



REGENERATION AND RECOVERY

THE INTRODUCTION OF SUSTAINABLE DEVELOPMENT WILL HAVE A REVOLUTIONARY EFFECT AS FAR REACHING AS THE INTRODUCTION OF STEAM, ELECTRICITY AND ELECTRONICS IN THEIR TIME. IT IS ABOVE ALL AN INTELLECTUAL REVOLUTION. (A REPORT FROM 45 LEADING INDUSTRIALISTS TITLED *RESHAPING EUROPE*.)

This assessment of the impact of sustainable development on the future of their continent by leading European industrialists squares exactly with the conclusions of the Royal Commission's 1990 interim report, *Watershed*: the environment and the economy are mutually dependent. Economic development and good quality of life cannot be sustained in an ecologically deteriorating environment.

The way we choose to treat the Greater Toronto waterfront is critical: if governments, the private sector, and individuals recognize — and act on — the need to resolve past environmental problems and forge strategies to protect the waterfront now and in the future, we will indeed have crossed a watershed.

In the 18 months since the Commission published its *Watershed* report, the Greater Toronto regional community, and Canada itself, have been passing through a difficult phase of self-doubt and uncertainty —

prompted, in part, by the constitutional discussions and, as well, by the downturn in the economy and the sluggish recovery.

In his introductory essay to *The Fourth Morningside Papers*, author-broadcaster Peter Gzowski (1991), speaking about Canada's current problems, says:

I don't know the answers. I'm not even sure — yet that I know all the questions, which as a radio guy, I'm better at than I am at answers anyway. I think they're there, though. I think there is a way out of the mess we've got ourselves into. I don't imagine Canadians will ever be quite the same as we were before, but when I think about that I think of a golf story I know, in which a man is coming in from the 18th hole and someone asks him if he's played his usual game, and he answers, "I never do".

"The way we were before", in other words, is really a whole lot of ways, and

which ones you think — or thought — were important always depended on where you were and what was weighing on your mind at the time.

For what it's worth, I think we need a victory now. Desperately. By "victory" I mean only something that goes right, something we can agree on, even if it's only the process by which we try to mend things and not — yet — the contents of a new deal. To use a sports term, we have to turn the momentum around. We have to get some people together to say, "Look, we agree on these things, now maybe we can get down to what Lester Pearson used to call 'expanding the common ground.'"

What is true on a national level is also applicable to Toronto and the experience of the Royal Commission. As its work developed and expanded over three years, the Commission became more and more impressed with the hopes, dreams, talents, needs, and frustrations of

the people and organizations we worked with: municipal and regional governments, federal and provincial ministries, business and labour leaders, environmentalists, community activists, and citizens from all walks of life. All are interested in working towards Peter Gzowski's "victory". All want to get on with the job of developing the waterfront; planning and building for sustainability; implementing the environmental imperatives; and regenerating historic and special places.

This fourth section of the final report brings together all these perspectives and proposed solutions in a strategy for implementing this report.

The strategy involves six basic steps:

1. Adopt the ecosystem approach, and the nine waterfront principles (clean, green, useable, diverse, open, accessible, connected, affordable, attractive).
2. Establish or adjust waterfront plans to ensure they reflect the ecosystem



Mouth of Duffin Creek, Ajax

approach and the principles —
i.e., plan for sustainability.

3. Secure intergovernmental co-operation, agreements, and commitments on what needs to be done, the priorities, who does what, and the time-frames for design, construction, and delivery.
4. Consolidate capital budgets and pool resources as necessary to move projects forward.
5. Create the framework and conditions for private-sector involvement; capitalize on its enterprise, initiative, creativity, and capability for investment.
6. Establish partnerships: among governments, and between the public and private sector, in accordance with planning and project requirements.

As far as the first two steps are concerned, the ecosystem approach is a way of doing things as well as a way of thinking; adopting its values and philosophy leads to different ways of doing things. Increasingly, these values are being accepted by governments, by many companies in the private sector, and by the community at large. The ecosystem approach is the cornerstone of *Our Common Future*, the report of the World Commission on Environment and Development (1987), and is reflected in the mandate of the many round tables that were created in response to it.

In 1978, the International Joint Commission included a commitment to restore and maintain the integrity of the

Great Lakes Basin ecosystem as part of the renewed Great Lakes Water Quality Agreement. The goal of the federal government's Green Plan for a Healthy

Environment (1990)

is to balance economic growth with an environment that sustains life today and for future generations.

In responding to Watershed, the Government of

Ontario adopted, as provincial policy, the ecosystem approach to planning.

