



Evaluation of the Toronto Waterfront Revitalization Initiative's PLFP Project Final Report April 27 2022

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Program Overview

Program description

The Toronto Waterfront Revitalization Initiative (TWRI) was created in 1999 when the Governments of Canada and Ontario, and the City of Toronto, announced a plan to rebuild and renew the districts of West Don Lands, East Bayfront, and the Port Lands. This led to the creation of a designated waterfront area in the City of Toronto. Waterfront Toronto (WT), a not-for-profit corporation with a Board of Directors appointed by the three levels of government, was established in 2001 with a 25-year mandate to lead the revitalization work.

Phase 1 of the TWRI included a commitment of \$500 million each from the Governments of Canada and Ontario, and the City of Toronto. Phase 1 funding ended March 31, 2014, with all \$500 million of federal funds spent by 2012-2013.

Phase 2 of the TWRI, Waterfront 2.0, was developed in response to the need for a comprehensive flood protection plan identified during Phase 1 to advance the TWRI. Phase 2 includes \$1.185 billion in tri-government funding dedicated to the Port Lands Flood Protection (PLFP) project, with the federal contribution totaling \$384 million. A Contribution Agreement (CA) signed by all three levels of governments and Waterfront Toronto outlines the tripartite funding for the earthworks, infrastructure construction and public and park space creation and enhancements of this phase of the project and related expected outcomes. It also details the mechanisms for oversight, reporting and dispute resolution. Following the signing of this CA, the PLFP project began in 2017 and is expected to end in 2024.

Phase 2 was designed to protect approximately 240 hectares of land in southeastern portions of downtown Toronto that are at risk of flooding, and to remediate approximately 32 hectares of brownfields. Additionally, approximately 29 hectares of green space and 11 hectares of parkland will be available for public use. The PLFP project will also result in upgrades to municipal infrastructure in the area. This includes making improvements to roads, bridges, transit rights-of-way, and water and wastewater systems. In the long term, the project will provide opportunities for residential and commercial development, access to affordable housing, and public transit.

PLFP outcomes

Immediate Outcomes

- Investments contribute to enhanced flood protection
- Investments contribute to the remediation of undeveloped brownfields
- Investments contribute to the practice of sound environmental processes

Intermediate Outcomes

- Investments contribute to enhanced storm water management
- Investments contribute to improved public access
- Investments contribute to enhanced critical infrastructure
- Investments contribute to improved environmental management of Toronto's waterfront area

Final Outcomes

- Investments increase capacity to adapt to climate change impacts, natural disasters and extreme weather events
- Investments support more inclusive and accessible public spaces
- Investments increase opportunities for economic growth and development

