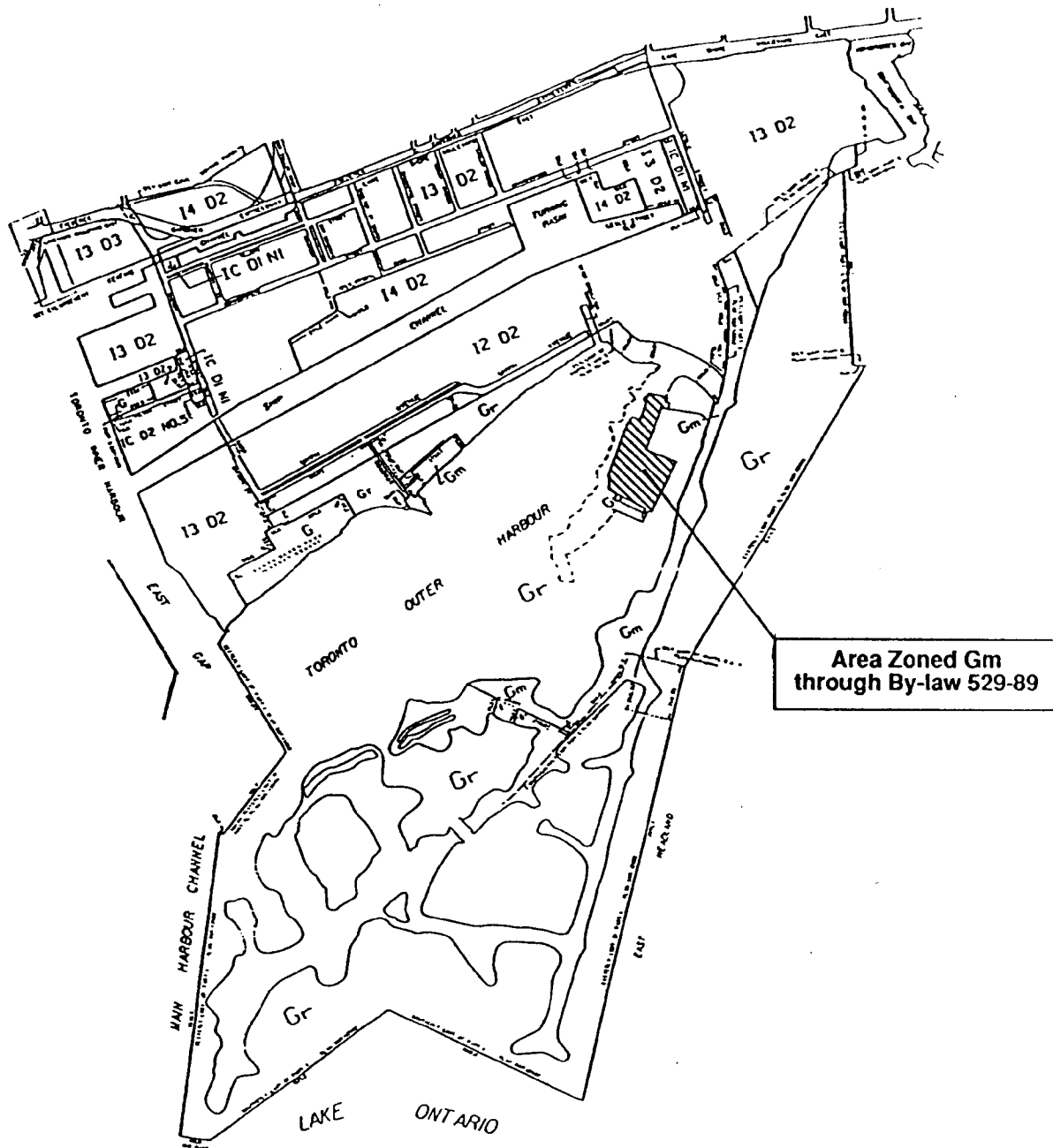
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March 1990

City of Toronto Planning & Development Department
 Robert E. Millward, Commissioner
 Central Core & Waterfront Division