This final report contains many examples of government agencies, businesses, landowners, and developers modifying plans and activities to accommodate this approach. The result is a smoother, faster system of project approvals and decisions, which means easier, more efficient investment and job creation that offers better results for the environment and for the economy.

Step three in the strategy calls for intergovernmental co-operation, agreements, and commitments. The sheer number of public agencies involved on the waterfront (more than 75 by the Royal Commission's count) has led to fragmentation, gridlock, and a lack of public accountability. The idea that there must be sweeping reform of public jurisdiction and administration to reduce the number of agencies and the levels involved as a necessary precondition of regenerating the waterfront, is hardly new:

The eyes of the administration are focused on the waterfront.

In the formative years of Metro politicians and planners looked north,

As its work developed and expanded over three years, the Commission became more and more impressed with the hopes, dreams, talents, needs, and frustrations of the people and organizations we worked with.

RUNNYMEDE DEVELOPMENT CORPORATION LIMITED AND THE 'ENVIRONMENT-FIRST APPROACH' TO PLANNING

Runnymede Development Corporation Limited owns 95 hectares (234 acres) of land bordering Lake Ontario in Ajax. In the summer of 1990, it proposed a residential subdivision for the site, comprising approximately 600 single-family dwellings, 130 townhouses, 1,300 condominiums, and other uses including a hotel, marina, office and retail space, and recreational areas.

At that time, however, the developers were not fully aware of the impact the project would have on the environment, particularly on the existing ecosystems of the Carruther's Creek Marsh and the Ajax Warbler Swamps, both of which lie within the boundaries of the property. These natural areas, designated as regionally and provincially significant, would have been damaged and a planned 250-berth marina would have been especially harmful to the marsh.

After discussions with government agencies and local interest groups, Runnymede voluntarily withdrew its proposal and re-evaluated the project; it decided to implement a new strategy, stressing an "environment-first approach" and developing a new and innovative plan for the property.

This process began with an assessment of the property's physical and biological features. Based on that information, a document outlining the environmental guidelines for planning was prepared; it established the net acreage that can be developed by preserving the Ajax Warbler Swamps and creating two buffer zones around the marsh. The 60- to 90-metre (197- to 295-foot) wide buffer will preserve existing grassland areas that are important for nesting migratory birds, and establish an outer reforestation zone that will restrict pedestrian access and shelter the marsh from adjacent development lands.

The results of the study were reviewed with local authorities, agencies, and interest groups before the company began work on an Environmental Management Plan (EMP). The purpose of the EMP is to find ways to mitigate potential harm to the marsh and woodlot as a result of developing the future residential community.

Concurrent with preparing the EMP, Runnymede is developing subdivision concepts. At this writing, it is refining a final concept that will include a variety of low-, medium-, and high-density residential units with a small neighbourhood commercial facility. A 122-metre (400-foot) wide park is proposed along the shoreline to include pedestrian links to the west and, ultimately, to the east.

Runnymede's "environment-first approach" embraces the principles for a healthy waterfront as outlined in *Watershed*, which will be reflected in the proposed community in a number of ways: maintaining the wetlands and constructing stormwater ponds to filter water from urban run-off will assure that it is clean and green. Bikeways and pathways connecting to the marsh, and a lake driveway permitting transit, will enable the area to be more accessible, useable, and open. To the north, a proposed wildlife corridor would link habitats of the Ajax Warbler Swamps to another complex to the east.

The project will also be diverse and affordable, accommodating a range of activities and housing types. Finally, by maintaining and enhancing existing natural features, Runnymede will create an attractive community that offers a high quality of life for future residents.

Carruther's Creek Marsh



east and west in an attempt to keep pace with the exploding residential and commercial development. And while they did this, the waterfront — about 20 miles of shoreline — was chopped up and jurisdiction was split among several bodies. . . .

It resulted in piecemeal development. Toronto City Council became aware of the problem and recognized the hodge-podge of development on its doorstep. . . . It directed its Planning Board to prepare a report.

Out of this concern, the Greater Toronto Branch of the Community Planning Association of Canada stepped into the breach. . . . As food for thought the association proposed a master plan for harbour development. It recommended the creation of an authority to supervise development of the whole waterfront from end to end.

In the meantime a metropolis of 1.5 million persons is sweltering in the midsummer heat, and swimming along the 20 mile stretch of waterfront has been banned because of pollution.

This is a comparatively small problem but it is evidence that there is a problem.

This call for an authority "to supervise development of the whole waterfront from end to end", taken from an article by Raymond Hill in the *Telegram* of 24 July 1959, was never heeded. And there is little reason to believe that, if it had been, the result

would have been workable — for many reasons.

