

## A.6: Integrated Shoreline Management Plan

Because of the physical and land use differences along the Lake Ontario waterfront, it is impossible to prescribe one set of shoreline management recommendations that will apply everywhere. A more practical approach is the development of a set of Integrated Shoreline Management Plans (ISMPs), based on the concepts outlined in this Greenway Strategy. (See also Action 1.1.)

The foundation for ISMPs is the more traditional shoreline hazard management activities undertaken by conservation authorities, but ISMPs will be more comprehensive in their scope, integrating water quality, habitat, and recreational access concerns, and involving the full range of agencies, municipalities, and landowners with shoreline interests. The boundaries of each ISMP should be based on the shoreline units shown on Map 3, or on major sections of shoreline units defined by differences in shoreline character or littoral drift patterns.

## B. STEWARDSHIP

### B.1: Management of public lands

Existing public lands include municipal, conservation authority, and provincial parks, and waterfront lands held by utilities such as Ontario Hydro, the Ontario Clean Water Agency, and municipal utilities. While these lands contribute significantly to Greenway objectives in their current use (such as sewage treatment plants curtailing water pollution, for example), in many cases they are managed solely for a single use. With planning involving the owners and stakeholders to ensure compatibility with present and future uses, they could contribute to a broader range of Greenway objectives. For example, buffer lands around generating stations and transmission corridors could in some cases be managed to increase wildlife habitats; provincial or municipal parks could contribute to regional tourism development strategies; water treatment plants could provide for public access, and so on.

Another aspect of public land management is the treatment of the lake bed, most of which is publicly owned. Through a Memorandum of Understanding between MNR (the agency that administers provincial water lots) and the Trust, these lands will be retained in public ownership, except where significant public benefits can be demonstrated from their disposition (see *Management and Disposition of Lake Ontario Crown Shorelands within the Greater Toronto Bioregion* in the toolkit).

## STEWARDSHIP

Stewardship is based on the concept of voluntary management of both public and private lands in such a way that they contribute to a broad range of ecological and cultural objectives. The range of stewardship opportunities includes:

### B.1 Management of public lands

### B.2 Land acquisition by public agencies

### B.3 Landowner contact



Charity Landon Waterfront Regeneration Trust

Burloak Park shoreline and bluff, Oakville

## B.2: Land acquisition by public agency

Land acquisition by public agencies usually takes place through purchase, donation, or dedication during development, using the parkland dedication provisions of the Planning Act. In recent years, most of the acquisition has occurred at the municipal level. Conservation authorities have also played a major role, although their enthusiasm for land acquisition has been considerably dampened by the loss of provincial property tax rebates for ecologically significant lands. Public purchase has also been an important method of protecting culturally significant properties, either for future museum use or to be sympathetically altered for some other public purpose. In many cases, waterfront lands are also acquired by public agencies for other purposes such as municipal utilities or infrastructure.

Public acquisition of key waterfront lands will remain an important implementation mechanism, particularly for the eastern portion of the Greenway where acquisition of important natural assets could take place at reasonable cost, and in the more urban parts of the Greenway where waterfront open space opportunities are scarce. In some cases, acquisition of access agreements or leases to provide for a trail link or other public access across private lands could be useful mechanisms.

At present, land acquisition programs along the waterfront are very much opportunity-driven. A more coordinated strategy to acquire key properties in advance of development pressures, in concert with other planning and stewardship tools, would be beneficial in the eastern half of the Greenway. The involvement of conservation authorities, municipalities, and community groups will be important to a successful strategy. Every effort should be made to tap into larger-scale acquisition programs such as The Nature Conservancy of Canada's Conservation of Great Lakes Biodiversity initiative, the Eastern Habitat Joint Venture, and the Great Lakes Cleanup Fund.



### B.3: Landowner contact

Landowner contact leading to private land stewardship is a relatively new approach along the waterfront, but one that has been used successfully in other parts of Ontario for several years, primarily for natural areas in rural settings such as wetlands and Niagara Escarpment lands. This technique enrolls landowners in voluntary programs and management agreements to protect significant natural features. Currently, programs are underway in the Northumberland County waterfront area and in association with the Hamilton Harbour RAP program. Metro Toronto identified a need to establish a similar program for urban natural areas near the waterfront in its 1994 *Metropolitan Waterfront Plan*.