Zoning Map

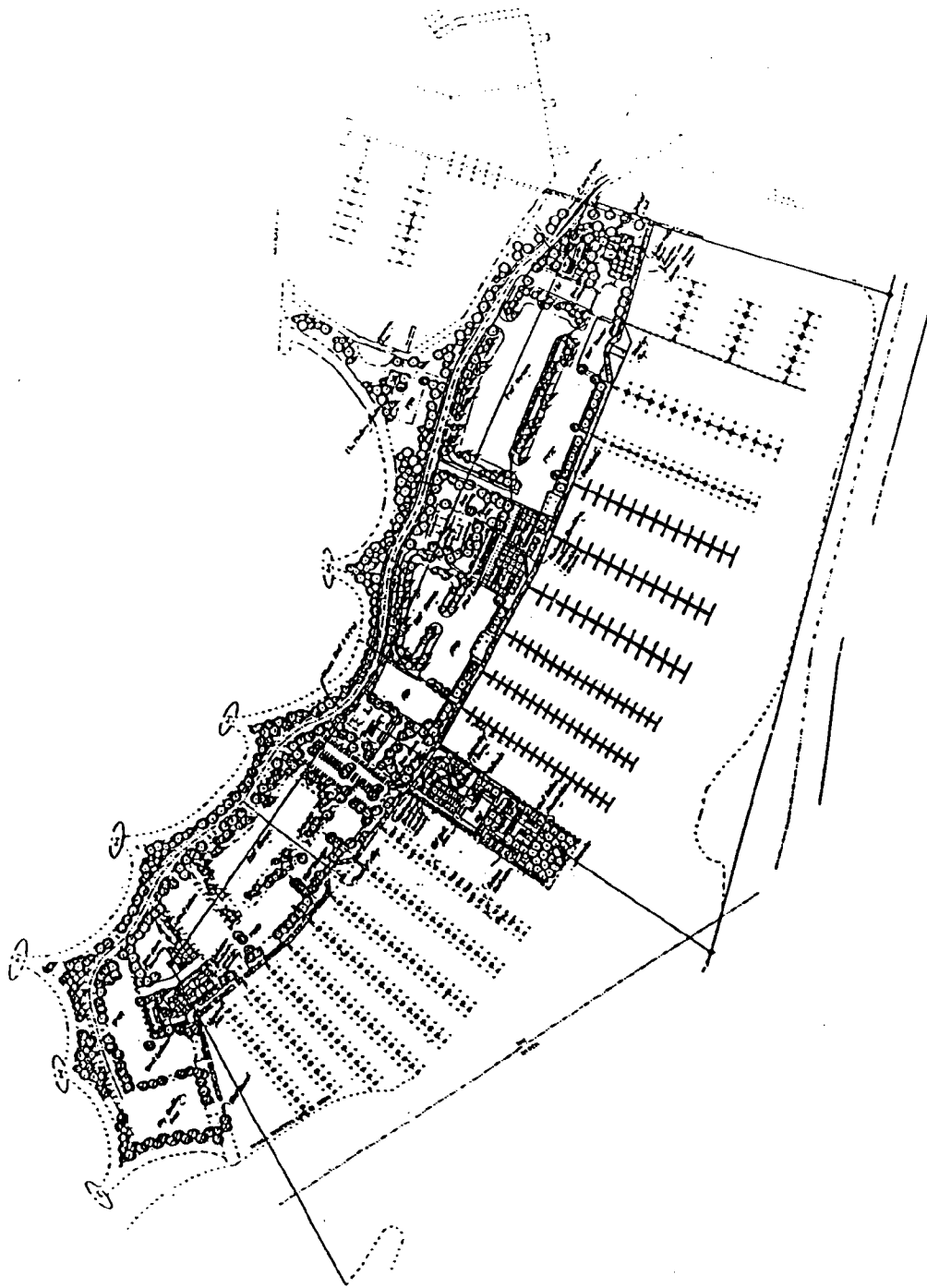
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Outer Harbour Marina
Toronto Harbour Commissioners
Marina Breakwater