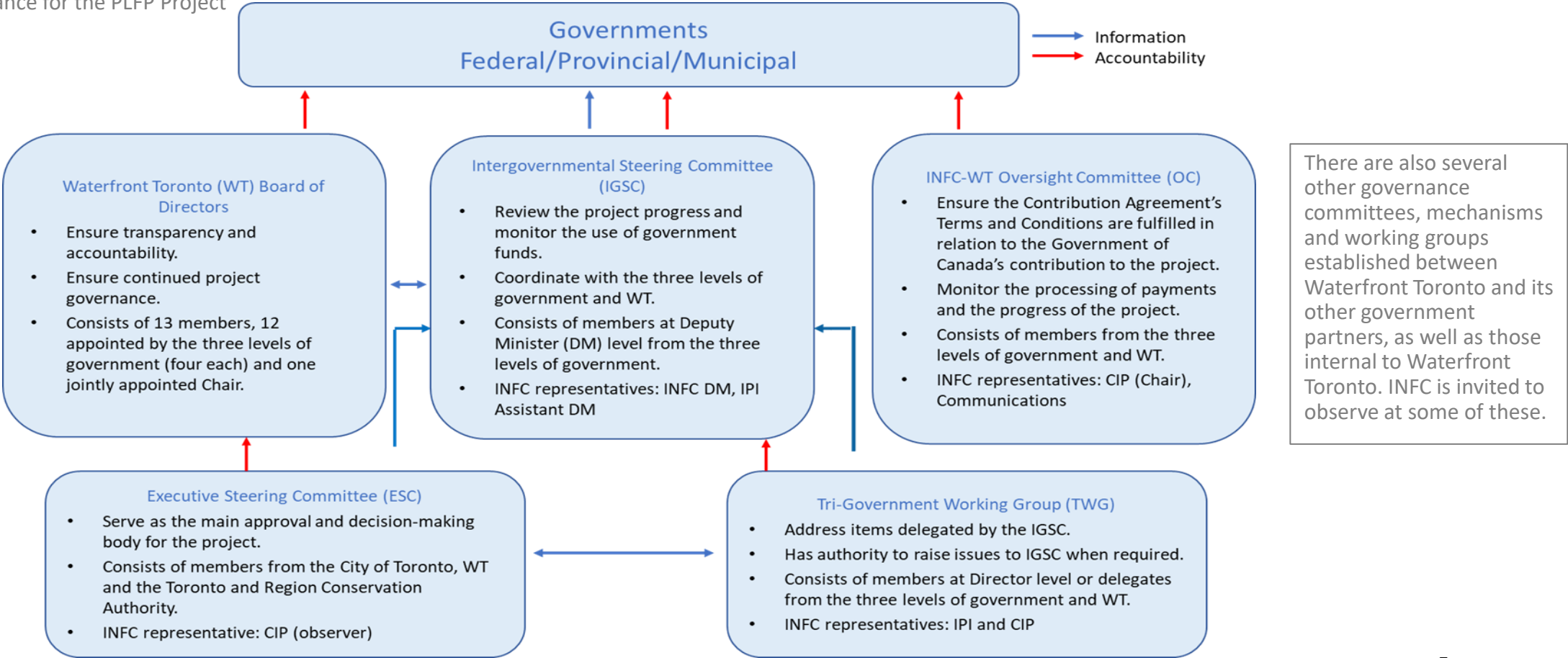
Program Overview

Governance

The three levels of government, along with Waterfront Toronto, make up a four-party mechanism responsible for the administration and governance of the PLFP project. Within INFC, the Investment, Partnerships and Innovation (IPI) Branch manages Waterfront Toronto (which, as a corporation, manages the broader waterfront revitalization project) and the Community Infrastructure Programs (CIP) Branch manages the PLFP project itself.

There are a number of governance committees, some of which oversee the broader waterfront revitalization issues and some of which focus specifically on the PLFP project. The governance structure is further outlined in Figure 1.

Figure 1: INFC Governance for the PLFP Project



Evaluation Objective and Scope

Objective

The objective of the evaluation is to meet section 42.1 of the FAA which requires an assessment every five years of all grants and contributions that exceed \$5 million.

The evaluation covers issues of relevance and effectiveness as defined by the Treasury Board's *Policy on Results* and related Directive:

- Relevance: the extent to which a program, policy or other entity addresses and is responsive to a demonstrable need. Relevance may also consider if a program, policy or other entity is a government priority or a federal responsibility.
- Effectiveness: the impacts of a program, policy or other entity, or the extent to which it is achieving its expected outcomes.

This evaluation also includes the government-wide commitment to include Gender-Based Analysis Plus (GBA+) in all evaluations as outlined in the *Directive on Results*.

Scope

The federal contribution in the timeframe required by the FAA obligation is for Phase 2 of the TWRI. This evaluation focuses on the PLFP project, the sole project under Phase 2 of the TWRI. The evaluation covers the period between April 1, 2017, and December 31, 2020, which is when the PLFP project began until the initiation of this evaluation.

Evaluation questions

The evaluation used three lines of evidence – a document review, literature review and key informant interviews – to address the following questions:

- Q1. To what extent does the PLFP project meet the needs to be addressed by the TWRI?
- Q2. To what extent has progress been made towards expected outcomes for the PLFP project?
- Q3. To what extent is this four-party project delivery mechanism efficient and effective?
- Q4. To what extent has the design and implementation of the PLFP project incorporated inclusiveness?