After close and careful consideration of public administration of the waterfront, the Royal Commission has concluded that no single level of government can or should be in control of it. The issues are too complex, cut across too many boundaries, involve too many scales and levels: local, provincial, national, and international; they cannot be left in one pair or even in several sets of hands. Even if it were theoretically desirable to do so, the question of whose hands would control the waterfront would be a matter as delicate and as fraught with difficulty as finding the answer to our constitutional predicament — and take just as long!

Public administration of the waterfront is a shared responsibility and should remain so, each government — federal, provincial, and local — performing its role within its jurisdiction in partnership with others. That is not to say that there should



Darlington Provincial Park, Newcastle

not be and cannot be changes and adjustments to public institutions. The Commission's recommendations to modify the roles and mandates of Harbourfront Corporation and the Toronto Harbour Commissioners, which were accepted by the Government of Canada and are now in the process of being implemented, are just two examples of such essential changes.

In the overall scheme of things these are relatively minor adjustments, of course, and others may be necessary in future. The real key to the public administration of the waterfront is the round-table process — one

that brings together all the parties at the appropriate time, publicly and openly, so that public values can be debated and determined, and various agencies made accountable. Indeed, the ecosystem approach demands this.

In its *Watershed* report, the Royal Commission proposed that:

This process of bringing governments and people together should begin with the Government of Ontario. The Province should recognize the Toronto Regional Waterfront as a Provincial Resource and commit itself to a policy and program of waterfront regeneration. The representatives of government and government agencies, and the scores of interest groups and individuals who came before the Commission — and who consistently called for strong provincial leadership, collaboration, and resources on which new provincial-municipal partnerships

could be constructed — would applaud and support such a declaration.

The agreements would be created across the waterfront, where appropriate, and up the river valleys, as necessary.

While there would obviously be common elements among them, the exact form, nature, composition, and time-frame

of the agreements would, of course, depend on the issues being addressed and the regeneration opportunities being pursued in each municipality.

The federal government should also consider partici-

pating in these agreements, where appropriate. It now has an outstanding opportunity to apply its commendable commitment to the environment in practical ways. Under the Great Lakes Water Quality Agreement, Canada and the United States have specific responsibilities for water quality in the Great Lakes, including, of course, Lake Ontario. Canada also has other responsibilities according to federal-provincial agreements, such as the RAPs.

Both before and after the release of *Watershed*, the Province showed leadership; it responded quickly and strongly in a variety of ways to the ideas in both interim reports, including:

- adopting the ecosystem approach and the nine principles as waterfront policy;
- approving and acting on the Waterfront Greenway/Trail;

The real key to the public administration of the waterfront is the round-table process — one that brings together all the parties at the appropriate time, publicly and openly, so that public values can be debated and determined, and various agencies made accountable.

- agreeing to set up the Waterfront Regeneration Trust and to enter into such Waterfront Partnership Agreements with municipalities, the federal government, and other parties as are necessary to achieve waterfront goals.

The Government of Canada also indicated a willingness to act within its jurisdiction in partnership with others, and continued to move on the Commission's recommendations. It, too, adopted the ecosystem approach (in the Green Plan, for example, which the Government is currently considering as it applies to the Greater Toronto region). It made organizational changes to Harbourfront Corporation and began making alterations to the Toronto Harbour Commissioners, as recommended by the Royal Commission.

