

and should include increased waterfront housing, increased employment opportunities in the area, and improved recreational facilities.

In the Ataratiri area, there should be greater emphasis on a wider variety of economic activities, including commercial, light industrial, recreational, and institutional uses, in addition to the current focus on housing. It may also be desirable to encourage temporary uses of some parts of the environmentally suitable land until the housing market improves. This would bring activity and some economic return, and help to demonstrate the desirability of the area.

If the market is allowed to respond to opportunities, synergies emerge. Once a sector is established in an area, it attracts spin-off uses; that will happen in Ataratiri, in the same way it has been occurring in the emerging design area at King/Parliament or the fashion district at King/Spadina. It is likely that entrepreneurs will see many interesting opportunities for a broad variety of

uses in Ataratiri, as in other parts of the “shoulders” of downtown Toronto.

Another focus for increasing employment opportunities in the Lower Don Lands is the Lower Don Industrial Area, which can be created east of the new mouth of the Don River in the old Port Industrial Area on the land formerly owned or administered by the THC. With a consolidated Port, the surplus THC lands would offer new possibilities and opportunities for economic diversification in the City of Toronto. That is why, in its *Watershed* report, the Royal Commission recommended that these surplus lands be used to create a new waterfront industrial area, containing a Centre for Green Enterprise and Industry, to be both developed and managed by the Toronto Economic Development Corporation (TEDCO).

TEDCO, created by the City of Toronto, operates under a provincial charter with a mandate to create jobs, particularly on underutilized or surplus City property. Its board is made up of men and women from the business, labour,



Leslie Street Spit

Economic and ecological concerns are not necessarily in opposition. But the compatibility of environmental and economic objectives is often lost in the pursuit of individual or group gains, with little regard for the impacts on others, with a blind faith in science's ability to find solutions, and in ignorance of the distant consequences of today's decisions.

World Commission on Environment and Development.
1987. *Our common future*. Oxford: Oxford University Press.

environment, and public sectors. Management is able to fast-track the development process because of its intimate knowledge of the City's administrative workings.

While TEDCO's mandate is city-wide, it obviously is particularly important to the future of the new Lower Don Industrial Area. To be successful, industrial development agencies need to be at arm's length from the City and to have co-operation from municipal, business, and labour representatives. TEDCO is well placed in these respects: it is — and should continue to be — fully accountable to the City of Toronto, but it does enjoy an arm's-length relationship with the municipality. Its board should continue to include representatives from the City, Metro, business, environmentalist groups, and labour.

There are many waterfront opportunities for TEDCO: for example, it could collaborate with the World Trade Centre, which is part of a network of similar facilities in more than 50 countries. Importing and exporting "green technology" could be considerably enhanced by the World Trade Centre's expertise in promoting international trade and a new International Trade Centre

in Exhibition Place would be a logical place for exhibitions and trade marts of green technology.

Given the need to remediate much of the soil in the Port Industrial Area, there is an opportunity to test available and new soil clean-up technologies in conjunction with the Centre for Green Enterprise and Industry. Such testing has the potential to provide Canadian companies with marketable experience in an area of growing concern in most economies.

The Lower Don Industrial Area could, in effect, become a showcase for future-oriented industries, operating on an environmentally sound basis, as Toronto heads into the 21st century. And given the public's concern about the quality of the environment, the former THC lands could be used to encourage industries that have operations or products geared to environmental protection and improvement.

The key to the burgeoning environmental industries sector lies in recognizing that current environmental problems represent an opportunity to profit — quite literally — from past mistakes. There is a need for new products and processes that will repair existing environmental damage and prevent it in the future — everything from industrial scrubbers to closed-loop systems for manufacturing. According to estimates, there are now more than 3,000 companies in Canada, generating more than \$7 billion annually, that say they offer environmental products and services. In the United States, environmental industries do \$100 billion of business annually and are said to constitute the country's third-largest industrial sector.

In Europe, an estimated two million jobs are associated with environmental industries and, given the horrendous

environmental problems in eastern Europe, and rapid economic and political changes there, that number will probably rise rapidly. Furthermore, industrialization of the Third World will create an enormous demand for environment-related products and services.