Summary of Key Findings

Relevance

The project is well positioned under the Toronto Waterfront Revitalization Initiative and supports the Government of Canada's continued environmental priorities, with a focus on resilience. (p.9)

Progress toward achievement of outcomes

The PLFP project is making progress toward its expected outcomes. (p.10-12)

- Flood protection, brownfield remediation and river naturalization work is in progress and partially completed. Longer-term outcomes such as green infrastructure and green and public spaces are expected to be completed by the end of the project.
- There are some challenges with the selected performance measures and the ability to report on some of the indicators before project completion.

Unexpected challenges pose a risk to project costs and timelines; however, Waterfront Toronto (WT) has managed to mitigate impacts to date. (p.13)

- Waterfront Toronto successfully managed the unexpected impacts of COVID-19 by mobilizing and responding quickly to new and evolving circumstances.
- Project partners are aware of the challenges and continue to monitor impacts to the project's contingency.

Governance

The four-party project delivery mechanism is an efficient and effective model given the PLFP project's type, scale and complexity. (p.14)

Inclusivity

The PLFP project is leveraging extensive engagement and best practices in order to create inclusive public spaces. (p.15-16)

- The PLFP project implementation includes employment initiatives that support a diverse workforce in jobs resulting directly from the project. The project also creates the foundation for future development plans that promise to include accessible and inclusive design.
- Public and Indigenous engagements for the PLFP project reflect best practices and have helped identify public priorities and support opportunities for Indigenous Peoples, namely the Mississaugas of the Credit First Nation, through the signing of a Memorandum of Understanding.

Conclusions

1. While it is still early in the PLFP project and work is ongoing, progress is being made towards expected outcomes.

The PLFP project's CA does not require measurement of project outcomes before the project is completed. A number of indicators for the project can only be fully measured upon project completion, making project progress assessment challenging.

However, early data indicates there is progress towards addressing climate resilience needs through brownfield remediation and disaster mitigation in support of INFC and the TWRI's objectives. As well, the creation of public spaces and infrastructure through the PLFP project will lay the groundwork for future development that aims to revitalize the Toronto waterfront in an accessible and inclusive manner. This aligns with recent commitments to support natural and hybrid infrastructure projects and help improve well-being, mitigate the impacts of climate change particularly on the most vulnerable, and prevent costly natural events.

2. The current governance structure is an effective mechanism for the delivery of a multi-partner project like the PLFP project.

The PLFP project's multipartite governance structure has enabled coordination and communication amongst project partners that strongly supports the project's progress so far and is justified/warranted for a project of this type.

Specifically, with Waterfront Toronto as the delivery agent for the project, relationships have been facilitated and the delivery of mutually beneficial results in the context of a tri-government partnership has been enhanced.

3. Waterfront Toronto has demonstrated robust engagement practices with diverse audiences and Indigenous peoples that align with documented best practices and support inclusiveness.

Waterfront Toronto has developed expertise and knowledge in public engagement, and particularly in Indigenous engagement, that demonstrate an interest in and commitment to developing inclusive and community-driven projects. Waterfront Toronto's Indigenous engagement may constitute a model to follow for future projects like the PLFP project. Its expertise in this area could continue to play an important role in subsequent/future Toronto Waterfront Revitalization Initiative projects.

Overall, the evaluation findings were positive, and no recommendations were made as a result of this evaluation.



Annex A Detailed Findings



Key finding #1: The PLFP project supports the Government of Canada's continued environmental priorities, with a focus on resilience.

PLFP outcomes target climate change, economic, accessibility and inclusiveness objectives. These are in line with INFC's mandate, particularly the focus on community resilience.

- There is a documented and current need for climate-resilient infrastructure and flood protection that can respond to the increase of natural disasters due to climate change and other factors such as human interventions in natural habitats.
- The PLFP project is designed to address the need to protect 240 hectares of urban land that have historically been at risk of flooding. This includes extensive flooding under the Regulatory Flood¹, due to heavy urbanization (over 80%) and development of the area prior to stormwater management control requirements.
- The project is also designed to address significant human impacts on the Don River because of marsh/pond filling, removal of vegetation, rerouting of streams, and destruction of natural habitats.
- The project includes remediation and redevelopment of brownfields resulting from industrialization and infill practices in the area.
- The project is well positioned under the Toronto Waterfront Revitalization Initiative. As part of the broader initiative, the PLFP project is expected to result in land that is usable, sanitary and safe, allowing for public infrastructure and green spaces that achieve climate change objectives.