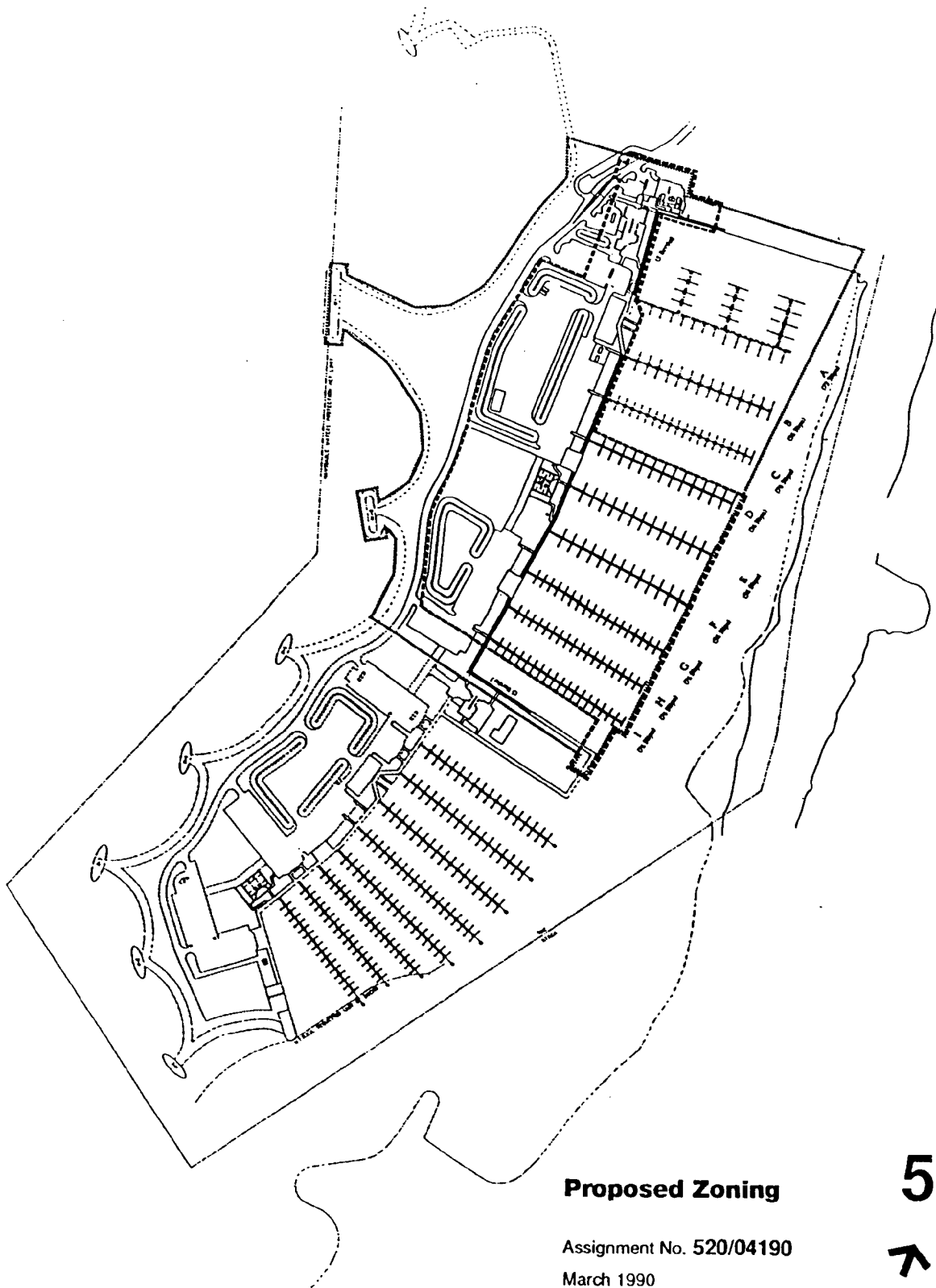
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----- Outline of lands proposed to be rezoned
 ----- Outline of lands rezoned as per By-law 529-89

Proposed Zoning

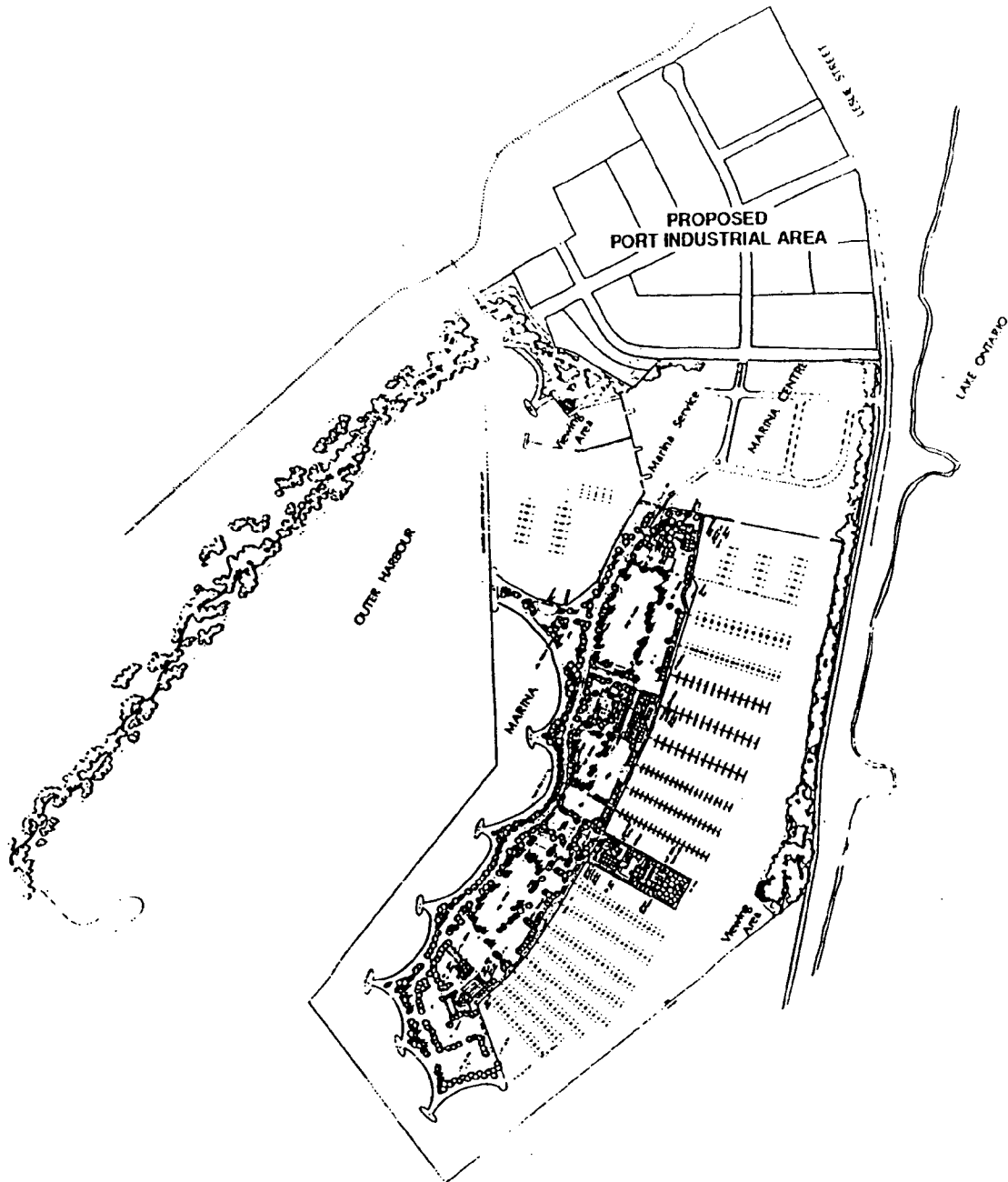
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Outer Harbour Marina Development Area