If it is to play a major role in Canada's industrial future, Toronto must build and attract such industries — which is one of the tasks facing TEDCO. But merely competing for industry is not enough: Toronto has to be imaginative and daring enough to actually help create industries and products — and the jobs attached to them. To do this, it must provide a home for environment-related industrial research and development; a place where the growing number of people interested in the environment can get at least some of their training and education; where innovative techniques and products can be developed, tested, and manufactured; and where specialists in environmental marketing and distribution can be based.

Some of the industrial elements that might make up or contribute to a green industrial complex are already located in the Port Industrial Area: telecommunications, film, and television; electricity generation; and waste recycling, among others. In the winter and spring of 1989-90, the Commission sponsored two seminars on green enterprise and industry to explore development possibilities for these and other industries with government, business, labour, and academic experts.

As a result of these discussions, the Commission concluded that what is needed

is a catalyst to bring together the different sectors and interests and to convert potential into reality, to help make the Toronto of the 21st century what it has always been: a place of enterprise and industry, a liveable, workable city.

The catalyst could take the form of the proposed institute or a Centre for Green Enterprise and Industry, with its own building or buildings in TEDCO's Lower Don Industrial Area. Its mission would be to work with government, business, industry, labour, research scientists, environmentalists, and academic experts to promote green enterprise and industry in Toronto and in Canada.

It would seek out firms interested in research and development related to environmentally sound or environment-specific enterprise and industry. Such a centre should be offered as a milieu for the world's

The key to the burgeoning environmental industries sector lies in recognizing that current environmental problems represent an opportunity to profit — quite literally — from past mistakes.

leading scientists, from Canada and elsewhere, as well as for those involved in federal and provincial green industry development programs. On behalf of research and environmental agencies, they could develop projects appropriate to present and future needs and opportunities in the provincial and Canadian economies.

Among the federal agencies that should be encouraged to participate in and with the centre are: the Department of Industry, Science, and Technology; the Department of Energy, Mines, and Resources; the National Research Council; the Natural Sciences and Engineering Research Council; and Environment Canada. Provincial agencies should include the Ministry

LESLIEGATE: RESPONSE TO THE ROYAL COMMISSION'S WORK

In 1990, IPCF Properties, a division of the Weston Group, proposed to intensify its use of a 2.4-hectare (six-acre) site at the corner of Leslie Street and Lake Shore Boulevard, currently occupied by a Loblaw's Superstore and an extensive parking lot.

However, it soon became apparent that the property, known as LeslieGate, has great local and subregional potential. Instead of pursuing traditional development options, IPCF decided to explore these possibilities within a development framework based on an ecosystem approach. Understanding that such an approach holds that "everything is connected to everything else", the framework seeks to link LeslieGate with the surrounding neighbourhood and, especially, with the waterfront.

A planning team began by examining the land use, built form, and physical environment of the surrounding neighbourhoods. The nearby area is predominantly mixed-use with residential — primarily low-rise, one-family houses mixed with the occasional apartment building to the north — and an industrial-commercial band along Eastern Avenue that extends south toward the lake in some parts.

The teams recommends integrating the LeslieGate site with surrounding communities through mixed-use development compatible with the existing scale: extending the urban grid south to the lakeshore, and providing at-grade pedestrian crossings. Offices, housing, and open space would be added to the Loblaw's store and parking lot to create a more diverse, economically and socially active centre for the area.

The team also suggests establishing a green corridor down Leslie Street to the Port Industrial Area. This "green, people-friendly" pedestrian spine, created by hard and soft landscaping, would ensure consistent treatment of the edge along Leslie, through the Port Industrial Area to the Leslie Street Spit.

Links to the waterfront would be enhanced by a "thoughtful, positive reinforcement of the pedestrian, cyclist, and vehicular connections across" and along Lake Shore Boulevard to Ashbridge's Bay. Connections between LeslieGate and the waterfront would be further improved if upper levels of future buildings on the site enabled people to see Ashbridge's Bay to the east and Lake Ontario to the south.

The kind of mixed-use development being proposed recognizes the growing importance of reducing distances between workplace, housing, and shopping. With the Loblaw's store remaining on-site, existing land uses would be maintained and a vital commercial enterprise would continue to contribute to the area's economic vitality.