Landowner contact and stewardship is an appropriate tool for natural core areas, corridors, and possibly cultural and scenic landscapes wherever land uses are relatively stable; it is likely to be less successful where land speculation in advance of development is underway. Stewardship is primarily oriented towards the protection or restoration of the natural qualities of a property, and is less appropriate for arranging public access because of landowner concerns about liability and littering. In urban areas, formal stewardship programs involving private lands are an experimental concept, but there would appear to be much promise for working with owners of natural ravines or other habitats, as well as historic buildings and cultural landscapes.

One stewardship tool with some limited application along the waterfront is the negotiation of conservation easements, which place voluntary permanent restrictions on the future uses of a property. Recent amendments to the Conservation Lands Act extend the ability (formerly limited to the Ontario Heritage Foundation) to hold and enforce conservation easements to municipalities, conservation authorities, and land trusts. This should encourage greater use of this technique in future to protect natural areas.

Stewardship activities provide considerable opportunities for volunteer involvement, such as tree-planting on industrial lands, and a wide range of other activities where community groups could enhance the waterfront by working cooperatively with private landowners.

Further detail on landowner contact and private land stewardship can be found in *Creative Conservation* by Hilts and Reid.



The Finch Meander, Rouge River

Jim Roth



## FRIENDS OF SECOND MARSH: GIVING NATURE A HELPING HAND

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There are many diverse natural areas along the north shore of Lake Ontario, but few are as diverse as Second Marsh, located in the southeast corner of Oshawa. A staging area for over 265 species of migratory birds and home to about 75 breeding species, as well as an array of herptiles, insects, and flora, Second Marsh is the largest remaining coastal wetland between Niagara and Presqu'île. For most of this century its health was sacrificed for the sake of industrial and urban development. But in the 1970s, concerned citizens began a long struggle to save the marsh, and the result is a partnership of government, business, and community dedicated to restoring and preserving the vitality of this delicate waterfront habitat.

Settlers began farming in the Harmony-Farewell Creek watersheds in the early 1800s, and upstream erosion quickly led to sedimentation in the bay. Degradation of the marsh continued in the 1930s and 40s, when materials dredged from Oshawa Harbour were dumped there. In addition, treated effluent from the City of Oshawa was discharged into the marsh until 1971. It was about this time

that plans to turn the marsh into a deep-sea port emerged, and an open bay with a depth of seven feet was created. Since then plans for a port have been abandoned and sedimentation has re-created a one foot deep wetland. Continued high sedimentation now threatens to fill in the marsh.

Efforts to save Second Marsh began in 1976 with the establishment of the Second Marsh Defense Association, a group of naturalists, conservationists, and other concerned citizens that has since changed its name to Friends of Second Marsh. The group played an instrumental role on the Second Marsh Steering Committee, a partnership of community groups, private corporations, school boards, and agencies from all levels of government, which was organized by the City of Oshawa in anticipation of regaining ownership of the marsh from the federal government. In 1991, the Committee, after broad public consultation, produced the Second Marsh Management Plan and launched a new era of cooperative partnerships.

A promise of 1.3 million matching dollars from Environment Canada kick-started the fundraising campaign, which has attracted the participation of the City of Oshawa, community groups, corporations, and individuals. In the winter of 1994-95, the marsh's outlet was relocated at the west end of the barrier beach, habitat islands were constructed, and a carp barrier was installed.

Though the Second Marsh Management Committee can trace its origins to a community group formed in the 1970s, the on-the-ground (and in-the-water) work has only just begun. As the health and diversity of the wetland returns, interpretive nodes, viewing platforms, and perhaps an education centre will be installed around the marsh. The educational and recreational facilities, including the Waterfront Trail, which skirts the area, will have minimal impact on the biological and ecological functions of the marsh. Through partnerships, the goal to regenerate and protect this sensitive habitat while creating opportunities for learning, hiking, and bird-watching, can be realized.