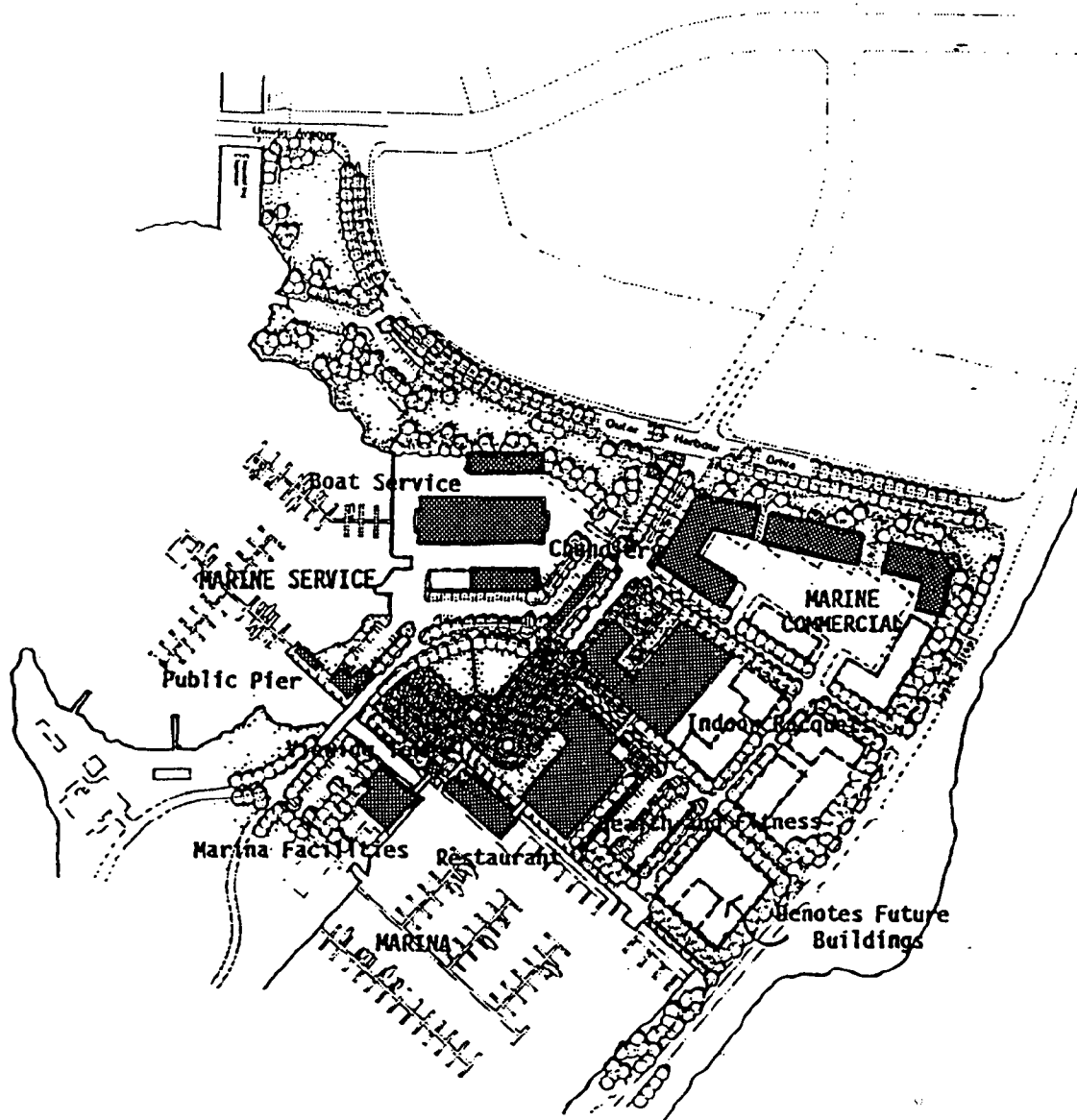
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Marine Centre Concept