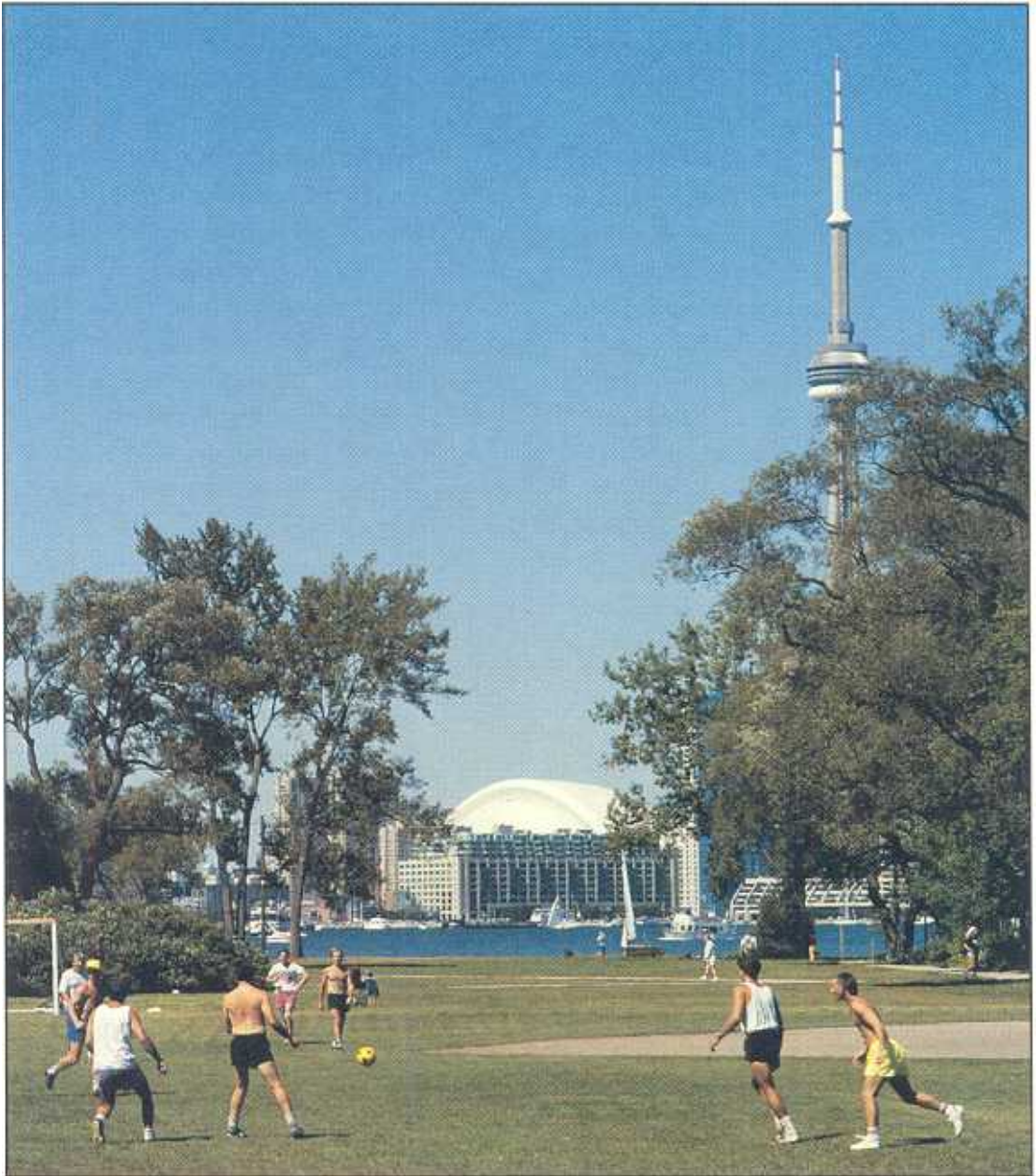
Canada Post, which is a federal Crown corporation, negotiated a strategic land transaction in Mississauga that will help advance that City's waterfront plan. Other federal departments have been receptive to consideration of, and possible support for, various waterfront initiatives such as an international exhibition and the International Trade Centre. In December 1991, the federal government asked the Commissioner to bring parties together to prepare a Memorandum of Understanding on the future of the Port lands and the Toronto Harbour Commissioners.

Municipalities and conservation authorities also reacted positively, generally accepting the principal recommendations of *Watershed*, developing their own ideas for their waterfronts within a broad regional framework, and signalling their willingness to enter into partnerships. For example:

- Halton Region, the City of Burlington, the Town of Oakville, and the Halton Region Conservation Authority have an effective partnership on the waterfront, and are working to implement such waterfront projects as "Windows-on-the-Lake" and securing strategic properties.
- The City of Mississauga assembled an intergovernmental consortium to negotiate a major waterfront land transaction with Canada Post Corporation.
- The City of Etobicoke and several developers and landowners in the area have made enormous efforts to complete the plans and secure approvals for redevelopment of the motel strip.
- Metropolitan Toronto is developing a waterfront plan. It is placing priority on developing its interests in the Garrison Common, and is helping to co-ordinate the Waterfront Trail across the Metropolitan waterfront.
- The City of Toronto, having negotiated with Harbourfront Corporation, the Toronto Harbour Commissioners, and the owners of the Railway Lands, has obtained 61 hectares (150 acres) of land for parks and the financial resources to develop them. Added to Metro's waterfront parks and those of MTRCA, these comprise a base for developing the green infrastructure on the Central Waterfront, as recommended in Chapter 10.
- Scarborough actively participated in the action to save the Rouge Valley and is co-operating with MTRCA and others in developing the plan for Rouge Park.
- Municipalities in Durham Region — Pickering, Ajax, Oshawa, Whitby, and Newcastle — have taken steps, in

co-operation with others, to balance protection and development of their respective waterfronts in ways suitable to their particular circumstances:

- Pickering is working with the Province to help sort out the administrative and legal framework of Frenchman's Bay.
- Ajax is co-operating with Durham Region to find the best design solution for the regional water treatment plant and its surrounding area.
- Oshawa, in concert with the federally appointed Harbour Commission, is examining the



Toronto Islands Park

options for the future of its harbour.