¹The Regulatory Flood is defined in provincial guidelines as a flood centered over the Don watershed that would result from an equivalent level of rainfall as from Hurricane Hazel, a storm that occurred on October 15 -16, 1954, and resulted in severe flooding and damage estimated at \$1 billion today.



Aerial view of Port Lands, 2008

Key finding #2: The PLFP project is making progress towards its expected outcomes.

While it is too early to assess the achievement of long-term outcomes, some data for immediate and intermediate outcomes was available. Flood protection, brownfield remediation and river naturalization work is in progress and partially completed. Work on green infrastructure and green and public spaces is pending and is expected to be completed by the end of the project. As of December 31, 2020, the following results had been achieved*:

IMMEDIATE OUTCOME INDICATORS	
Number of hectares of brownfields prepared for reuse (parkland, roads, new habitat)	(Target: 32 ha) <ul style="list-style-type: none"> 425,493 m³ out of 1,369,119 m³ (31%) of soil had been excavated within the project footprint of 46 hectares of brownfields. 26,438 m² out of 125,140 m² (21%) of the horizontal environmental barrier system had been installed in the river valley.
Number of Environmental Approvals obtained (species at risk, Fisheries Act, navigation, Public Lands Act, etc.)	(Target: minimum of 4) <ul style="list-style-type: none"> 5
Number of metres of protected shoreline	(Target: 6,000 lm) <ul style="list-style-type: none"> 525 m (including 60 m of dockwall reinforcement at Cherry Street North bridge abutment and 360 m protected at Polson Slip).
INTERMEDIATE OUTCOME INDICATORS	
Number of new bridges	(Target: 3 bridges) <ul style="list-style-type: none"> Cherry Street North (2 bridges) design complete and under construction. First of two Cherry Street North bridges delivered November 2020. Cherry Street South (1 bridge) design complete and under construction. Commissioners (1 bridge) in design and under construction.
Number of metres of green infrastructure added	(Target: 2,800 m of armouring and valley walls) <ul style="list-style-type: none"> 2,580 lm of cut-off walls that define the new river valley had been completed. None of the channel bioengineering has yet been completed. Flood Protection Landform/Valley Wall Structures have not yet been constructed.
Number of linear metres of grade adjustments (raising)	(Target: 1.5 to 2 m of grade raising above existing) <ul style="list-style-type: none"> 127,339 m³ out of 998,014 m³ (13%) had been placed as fill to raise grades within the project footprint of 46 ha of brownfields. *This does not translate directly into a linear measurement as various areas require different heights of fill to meet project goals.
Number of linear metres of new river channel added	(Target: 1,390 m of new river channel) <ul style="list-style-type: none"> 550 m of the new river valley out of 1,513 m (36%).

*Note: The target measures for outcomes as outlined in the Contribution Agreement do not always match the data that can be collected during the project's progress. See p.11 for further discussion.

Key finding #2 (continued): The PLFP project is making progress towards its expected outcomes.

Some immediate and intermediate outcome indicators could not be assessed due to the following challenges:

IMMEDIATE OUTCOME INDICATORS	
Number of hectares of land protected from flooding	(Target: 240 ha) <ul style="list-style-type: none"> Lands will be protected from flooding upon project completion scheduled for 2024.
Removal/altering of Special Policy Area designation of project zone (designates project area as a flood zone)	The Special Policy Area designation, as it pertains to the floodplain designation, cannot be removed in full until the new river valley is complete and connects the existing Don River to Lake Ontario through its new course. Additionally, the flood protection landform (located on Cadillac Fairview lands north of Lake Shore), the valley wall feature south of Lake Shore, and sediment and debris management area will need to be functionally complete to achieve flood protection and support the removal of the Special Policy Area designation. However, a phased removal of Special Policy Area designation could proceed as various components of work are completed.
INTERMEDIATE OUTCOME INDICATORS	
Number of linear metres of stormwater/ sewer added	(Targets: 2,550 m of storm sewer, 2,585 m of watermain and 2,008 m of gravity flow sewer) <ul style="list-style-type: none"> Sewers under construction in 2021.
Number of hectares of public and green space added	(Target: 11 ha of parkland, 29 ha of green space, 13.1 km of water edge access) <ul style="list-style-type: none"> Public and green space will be one of the last components completed.
Number of hectares of habitat restoration	(Target: 30 ha) No habitat has been restored so far using PLFP project funds.