7

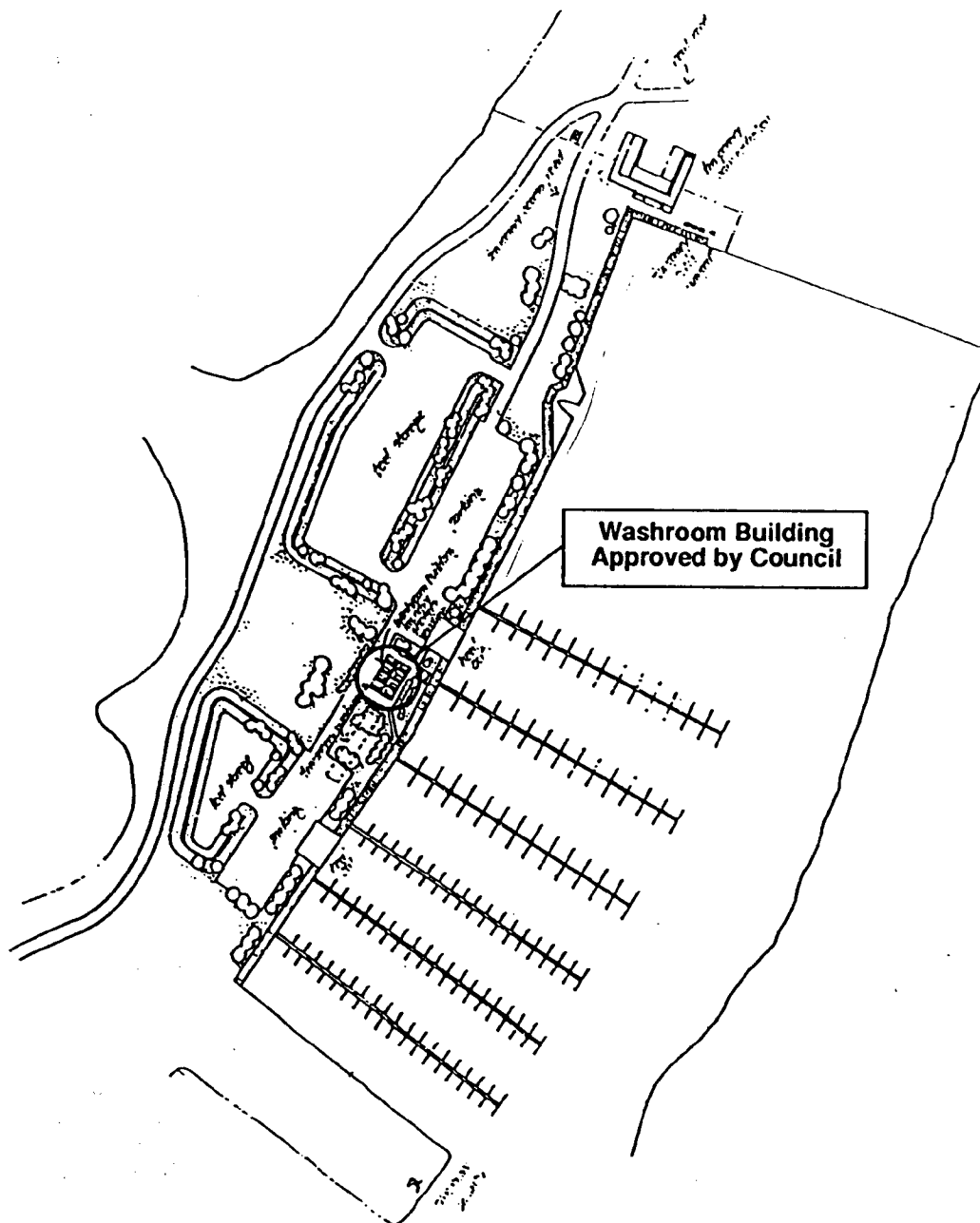
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 Possible first phase of site development