- Whitby has asked the Province to approve a major redevelopment project for the eastern edge of its harbour and, with the Province and other landholders, is completing plans for Lynde Shore.
- In co-operation with its regional counterpart, Newcastle is completing its first plan for the as-yet largely undeveloped shoreline in a way that supports industry and protects environmental values.
- Durham Region is establishing a new plan that includes the waterfront as a regional focus for the constituent municipalities.
- East of Durham, Port Hope is starting to implement its waterfront master planning study, emphasising economic renewal, tourism, recreation, and the protection of environmentally sensitive areas. Cobourg has a secondary plan for its harbour area including mixed uses, marina expansion, parks, and tourism opportunities.

Clearly, the possibilities of extended intergovernmental co-operation look good; there are signals that all governments in the region are searching for the pathway to economic and environmental regeneration. This is not from some shallow desire to climb on the environmental bandwagon, but because they recognize that new ways of thinking and of doing things, as proposed in the six basic steps of the regeneration strategy, offer the only path forward.

It is also important to consider the economic implications of an ecosystem

approach. The Commission held discussions on the regional economy in 1991; these indicated that:

- Toronto's recovery is important, not only for the metropolis itself, but because of its significance to the provincial and national economy.
- It is evident that the continuing weakness of Toronto's largest traditional trading partners (Québec and the United States) may inhibit or delay an export-led recovery.
- Manufacturing's share in the region's employment is still shrinking; many experts believe some fundamental structural change is under way and that many of the manufacturing jobs that have disappeared since the last economic downturn will never return, which means that we must develop a new manufacturing base, after identifying the new industries that can replace lost jobs.
- To the extent that the service sector is dependent on general economic conditions, including strong inter-provincial and international trading conditions that remain weak, this sector is unlikely to lead the region's recovery.
- Tourism, the region's second largest industry, is also depressed and will remain so as long as Toronto's prices are high in comparison to those of its competitors, and as long as Toronto lacks new tourist "products" to attract domestic and international customers.
- The construction industry has probably been hardest hit of all sectors: since the real estate boom came to its abrupt end, it has suffered

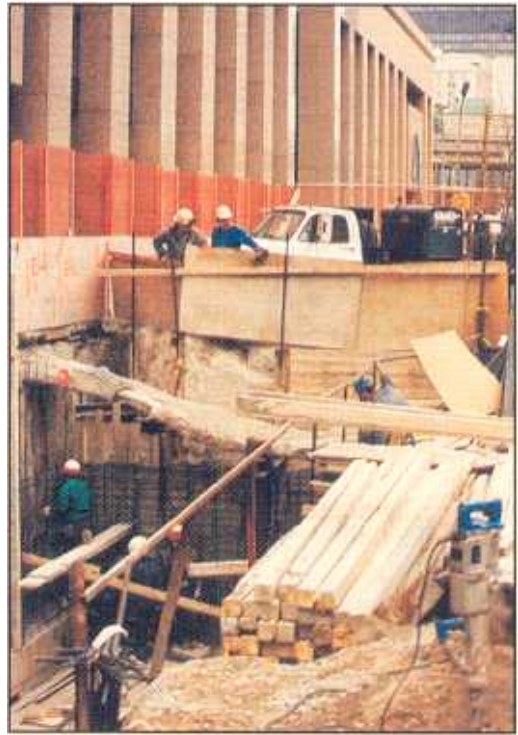
an unemployment rate as high as 40 per cent.

The economic downturn has been difficult, and in some cases devastating, for the individuals, families, and corporations directly affected; nonetheless, Torontonians, like other Canadians, are still optimistic about themselves and their communities. For example, in his weekly column in the *Globe and Mail*, on 9 November 1991, David Olive wrote:

Incredible. In the midst of widespread lay-offs and plant closures, unprecedented cynicism directed at governments and signs that their country is on the verge of cracking up, Canadians appear to be pronouncing themselves mightily pleased with the way their lives are going.