## C. FUNDING AND INCENTIVES

### C.1: Coordinating plans and projects with funding opportunities

One of the keys to the successful implementation of the Waterfront Trail over the past few years has been the coordination of the timing, design and funding of various local projects. As the Humber Bridge example demonstrates, even a single project can involve the coordinated actions of many agencies. In all cases, however, progress has not come about because of a new dedicated source of government funding allocated to the waterfront, but rather through the coordinated application of existing capital programs to waterfront projects.

Over the past two years, waterfront projects have proven their worth in receiving allocations from jobsOntario *Capital*, jobsOntario *Community Action*, and the Canada-Ontario Infrastructure Works programs. Other provincial programs such as Ministry of Transportation's highway construction allocations have contributed substantially to development of the Waterfront Trail.

The Greenway Strategy is a long-term vision, with actions that will occur over many years. It cannot and should not be tied to a single funding source or program; rather, as government capital and other funding programs at all levels evolve over the years, agencies involved in implementing waterfront activities will continue to seek opportunities to attract investment in priority projects. Continuing to prepare coordinated "packages" of related waterfront projects, similar to the Waterfront Trail provincial funding applications, will be an ongoing role for the Waterfront Regeneration Trust.

### C.2: Directing economic incentives

Government agencies direct a wide range of economic incentives of various forms, through grant programs, subsidies, partnership arrangements, and tax policies. Some of these incentives can be employed to assist in waterfront regeneration, such as:

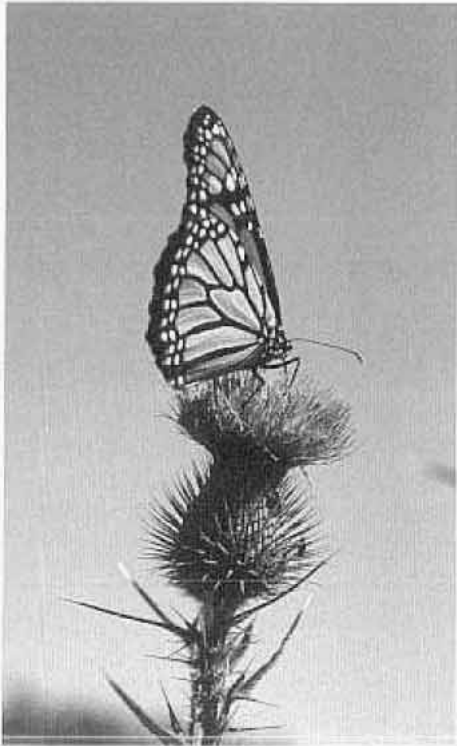
- Public spending on infrastructure projects along the waterfront can be positioned to encourage the maximum related private investment, and/or to trigger greater local involvement in community projects.

## FUNDING AND INCENTIVES

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*f*inding the dollars necessary to regenerate the waterfront will always be challenging. Although much has been accomplished in recent years, new approaches, greater creativity, and the involvement of a broader range of partners will be necessary. Techniques to finance the actions identified within this Strategy are summarized in three broad categories:

- C.1 Coordinating plans and projects with funding opportunities
- C.2 Directing economic incentives
- C.3 Attracting private funds to waterfront projects