Outer Harbour Marina **Phase 1: Completion 1990**

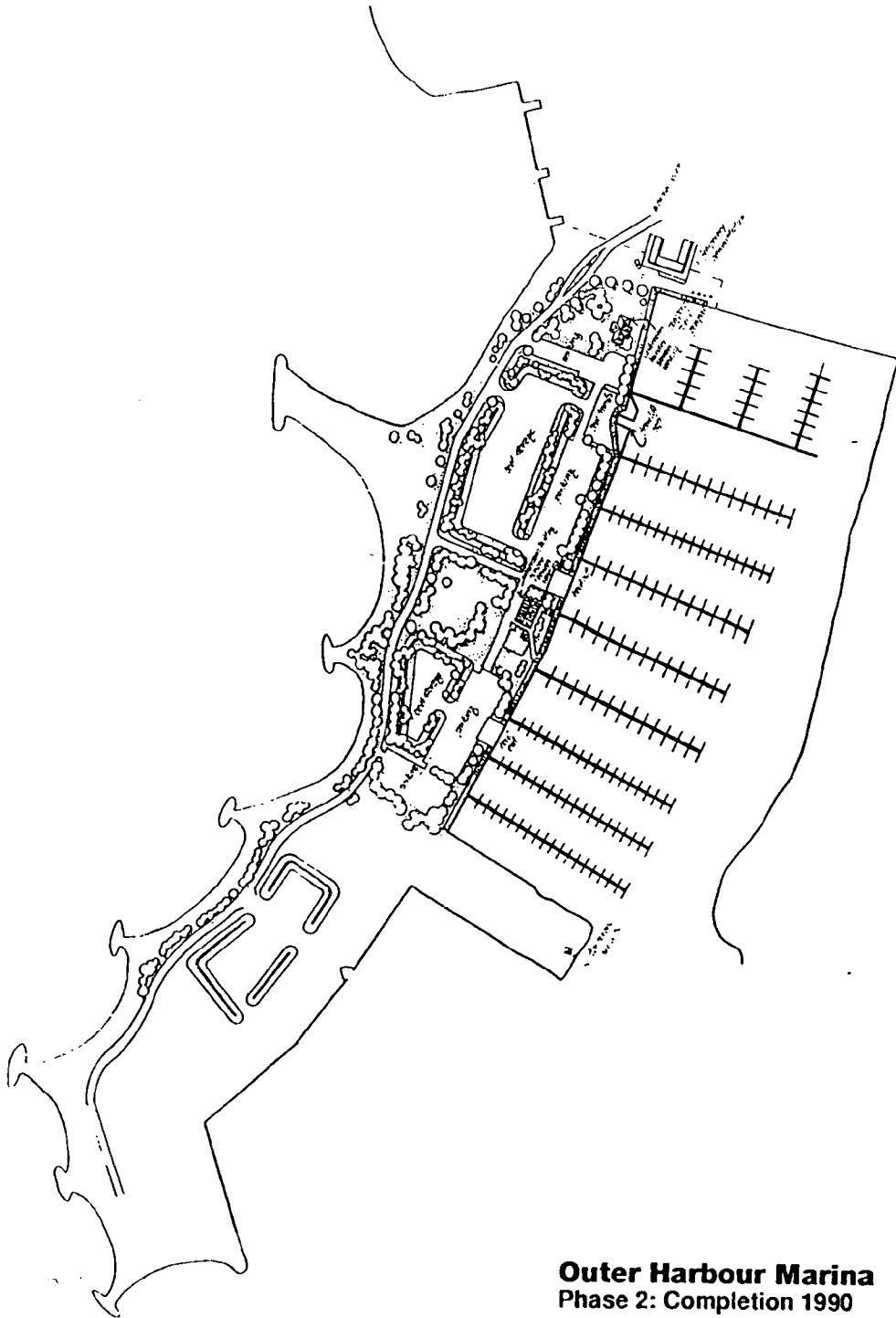
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Outer Harbour Marina
Phase 2: Completion 1990