Considerations for performance measurement

- The indicators chosen to measure project outcomes are inconsistent across program documents, causing some difficulties in matching reported results to the predefined outcomes in the CA. These internal discrepancies were noted by Community Infrastructure Programs (CIP) Branch who recently undertook to review and standardize these in consultation with INFC's Policy and Results Branch (PRB).
- Despite detailed and regular reporting, much of the progress data do not align with the outcome indicators from the CA. The CA did not require progress against outcomes measures to be reported prior to completion of the project and several project indicators can only be fully measured upon project completion, which makes measuring progress of the PLFP project challenging. However, Waterfront Toronto was able to provide and validate data on some of the performance measures in the CA upon request.

Key finding #2 (continued): The PLFP project is making progress towards its expected outcomes.

Examples of PLFP project achievements:

Cherry Street North bridge on its way

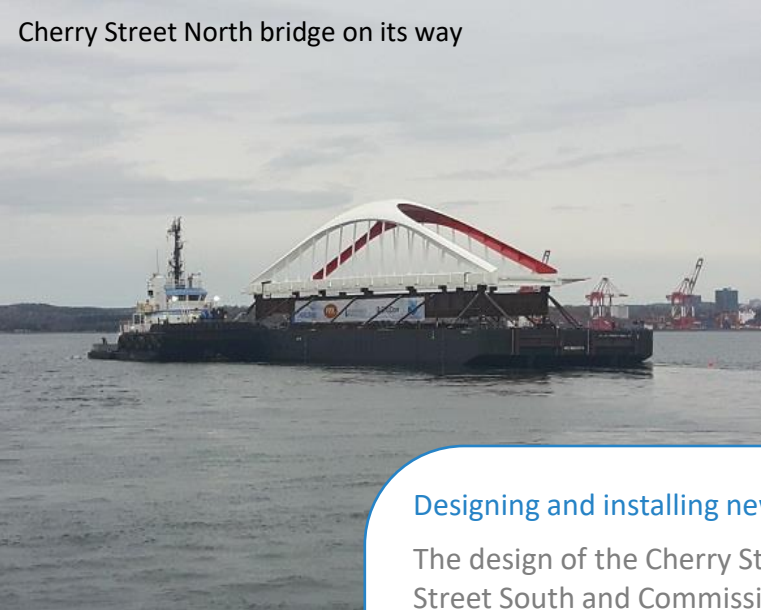


Photo Credit: Waterfront Toronto

Forming new collaborations for environmental and archeological monitoring:

In collaboration with the Mississaugas of the Credit First Nation, Waterfront Toronto has been carefully protecting and monitoring ecosystems throughout the project to minimize the effects of lake filling and other work on wildlife. As well, it is working closely with the Mississaugas of the Credit First Nation and the Toronto and Region Conservation Authority to identify, recover and protect any artifacts uncovered during excavation work. This collaboration has been solidified in a Memorandum of Understanding signed in 2020.

Digging in the Port Lands



Photo Credits: Waterfront Toronto/Vid Ingelvcics/Ryan Walker

Designing and installing new bridges:

The design of the Cherry Street North, Cherry Street South and Commissioners Street bridges that will connect Villiers Island to the mainland was completed by the end of 2020. The first new bridge, the Cherry Street North bridge, traveled over 1,200 km on the Atlantic Ocean and St. Lawrence Seaway to get to Toronto from Dartmouth, Nova Scotia, [arriving in November 2020](#). The design and engineering of the Port Lands bridges were recognized with a Special Jury Award for Catalytic Infrastructure at the [2019 Toronto Urban Design Awards](#).

An aquatic bird in the Port Lands area



Photo Credits: Waterfront Toronto/Vid Ingelvcics/Ryan Walker

Key finding #3: Unexpected challenges pose a risk to project costs and timelines; however, Waterfront Toronto has managed to mitigate impacts to date.

