

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;

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- 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.

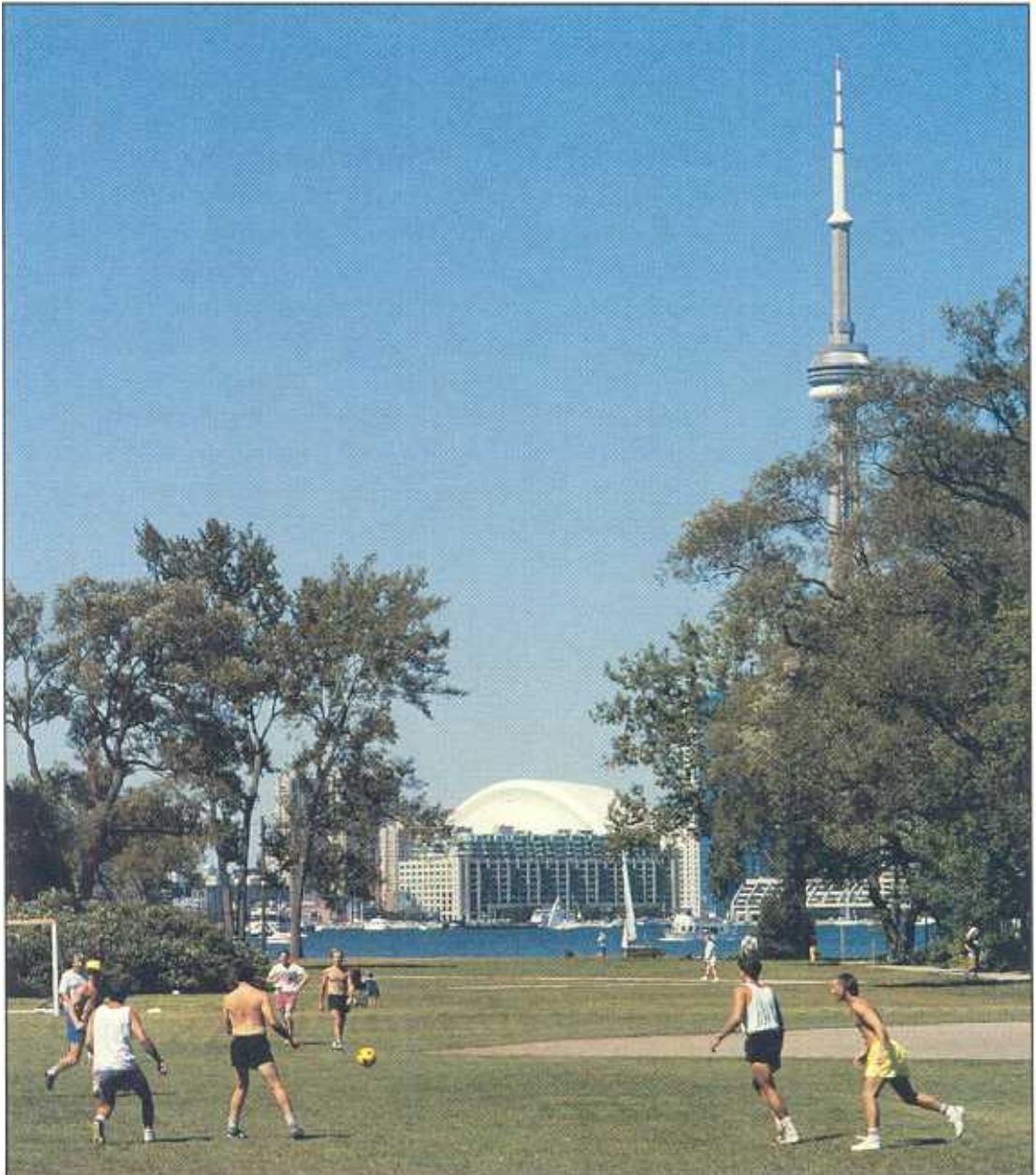
Municipalities and conservation authorities also reacted positively, generally accepting the principal recommendations of *Watershed*, developing their own ideas for their waterfronts within a broad regional framework, and signalling their willingness to enter into partnerships. For example:

- 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