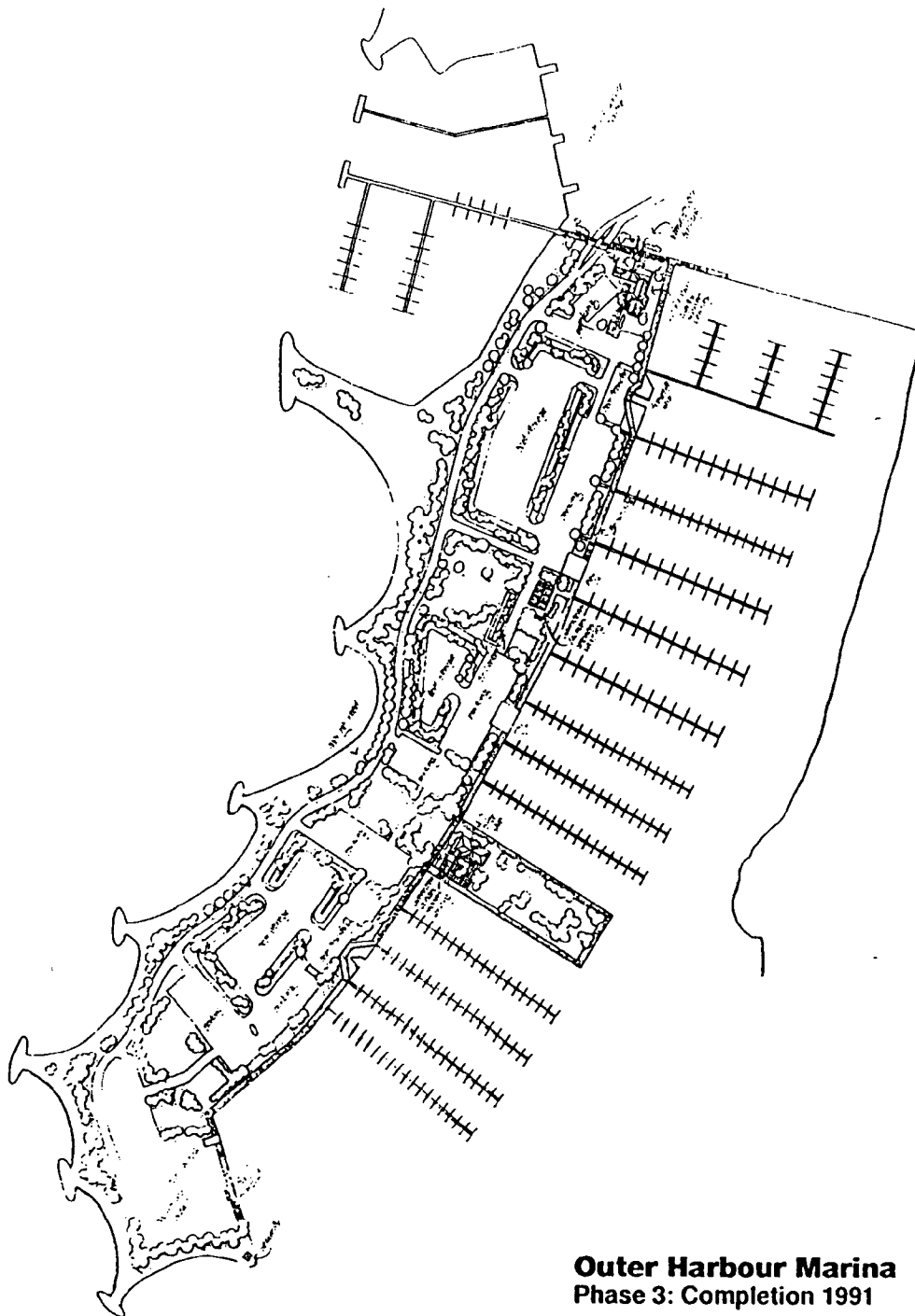
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Outer Harbour Marina
Phase 3: Completion 1991

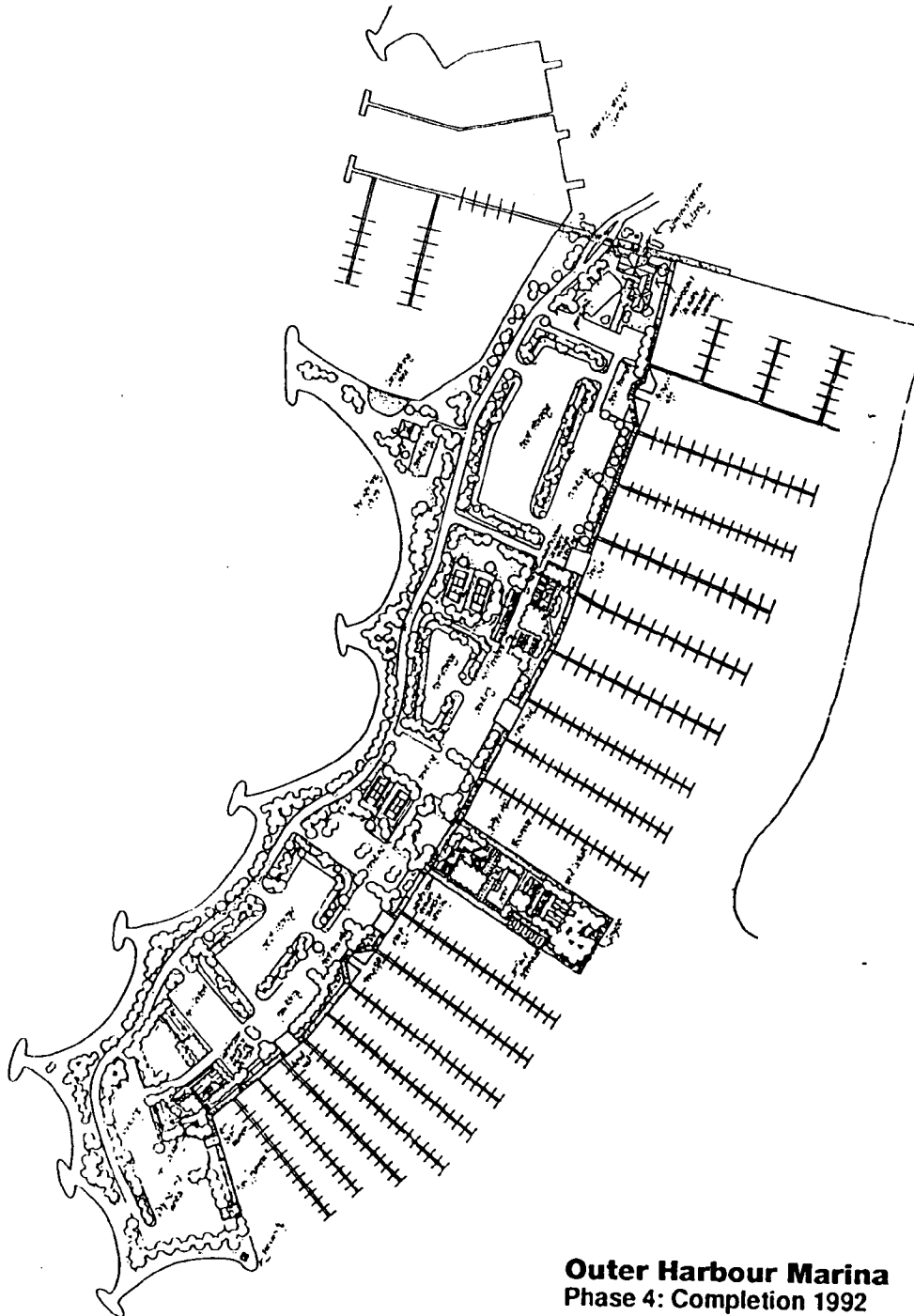
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Outer Harbour Marina
Phase 4: Completion 1992