Some challenges and inefficiencies posed risks to the project in terms of cost, schedule and scope, but Waterfront Toronto successfully navigated and resolved these unanticipated issues.

Cost and schedule uncertainties

In March 2020, the COVID-19 global pandemic created a climate of uncertainty with the potential to severely impact the PLFP project's schedule and budget. Waterfront Toronto successfully managed this unexpected challenge and associated negative impacts by mobilizing and responding quickly to new and evolving circumstances. For example, in response to the shutdown of nonessential workplaces in Ontario in April 2020, Waterfront Toronto and EllisDon (construction manager) established the site as an essential construction workplace, thus ensuring that on-site work continued. Non-site project staff were able to work from home during this time. As well, when the city of Toronto stopped collecting permit applications temporarily in the spring of 2020, Waterfront Toronto worked successfully with the City of Toronto's Waterfront Secretariat to continue its work. Lastly, as public engagement, public meetings and on-site archeological monitoring were suspended in the spring of 2020, Waterfront Toronto implemented interim measures and alternatives to maintain these activities. For example, smaller public meetings were held on Microsoft Teams and digital photos and video were used to record and share work for field liaison representatives from the Mississaugas of the Credit First Nation to review for monitoring purposes. Sound mitigation strategies and regular and open communication between project partners on unanticipated issues as they arise have helped lessen cost and schedule uncertainties like the ones discussed here.

Potential implications

The rising costs due to COVID-19, as well as additional work and unexpected costs resulting from utilities relocation issues, have placed some added strain on the remaining contingency. As noted, communication is strong for the project, ensuring that all project partners are aware of this situation and able to monitor it closely.

Key finding #4: The four-party project delivery mechanism is an efficient and effective model given the PLFP project's type, scale and complexity.

The four-party project delivery mechanism supports the delivery and implementation of the PLFP project, a complex infrastructure project with multiple partners, in a transparent, well-coordinated and effective manner.

- While complex, the four-party governance structure is well suited to the PLFP project and aligns with best practices for multi-partner projects such as working within a formal agreement with the help of a facilitating agency; maintaining clear roles, responsibilities and expectations; and supporting regular communication through committees and other forums.
- All parties agreed that the governance structure is appropriate and efficient given the requirements of the project, and that it supports continuous and direct communication among the partners.
- Transparency of information and decision-making are facilitated through the governance structure in place. For example, the Executive Steering Committee meets monthly and may identify issues to the Intergovernmental Steering Committee as necessary.
- The expectations, roles and responsibilities are outlined and defined in the documentation, such as the Contribution Agreement and Terms and Conditions. Interviewees confirmed that these are clear and being implemented as planned.

There are some challenges internal to INFC with respect to the nested nature of the PLFP project within the larger Toronto Waterfront Revitalization Initiative.

- At times, due to nested nature of the PLFP project within the broader Toronto Waterfront Revitalization Initiative, there is some complexity and lack of clarity concerning internal responsibilities and committee relationships.
- For instance, the management of the PLFP project and the management of Waterfront Toronto are distinct yet related within INFC. Because the PLFP project – a CIP responsibility – is part of the broader Toronto Waterfront Revitalization Initiative that Waterfront Toronto – an IPI responsibility – oversees, there is some perceived overlap in responsibilities towards project management and project queries that involve Waterfront Toronto.
- While the roles and responsibilities of the Intergovernmental Steering Committee and the Oversight Committee are defined in their respective governance documents, some interviewees expressed that the hierarchy and accountability relationships between these committees could be clearer.
- However, interviewees agreed that regular and open communication between CIP and IPI on these matters helps shed light on these situations. As well, these internal considerations did not have a visible impact on external partners.

Key finding #5: The PLFP project is leveraging extensive engagement and best practices to create inclusive public spaces.

GBA+ Considerations in Project Implementation

While project construction phases often lead to traditionally gendered employment opportunities (i.e., most construction positions are often filled by men), the PLFP project has resulted in direct positive employment impacts for women in this sector through targeted hiring by Michael Van Valkenburgh Associates (MVVA), the lead landscape architect and designer for the project in 2020.