Certainly there are worse ways of starting a week than to read, as we did on Monday, the upbeat findings of a *Globe and Mail*-CBC News poll of 2,631 Canadians conducted between Oct. 21 and 28. If we are to believe this survey, an astonishing 91 per cent of us feel we have a good or very good quality of life. Two-thirds of Canadians are confident we'll have enough money to cover future expenses. Nine of 10 people polled say they're satisfied with their communities as good places to live. And 51 per cent say their jobs give them a great deal of satisfaction, with an additional 38 per cent saying they get at least some satisfaction from their work. The poll results cut across both genders, and all ages, regions and income levels.

The Commission believes that, if this is an accurate reflection of the state of the regional economy and of the way people in



Constructing Queen's Quay station for Harbourfront LRT, Toronto

Greater Toronto view themselves and their community, there is a basis for action. A program for regenerating the waterfront — utilizing our human and financial resources, built on what we have learned about the ecosystem approach and dealing with environmental issues — will help stimulate the regional economy. The three elements of this proposed program are to:

- build new infrastructure compatible with the environment;
- deliver a long-range housing program on the Central Waterfront and around GO stations elsewhere along the waterfront; and
- develop green enterprise and industry.

The first element of the program is the recognition, common among the different levels of government as well as the private

sector, that the region has been living for more than 15 years without maintaining appropriate levels of investment in its basic infrastructure. For example, the Board of Trade of Metropolitan Toronto, in its 1991 annual report, has been among those who argue that inadequate investment in infrastructure is one of the threats to the economic status of our community. The resulting backlog is potentially very damaging unless there is prompt action to restore a better balance in investment priorities. If a program could be agreed on and put in place now, it would have a useful counter-cyclical impact and stimulate the economy.

The idea of using an appropriate infrastructure to help the Greater Toronto region recover its economic health is hardly new: reconstruction of the Sunnyside boardwalk and the early work on the Queen Elizabeth Way were used to combat the Depression of the '30s; reforestation of the Ganaraska helped the region weather post-war difficulties; and the Government of Canada's \$2.4 billion Special Capital Recovery Program helped pave the way for the economic prosperity of the mid- and late 1980s.

A broad range of infrastructure is needed, and much of it should be in waterfront areas, including "green infrastructure" (the greenway and trail, parks, and other open spaces); environmental management and control (water and sewage treatment plants and systems); transportation (expansion of commuter rail services and urban transit); and new and expanded facilities for tourism, trade, and convention business.

Many of these elements of infrastructure have been clearly identified by various governments; some projects now in various stages of the design and approvals process could be accelerated.

The second element of the strategy involves housing, in the Central Waterfront area as well as in other parts of the waterfront — for example, clustered round GO stations. The Commission's Publication No. 15, the *Toronto Central Waterfront Transportation Corridor Study*, (discussed in Chapter 10 of this report), as well as other studies and planning reports carried out for the Commission and for the City of Toronto, Metropolitan Toronto, and the Province came to the conclusion that a substantial housing program is needed in the Central Waterfront area.

The consulting team that prepared Publication No. 15 calculated that construction of 3,500 units of housing a year on or close to the Central Waterfront (in line with the volumes proposed in Cityplan '91) would stimulate an annual construction investment of \$400 million and produce 7,000 person years of direct and indirect employment annually. The team proposed that this level of effort be maintained over the next 20 to 30 years, and said there is sufficient land — some 304 hectares (750 acres) — in the Central Waterfront area to accommodate this additional population.

Such a program would also be more benign environmentally than allowing sprawl to continue unchecked. It would help reduce growth pressures for long commuting trips to the Central Area via the Central Waterfront, would encourage greater use of transit, help to create a richer urban experience, and greatly reduce land consumption in the suburbs.

The third element in the proposed program is to create green industry and enterprise in the region. This is already happening to some extent, but its full potential is only beginning to dawn on people. In



Little Sugar Creek Greenway, downtown Charlotte, North Carolina

order to explore and carry out productive investment in industry, services, and jobs, a Centre for Green Enterprise and Industry in the Lower Don Lands was proposed by the Commission in the *Watershed* report.

Chapter 10 of this final report discusses additional studies and activities related to the concept that have appeared since the publication of *Watershed*. It also identifies some green industry possibilities: telecommunications, film and television, design and graphic arts, waste recycling, among them. New products and processes are suggested that will repair existing environmental damage and prevent it in the future — everything from industrial scrubbers to closed-loop manufacturing systems.