Daphne Severintson

Monarch on thistle

- Conditions can be attached to approvals, grants, or other funding to ensure that the resulting activities will contribute in a positive way to achieving the objectives of the Greenway Strategy. Some programs do this already – the requirement for projects under jobsOntario *Community Action*, for example, to demonstrate strong community involvement, is consistent with Greenway objectives. In other areas such as agricultural subsidies, there is increasing interest in “cross-compliance” with environmental standards.
- The property tax system can be used to create incentives for protection of natural areas, archaeological sites, and public access. Under the Conservation Lands Act, private owners of provincially-significant natural areas now qualify for a provincial rebate of their property taxes, which is a valuable aid to stewardship. However, this program has been withdrawn from conservation authority lands, and is relatively limited in scope in the face of a new understanding of provincially-significant lands through the *Comprehensive Set of Policy Statements*. A more cost-effective incentive may be revisions to the Assessment Act to include a category of Conservation Lands, so that natural areas would no longer be assessed at residential or agricultural values.
- Amendments to the federal Income Tax Act should be encouraged to remove the tax penalty paid by those who donate properties to public agencies or charities. This taxation of a fictitious capital gain acts as a significant disincentive to public-spirited citizens along the waterfront and elsewhere. The 1995 federal Budget partially addressed this concern. Donors of some types of ecologically sensitive lands can now claim the resulting donation credits against 100% of their annual income, rather than the 20% limit which existed previously. This will assist some donors in avoiding a major tax penalty, but further reform in the capital gains area is also necessary.

### C.3: Attracting private funds to waterfront projects

A community that appreciates the potential of its waterfront, and that is mobilized to help improve the health and accessibility of that resource, can be very effective in finding non-government resources to help achieve its goals. Already the waterfront has benefitted from the involvement of service clubs, industries, local landowners and citizens in waterfront projects. Working in partnership with community groups, there is also enormous potential for innovative fund-raising, from events and donations, to sponsorships, bequests, and foundation grants.

To attract private funds, waterfront agencies and organizations must communicate the community values of the projects they propose, identify clear opportunities where private funds are welcomed, and create appropriate mechanisms to handle funds from private sources. Corporate sponsors, for example, need projects that bring some form of public recognition of their involvement; private donors may need a donation receipt for tax purposes from a charitable organization. Identifying projects with clear benefits is all-important – for example, a senior's group might gladly fund a waterfront bench in a municipal park where they clearly see the benefits to their members.

Private-sector involvement in waterfront projects does not always have to be in the form of dollars. The donation of materials or services can be an important and effective way for industry to take part, and can have long-term benefits of increasing community involvement well beyond the short-term financial value. School boards and individual schools could participate by contributing volunteer labour to Greenway projects as part of outdoor education or environmental programs.

The endowment fund currently being investigated by the Waterfront Regeneration Trust would be another effective way to attract private funds to waterfront projects, by providing a vehicle for the involvement of individuals, community groups, and corporations.



Gary Fields, Waterfront Regeneration Trust

Commissioner David Crombie, Mayor Ann Mulvale of Oakville, MP Bonnie Brown, and Municipal Affairs Minister Ed Philip announce funding for the Oakville portion of the Waterfront Trail. Partners include jobsOntarioCapital, the Town of Oakville, the Oakville Waterfront Festival and Oakville Arts Council volunteers, and the private sector.

## DEFINING ROLES FOR WATERFRONT REGENERATION:

**R**esponsibility for implementing the Lake Ontario Greenway Strategy cannot rest with any single agency. Rather, each of the agencies, municipalities, and groups with an interest in the waterfront needs to review its own area of responsibility and actions, to ensure that it is contributing in a positive way to achieving the vision and objectives of the Strategy.

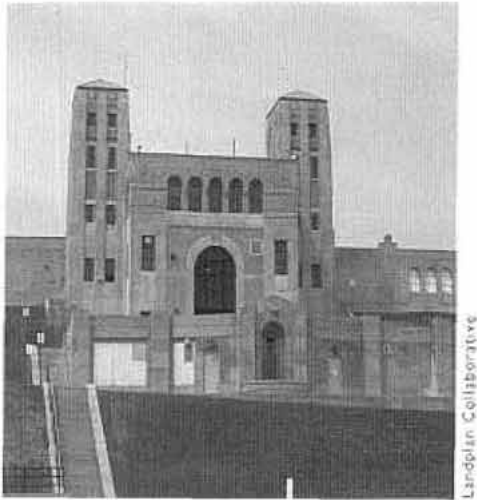
The **Waterfront Regeneration Trust** has a unique role along the Lake Ontario waterfront, because of its statutory mandate to coordinate programs and policies relating to waterfront lands, to consult with the public, to advise the Province, and to facilitate the establishment of the Waterfront Trail and associated green spaces. The Trust will continue its leadership role in bringing waterfront municipalities and agencies together to address issues of common concern, coordinating funding proposals for waterfront regeneration projects, reporting regularly on progress and challenges, and promoting appropriate conservation and use of waterfront places.