As well, Waterfront Toronto's Employment Initiative (WTEI) and the Memorandum of Understanding (MOU) with the Mississaugas of the Credit First Nation (MCFN) have also enabled employment and training opportunities for unemployed and underemployed individuals such as new immigrants, youth, and Indigenous people, thus supporting a more diverse workforce. The WTEI promotes employment opportunities at Waterfront Toronto, as well as connects unemployed and underemployed individuals to employment and training opportunities on projects like the PLFP. The MOU with the MCFN aims to create opportunities for participation in economic and commercial initiatives resulting from the PLFP and other waterfront projects. It also recognizes the need to offset costs related to MCFN's meaningful participation in activities like environmental monitoring or working groups.

Indigenous Engagement

Overall, engagement with Indigenous communities and representatives for the PLFP project has been well received and demonstrates potential best practices for other projects. Waterfront Toronto has engaged with several Indigenous communities and organizations by providing regular updates and information since the start of the PLFP project, in alignment with the duty to consult delegated by the province of Ontario. In response to a 2018 Crown directive to seek a higher level of engagement with the Mississaugas of the Credit First Nation as treaty holders for the project area, Waterfront Toronto signed a Memorandum of Understanding (MOU) in 2020. This MOU leverages best practices for Indigenous engagement and recommends establishing collaborative relationships. The MOU formalizes Waterfront Toronto's relationship with the MCFN, outlining commitments to an Indigenous presence and an ongoing relationship with MCFN, as well as to employment opportunities, economic development and the continued celebration of Indigenous history and culture in the area through the PLFP and other waterfront projects.

Waterfront Toronto's approach to Indigenous engagement emerges as exemplary because of its inclusive, holistic, open, respectful and knowledgeable stance towards Indigenous ways. Waterfront Toronto has actively incorporated Indigenous cultural frameworks and knowledge by, for example, working from the four directions, forming online sharing circles during COVID and taking the time needed to engage properly and fully with Indigenous peoples and organizations. Indigenous project partners have received Waterfront Toronto's efforts positively.

The ongoing relationship with MCFN has directly resulted in environmental and wildlife monitoring in the construction area and fish habitats, as well as archeological monitoring of the site during excavation. More recently, engagement has also involved design and creative components for the project. This has included discussions on the inclusion of cultural identifiers such as clan-based family structure identifiers, references to different Indigenous languages, the selection and landscaping of indigenous plants in habitat restoration areas, and Indigenous involvement in calls for proposals and the selection of Indigenous artists for design elements.

Finally, future plans for development in the area include open spaces on Villiers Island that are expected to be inclusive and inviting for Indigenous peoples. These spaces will form an open, public ceremonial area by the water for various uses and ways to reconnect to the land and water.

Key finding #5 (continued): The PLFP project is leveraging extensive engagement and best practices to create inclusive public spaces.

Public Consultations and Engagement

Waterfront Toronto continued to build upon previous consultations that began in 2005 during the environmental assessment phase of the project. Over an 11- year span, Waterfront Toronto engaged with over 150,000 people by using a variety of forums and media such as detailed presentations, displays, in-person and virtual meetings, and stakeholder advisory and landowner and user committees. This broad public engagement helped reach diverse audiences and, from 5,300 initial comments, helped identify 183 consensus comments on public priorities such as affordable and accessible activities and housing, green space, and inclusive and accessible transit. The input from this public engagement serves as a key component of Waterfront Toronto's design process and plans of public realms, particularly parks.

Having mostly reached middle-aged, higher income and white audiences in its initial public consultations, Waterfront Toronto held additional focus groups and workshops in 2019 with underrepresented groups such as youth, seniors and users outside downtown and east Toronto. These targeted consultations with underrepresented groups helped to further focus programming and design choices on needs such as park spaces for all ages, spaces and opportunities for socializing, accessible uses and public transportation. This reflects best practices for public engagement that seek to overcome systemic inequities by considering diverse representation and the existence of potential barriers to broader participation within a given community.

Waterfront Toronto continues to engage in public engagement and awareness through social media, newsletters, media releases and other platforms.