Green industry can be considered in a broader context as well: cleaning up a Great Lake or a regional watershed; decontaminating polluted soils; expanding a GO system instead of an urban expressway; redeveloping obsolete industrial and transportation lands in the inner city for housing and

mixed use rather than taking over agricultural land on the periphery — all are green enterprises.

If governments can agree on a proposed program for recovery and are prepared to enter partnerships, there are numerous opportunities along the waterfront for projects large and small, public and private. Private-sector projects that are based on the principles and practices of the ecosystem approach and that conform to municipal waterfront plans should be approved expeditiously. Small-scale public projects that are within the scope and the budgets of individual public agencies should also be identified for early implementation.

A substantial number of major strategic projects are beyond the financial capabilities of single agencies or levels of government, particularly given the very tight fiscal constraints that all governments face. These would require intergovernmental — and, in some instances, public/private-sector partnerships — to become reality.

While these projects are proposed for various places along the waterfront, and appropriate partnerships should be maintained or formed to carry them out, the majority are slated for the Metropolitan Toronto waterfront. That is where the most extensive land transitions are occurring, where the environmental strains are the heaviest, and where economic opportunities are greatest.

Stage I of the Central Waterfront program, integrating environment, land use, and transportation, would provide the core for a recovery program here.

The Central Waterfront offers four major redevelopment opportunities: at Humber Bay, Garrison Common, the Central Transportation Corridor, and the Lower Don Lands. Within each of these areas, major multi-million-dollar projects are being proposed or planned by various

public- and private-sector proponents. They include:

- major parks and open-space expansion, including a greenway and trail connections;
- expansion and upgrading of environmental management and control systems (water and sewage works);
- flood control measures;
- expansion of commuter rail and local transit systems, as well as new stations for GO Transit and additional subway lines;
- improvements to arterial roads, expressways, and bridges;
- railway relocation;
- housing and mixed-use developments, such as Etobicoke's Harbour Village, Garrison Creek, CityPlace, Southtown, St. Lawrence Park, and Castlepoint at Polson's Quay;
- additional commercial cultural, recreational, and entertainment facilities in Exhibition Place and Ontario Place;
- upgrading and expansion of convention, tourism, trade, and business facilities; and
- possibly, an international exhibition (Expo '96, '97 or '98).

The costs of the public elements are substantial: for example, as of December 1991, Metropolitan Toronto's waterfront capital budget alone includes \$1.2 billion of works in progress, \$1.1 billion of works to which some commitment has been made, and a further \$700 million of works that could be done in the next five years, but for which there is no current commitment.

The City of Toronto and the Province also have multi-million-dollar projects on



Windward Co-op and Little Norway Park, Bathurst Quay, Harbourfront, Toronto

their books. The Province has given high priority to the new GO Stations, for instance, while the City of Toronto has its own high-priority, multi-year capital project in the \$350-to-\$400-million Sewer System Master Plan, which will virtually eliminate combined sewer overflows and will control and treat stormwater run-off.

Which brings us to the fourth step in the strategy: given the range, size, and complexity of these capital projects, the tight budgetary restraints facing all governments, and the urgent need for both economic recovery and environmental regeneration, there is only one way to proceed.

Governments must get together promptly, agree on plans, projects, and priorities, consolidate their capital budgets, and pool resources. They must then create conditions under which the private sector will willingly bring its resources to bear, in order to create investment and jobs.

Fortunately, this has already begun. The round-table process initiated by the Royal Commission for the environmental audit, the Garrison Common Preliminary Master Plan, and the Toronto Central Waterfront Transportation Corridor Study brought together governments and private-sector interests. The process is now at the point where the four governments on the Central Waterfront — the Province, Metropolitan Toronto, the City of Toronto, and the City of Etobicoke — are beginning to exchange information on capital plans and to look at the use of their extensive public lands along the waterfront as equity they

could put into public-private partnerships. The Government of Canada has committed to do its share in its own jurisdiction.

If governments agree quickly, the fifth of the six steps that comprise the strategy will have been reached and this will create the conditions for step six: establishing partnerships among governments, and between the public and private sectors, in accordance with planning and project requirements.

The Commission believes that the conditions are present for creating a critical mass of public and private sector activity, once governments agree on plans and projects to be implemented so that the private sector can design, finance, and construct them. This will “jump-start” environmental regeneration

and contribute to economic recovery, providing both short- and long-term jobs along the waterfront and in the region.

To obtain the maximum benefits from the proposed strategy, an agreed intergovernmental

process for co-ordination, including the establishment of appropriate Waterfront Partnership Agreements, and possibly one or more development “vehicles” to support public and private initiatives, will be needed.