IPCF Properties feels that LeslieGate can influence the future character of the area. Its location at the edge of the Port Industrial Area, near Cherry Beach and the Leslie Street Spit, gives LeslieGate potential as a gateway to the visual, recreational, and historical opportunities of the waterfront.

Source: Volgyesi + Propst Inc. 1991. *LeslieGate: a private sector response to ecosystem planning national*. Toronto: Volgyesi + Propst Inc.

of Trade and Technology; ORTECH INTERNATIONAL (formerly the Ontario Research Foundation); and the Ministry of the Environment.

The centre would explore the possibility of attracting companies or organizations interested in gathering and disseminating information on environment-related statistics, experience, and trends. In helping to establish environmental information banks, TEDCO should work with the Greater Toronto Bioregion Research and Information Network (recommendation 24 in Chapter 3 of this report) and the United Nations Environment Program (UNEP), as well as with other international and national agencies responsible for gathering, reporting, and monitoring environmental information.

The centre would offer facilities for training and education, based on an ecosystem approach, to enterprise and industry, students at community colleges, and university undergraduate and graduate programs Canada-wide, for people planning careers in business or industry. In carrying out this part of its mandate, TEDCO should collaborate with community colleges in the Greater Toronto Area, including Ryerson, George Brown, and Humber, and with universities throughout southern Ontario, including Trent, Toronto, York, Windsor, Waterloo, and Guelph, all of which provide such education. In doing so, the centre would offer opportunities for direct contact among students, experts in research and development, managers, and workers in green enterprise and industry so essential to Toronto's future.

In addition to its negotiations with the THC, TEDCO has begun to define the role and mandate of the proposed Centre for Green Enterprise and Industry, including

the development of a business plan. It is in this context that Commissioner Crombie has agreed to bring together representatives of the THC, the City of Toronto, and the Department of Transport to define the amount of land to be transferred from the THC to TEDCO, as well as related matters.

INTEGRATED REVIEW AND APPROVAL SYSTEM

As discussed in Part I of this report, regeneration of the Greater Toronto waterfront is hampered by the complexity of jurisdictions, planning, regulations, and approvals; this is certainly true of the Lower Don Lands. The environmental audit of the East Bayfront/Port Industrial Area included an analysis of the existing frameworks for stewardship and accountability, and found that regulatory and decision-making processes limit possibilities for adopting an ecosystem approach to planning and managing the area.

Similarly, planning for Ataratiri involves a lengthy and complex process. The City's Part II Official Plan Proposals (1991) describe a multi-year, four-stage approval process for development, to include:

- approval of the policy statements contained in the proposals document, together with a zoning by-law, development plan, and plan of subdivision for the entire Ataratiri site;
- approval of sub-areas consisting of several development blocks, provided that detailed environmental, flooding, and community service issues have been addressed;
- approval of each development block depending on completion of necessary pre-construction environmental clean-up;

- approval of individual development applications, provided that the building design satisfies concerns regarding noise, water conservation, energy conservation, waste reduction, reduction of automobile use, environmental remediation, and (where appropriate) floodproofing.

It is undoubtedly necessary to ensure that all public interests, including community services and environmental remediation, are thoroughly and carefully accommodated in redeveloping the Lower Don Lands. However it is also clear that ways must be found to structure the approvals process to provide the flexibility needed to respond to opportunities, integrate activities of different government agencies, and provide a greater degree of predictability and efficiency to encourage private-sector involvement. An integrated approach to the Lower Don Lands could help to free up some of the regulatory and jurisdictional problems currently hindering planning, approvals, and implementation.

RECOMMENDATIONS

- 72.** The Royal Commission recommends that an integrated approach be taken to planning in the Lower Don Lands, based on the framework outlined above, and that it involve participation by all levels of government, as well as the private sector and the public.
- 73.** The Royal Commission further recommends that the draft integrated plan provide a basis for public discussion involving federal, provincial, Metro, and City governments, the public, private-sector landowners, neighbouring residents, and other interested parties.
- 74.** An integrated process should be established to facilitate review and approval of remediation and development proposals by all levels and agencies of government.