Future Considerations for Inclusive and Accessible Public Spaces

A theme of public access and inclusivity runs through the programming and design of future plans for development in newly remediated lands and developable lands created through the PLFP project. This project creates the foundation for future land development plans that aim to incorporate accessible and inclusive design and delivery. Plans are outlined in the Port Lands Planning framework and the Villiers Island Precinct Plan and include mixed-use complete community with affordable housing; sustainable building and design; transit that connects the area to the rest of the city; and specialized playground equipment.

These plans align with documented strategies to make spaces more inclusive by diversifying their uses and research that shows that socially mixed neighbourhoods strengthen local economies and increase social cohesion. Future plans for the Toronto waterfront meet and may even surpass provincial *Accessibility for Ontarians with Disabilities Act (AODA)* requirements. These plans outline expectations for diverse and accessible experiences, public areas and parks that reflect best practices for accessibility, such as considering the physical aspects and materials of parks and accessible transportation to public and green spaces.

However, these plans are out of scope of the current project and there are no requirements in place to ensure that the design and development is implemented as intended. Given the documentation for PLFP has a strong emphasis on equitable and inclusive spaces in future development, and INFC is responsible for affordable housing initiatives, it would be in the Department's interest to establish a mechanism to ensure that its support for creating developable space results in the desired outcomes beyond the completion of PLFP Phase 2.



Annex B Methodology



Methodology

Lines of Evidence

The three lines of evidence used for this evaluation draw on qualitative data (e.g., document review, literature review and key informant interviews) and some quantitative data (e.g., administrative and financial data). The analytical methods used for this evaluation were tailored to the nature of the data available. The evaluation design and level of effort were calibrated with available INFC resources. The following paragraphs describe the lines of evidence used for data collection as well as the limitations encountered during data collection and analysis, and the mitigation strategies used to address those limitations.

Document Review

The document review considered foundational project documents for context and an understanding of the need for the Port Lands Flood Protection (PLFP) project as part of the broader Toronto Waterfront Revitalization Initiative (TWRI), as well as the project's governance structure and functioning. It examined documents that outline accessibility and inclusiveness measures in the design and delivery of the PLFP project and future development of land created and remediated as a result of the project. The document review also looked at evidence tracking and reporting on progress towards expected outcomes and any challenges that have affected project progress. There were some inconsistencies in the alignment and uniformity of progress data reported in project documentation compared to the outcome indicators chosen for the project, making it difficult to compare and report comprehensively on project progress so far. The data that was available was verified with both Waterfront Toronto and CIP and reported accordingly in findings. As well, the nested nature of the PLFP project within the TWRI meant that some of the documentation available for review reflected projects outside the scope of the PLFP project phase and therefore not funded under the PLFP Contribution Agreement. These overlaps in project documents required some filtering to parse out data that was relevant to the current evaluation only.

Literature Review

The literature review focused on the evaluation issue of design and delivery. It involved a scan of academic and policy literature on best practices for multiparty governance and project delivery and implementation approaches. This included examining best practices for public consultations, and accessibility and inclusiveness in infrastructure, parks and public space design. The literature review also explored how the project fit within a broader global context of documented disaster mitigation and climate resiliency needs. To fill a gap identified after interviews were conducted, a brief literature scan of indigenous engagement best practices was added to supplement information on Indigenous engagement emerging from interviews with key stakeholders.

Interviews

Key informant interviews were conducted to further contextualize and illuminate progress made toward outcomes and any challenges that affected project progress and the inner workings and effectiveness of the governance structure. Interviews also shed light on lessons learned related to project delivery and implementation so far, namely in terms of multiparty governance structures and Indigenous engagement. Interviews also provided more depth of understanding of Indigenous and public engagement, and inclusiveness dimensions of the PLFP project. Key informant groups included INFC officials, provincial and municipal representatives from the Oversight Committee, Waterfront Toronto staff, and members of Indigenous leadership that were involved in the engagement for the project. Although interviews with Indigenous participants were successful in providing added perspective on Indigenous engagement for the project, future evaluations involving Indigenous participants would benefit from more time to build relationships and trust. This documented best practice was reflected both in the literature review and in the feedback received from Indigenous interview participants.