Co-ordinating efforts and establishing partnerships should include, local, regional, provincial, and federal governments, as appropriate; special authority agencies; private-sector interests; and community groups. Any development instruments should operate at arm’s length from governments and should adopt a business approach to their mandates.

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EPILOGUE

It is difficult to think of another period in our history when the incidence of change has been so great and the opportunity to do it right has been so exceptional.

In offering its perspective on places along the waterfront of the Greater Toronto bioregion, and in recommending specific courses of action to regenerate them, the Commission is guided, of course, by the principles and values of the ecosystem approach.

They are based on certain fundamentals that we need to keep reminding ourselves are there: that hydrology, topography, and climate set the fundamental conditions for human habitation and that, if respected, these conditions give our places unique shape and character.

We also need to remind ourselves that nature exists in cities, that there are still the wild places and natural systems — rivers, creeks, valleys, hills, shorelines, and vacant lots — in which, healed and cared for, life-giving regeneration can occur.

We need to take advantage of the new thinking already being practised in our suburban places: beginning as essentially residential enclaves, dependent in the main on the core city for jobs, they made commuting a way of life. But over time, many suburbs have begun to emerge as important places of employment, social diversity, and cultural energy. Now, the new approach calls for greater integration and intensity of land use and built form, energy conservation,

and public transportation. This regeneration of the suburbs, which is occurring around the world, may propel our suburban places into the role they always promised they would play: offering the best of both worlds, city and country!

We need to remember the value of maintaining our landscapes: natural landscapes born of ecological processes and meeting our need for environmental balance; working rural landscapes in which goods are produced to feed us and future generations; and city landscapes that remind us of our cultural heritage and a way of life that enriches us all.

We are responsible for the consequences of our own actions — to ourselves and to other people, to other generations, and to other species. The ethic that justifies moving in, using up, throwing away, and moving on is no longer acceptable.

We believe, with Toronto architect Jeffery Stinson that, “our history is imbedded in everything we build”; that valuing what has been will make us more careful as we plan what is to be.

When we assume that “progress” means degrading our natural and built heritage, that it’s better to “start all over again”, we are always in danger of wiping out collective memories. In consequence, we often reduce our history to personal genealogy and visit European, Asian, and African places to link ourselves with the past — of which so little remains in our local experience. Moreover, when the winds of change blow, we are not rooted enough to know what is important to us or our sense of ourselves and how

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to defend it. As a result, our places become indistinguishable from other modern places in the western world and people — even those who have lived in one place all their lives — find themselves increasingly disconnected from it.

We need to understand the evolutionary way: there is no ultimate perfect city and, inevitably, our changes will be changed by those who come after us. We need to understand that change comes as a better friend when it is done within an overall context of continuity.

We need to understand and appreciate our natural and human heritage — making a careful inventory of what we have, reusing and recycling what we can, developing what we require, and weaving the new into the old.

Our current path is unsustainable. Both our economy and our environment are under stress; we are sacrificing the future to mask the reality of the present. It is the Commission's view that, done effectively and imaginatively, the process of regeneration will not only contribute to the husbanding of our resources for economic recovery, but will also give us places where unique features are enhanced rather than homogenized and where "development" and "conservation" become kindred ideas that bring us together.

Finally, in this report, we have tried to keep in mind the Olympian insight of Lewis Mumford (1938) in his great work, *The Culture of Cities*.

Cities are the product of time. They are the molds in which men's lifetimes have cooled and congealed, giving lasting shape, by way of art, to moments that would otherwise vanish with the living and leave no means of renewal

or wider participation behind them. In the city, time becomes visible: buildings and monuments and public ways, more open than the written record, more subject to the gaze of many men than the scattered artifacts of the countryside, leave an imprint upon the minds even of the ignorant or the indifferent. Through the material fact of preservation, time challenges time, time clashes with time: habits and values carry over beyond the living group, streaking with different strata of time the character of any single generation.

The city is a fact of nature. But [it] is also a conscious work of art, and it holds within its communal framework many simpler and more personal forms of art. Mind takes form in the city; and in turn, urban forms condition mind. For space, no less than time, is artfully reorganized in cities: in boundary lines and silhouettes, in the fixing of horizontal planes and vertical peaks, in utilizing or denying the natural site, the city records the attitude of a culture and an epoch to the fundamental facts of its existence. The dome and the spire, the open avenue and the closed court, tell the story, not merely of different physical accommodations, but of essentially different conceptions of man's destiny. The city is both a physical utility or collective living and a symbol of those collective purposes and unanimities that arise under such favoring circumstance. With language itself, it remains man's greatest work of art.