Many **provincial agencies** are active in waterfront matters. The Ministry of Natural Resources has responsibility for provincial parks and Crown waterlots as well as the regulatory tools described earlier. MNR should take the lead in reducing the overlap among regulations and permit requirements for waterfront activities. Other Ministries have a role in administering their Province-wide programs within the Greenway,

such as the Ministry of Culture, Tourism and Recreation's local grant programs, the environmental assessment and regulatory programs of the Ministry of Environment and Energy, the planning policy framework administered by the Ministry of Municipal Affairs, and the capital grant and bicycle policy programs of the Ministry of Transportation. Special funding programs such as jobsOntario *Capital* and jobsOntario *Community Action* also play an important role in waterfront regeneration.

**Federal agencies** with a significant role along the waterfront include the Harbour Commissions, which oversee major harbour facilities, and the Department of Fisheries and Oceans and Department of Environment, with interests and responsibilities in small craft harbours, fisheries, Great Lakes ecosystem health, wetland habitat conservation, and protection of migratory birds. Federal departments also have a responsibility to continue to coordinate their policies and programs with provincial agencies. In some cases, joint funding programs such as Canada-Ontario Infrastructure Works play a role in waterfront projects.

**Conservation authorities** have responsibility for conserving natural resources in their watersheds, and play an important role in waterfront planning. They are also major landowners in some parts of the Greenway, and have a strong role in natural core area and corridor protection, ecological restoration, watershed planning, and public access. They are expected to play a leading role in development of an integrated shoreline management planning system.



Langdon Collaborative

R.C. Harris Water Filtration Plant, Toronto

**Municipalities** (both local and regional levels) along the waterfront are the front line in delivering many waterfront programs, including the land use planning system, recreation facilities, water and wastewater treatment, and various regeneration projects. Their commitment and involvement has been a key factor in the success achieved to date, and will be critical to future actions.

The **academic community** will be encouraged to play a greater role along the Greenway, especially in educating students, researching the many remaining questions about how to create a waterfront that has ecological health, a sense of community, and economic vitality, and monitoring the results of regeneration actions.

**First Nations** peoples will be encouraged to play a stronger role in future, to raise public awareness of the long history of native use of the waterfront and its resources, and of the spiritual significance of waterfront sites.

The **business and industries** along the waterfront will also have an important role, both by creating opportunities for employment and economic growth, and by making parts of the waterfront more accessible and attractive.

Finally, the importance of **community groups and individuals** cannot be overlooked. An essential part of waterfront regeneration is the grass-roots involvement of people who live and work in the Greenway, many of whom care passionately about its future. From trail users, tree planters and tourist operators to environmental watchdogs, private investors, and service clubs, there are endless opportunities for people to get actively involved in regenerating the Lake Ontario waterfront.



Summer sailboarding

Beyond the recognition of roles in implementing the Greenway Strategy, there is the question of establishing priorities, to decide which steps come next within the constraints of limited resources. In part, these questions are addressed in the companion document, *Lake Ontario Greenway Strategy: Next Steps*, which identifies regeneration goals and short-term opportunities and actions for landscape units along the Greenway.

The Steering Committee (see Appendix B), which represents the range of agencies and groups involved in the Lake Ontario Greenway, will continue to meet regularly to exchange information and experiences, discuss priorities, monitor progress, address common issues, and maintain the momentum towards waterfront regeneration.

Workshops sponsored by the Steering Committee will be held to provide opportunities for more technical discussions of Greenway topics. When needed, special workgroups will be formed to develop ideas and undertake many of the actions outlined in this Strategy.

The challenges of the Lake Ontario Greenway are great, often beyond the ability of any one individual, group or agency. But by working together with a shared vision, there is no doubt that the progress already made to regenerate the waterfront will be sustained and multiplied in the future.