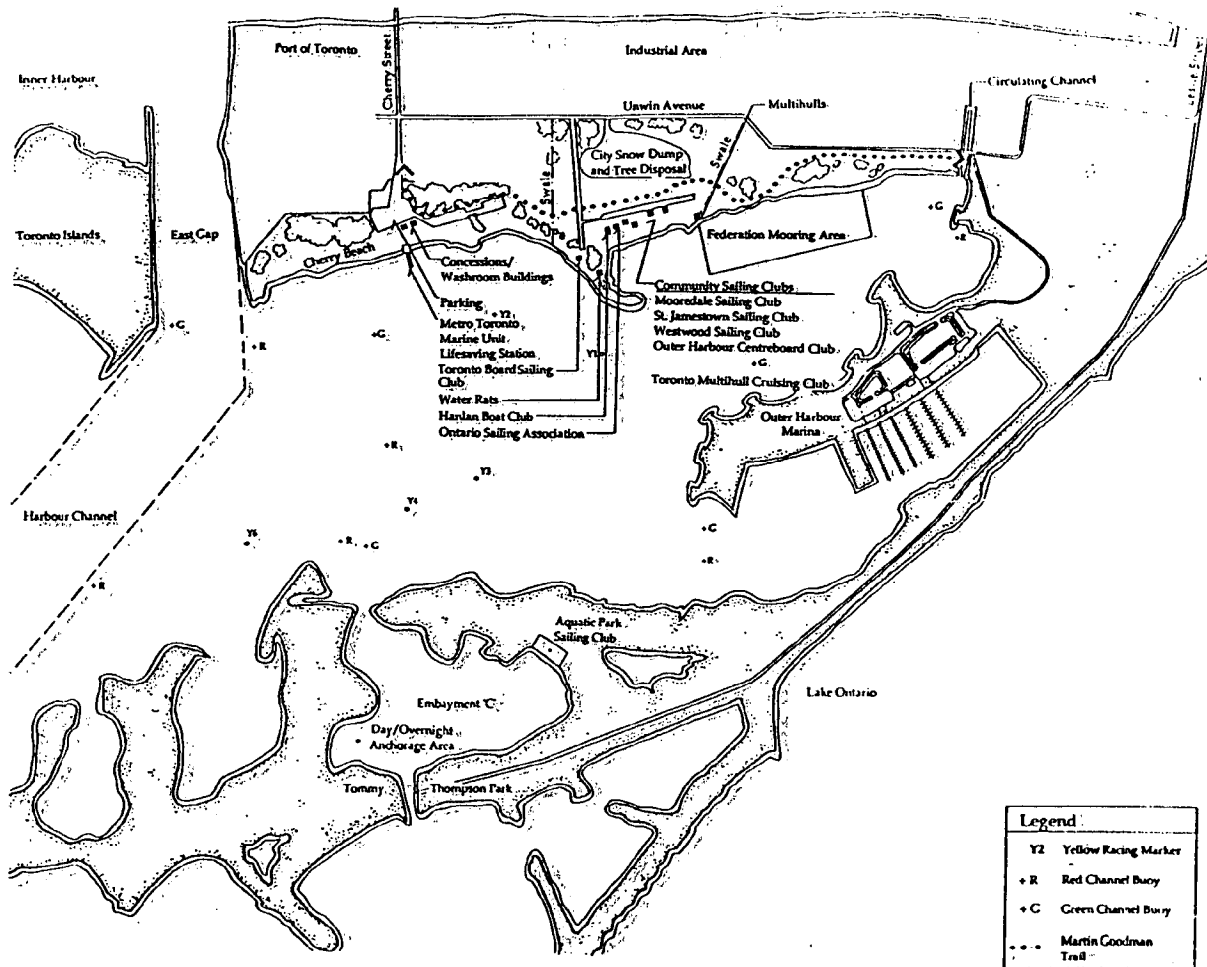
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Outer Harbour Existing Users

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