

TORONTO STAFF REPORT

May 11, 2006

To: Policy and Finance Committee and Economic Development and Parks Committee

From: TEDCO/Toronto 2015 World Expo Corporation, Deputy City Managers and Chief Financial Officer

Subject: Toronto 2015 World Expo Bid
(All Wards)

Purpose:

The purpose of this report is to advise City Council on the results of the due diligence undertaken by TEDCO and its subsidiary, Toronto World Expo Corporation; to recommend that City Council support a bid; to request the Government of Canada submit a bid to the Bureau International des Exposition (BIE) to host a World Expo in Toronto in 2015; and to direct the DCM/CFO, the City Solicitor and the Toronto World Expo Corporation to seek an agreement with other levels of government on a financial guarantee, capital funding framework, and a corporate governance structure.

Financial Implications and Impact Statement:

If Toronto's bid is successful, the financial and economic consultant to the Toronto 2015 World Expo Corporation, Price Waterhouse Coopers, forecasts that hosting the World Expo will result in the proposed World Expo Corporation incurring an overall deficit of \$700 million after \$1.5 billion of legacy capital assets are included as shown in Table 1. The approach and methodology used by Price Waterhouse Coopers appears reasonable, although Finance staff have not had an opportunity to fully review their detailed, comprehensive study.

Table 1 - Capital and Operating Summary of the World Expo Corporation
(\$2006 Billions)

World Expo Corporation Capital Summary:	
Capital Expenditures	(2.8)
Sale of Assets	0.1
Total Capital Costs	<u>(2.7)</u>
World Expo Corporation Operating Summary:	
Operating Expenditures	(1.0)
Financing Costs	(0.6)
Operating Revenues	1.3
Funding from Other Expo Revenues	0.8
Total Operating Profit	<u>0.5</u>
World Expo Corporation Estimated Net Expo Deficit (including Legacy Expenditures)	(2.2)
Residual Legacy Capital Assets	1.5
Overall Deficit	(0.7)

Price Waterhouse Coopers Waterhouse's forecast includes total estimated capital expenditures of \$2.8 billion. This investment leverages an additional \$2 billion in capital investment in the World Expo by other parties such as other provinces, other nations, corporations and non-governmental agencies.

Over and above these amounts, further infrastructure works of \$590 million will have to be constructed to provide servicing for the Expo site. These works are already incorporated within the City's Five-Year Capital Plan/Ten-Year Capital Forecast for Waterfront Revitalization. As such, these works will be funded through Contribution Agreements entered into between the City, the Province of Ontario and the Government of Canada. A World Expo would help accelerate this investment.

According to Price Waterhouse Coopers, the City of Toronto, along with senior governments accrues significant economic benefits from hosting a World Expo through means such as incremental tourist spending or construction jobs. Price Waterhouse Coopers forecast that 215,000 jobs will be created in Canada, including 208,000 in Ontario of which 143,000 jobs are in Toronto, over the life of the project. They also forecast that \$8.4 billion in wages and salaries

will be generated in Canada and Ontario by a World Expo, including \$5.6 billion in wages and salaries for workers in Toronto.

Price Waterhouse Coopers has not proposed an approach for allocating the net deficit amongst the three levels of government. However, Table 2 indicates that the majority of the tax benefits from hosting a World Expo accrue primary to the Province of Ontario and the Government of Canada. This disproportionate sharing of the fiscal results may form part of the basis for cost-sharing agreements that allocate responsibilities for funding the World Expo deficit to the senior levels of government. The cost-sharing agreements should also reflect the different capacities that the levels of government have to fund such large undertakings.

TABLE 2 – Forecast Fiscal Benefits of Expo 2015					
			Local		
(\$ billion)	Federal	Provincial	Toronto	Other Local	Total
Personal Income Tax	1.5	0.9			2.4
Provincial Sales Tax		0.5			0.5
GST	0.8				0.8
Corporate Profit Taxes	0.4	0.2			0.6
Property and Business Tax			0.3	0.3	0.6
Tobacco and Liquor Tax		0.4			0.4
Total	2.7	2.0¹	0.3	0.3	5.3
Percentage of Total	50.9%	37.7%	5.7%	5.7%	

1. Includes approximately \$1.8 billion for the Province of Ontario

The negotiations between the three levels of government will have to address the provision of appropriate financial guarantees as required by the Bureau International Des Expositions. Provision of these guarantees will allow the City to proceed with its quest for hosting the 2015 World Expo on a fiscally prudent basis, consistent with Council's sustainability goals. This report recommends that the results of the negotiation between the City, the Province of Ontario and the Government of Canada be reported back to the September meeting of City Council.

2006-2008 Operating Budget Implications

To date, TEDCO and the Province of Ontario have equally shared the cost of \$2.0 million to fund the 2005/2006 pre-bid activities. In order to proceed with the bid, the Toronto 2015 World Expo Corporation requires \$1,100,000 in the pre-bid stage for operating costs and working capital to continue pre-bid activities to the end of December 31, 2006.

It is recommended that half of this funding (\$550,000) be provided through TEDCO (as a contribution from its environmental reserve account) with the other half being funded by the Province of Ontario to finance the balance of 2006 costs on behalf of the City. It is further recommended that the Deputy City Manager and Chief Financial Officer report back to Council on the potential to replenish these TEDCO funds following year end review of the City's position.

Should this bid be supported and submitted by the Government of Canada, an additional \$1.95 million will have to be included in the City's 2007 and 2008 operating budgets to support winning the bid. The City's contribution to the Toronto 2015 World Expo bid phase of \$2.5 million will be matched by, and is contingent on, a matching contribution by the Province of Ontario over the bid phase.

In summary, the combined cost of the pre-bid and bid phases for the 2015 World Expo is estimated to cost \$12 million, of which the City of Toronto/TEDCO contribution is \$3.5 million. In addition, corporate sponsors will be expected to contribute at least \$5 million to the bid as part of a sponsorship campaign conducted by the Toronto 2015 World Expo Corporation.

The Deputy City Manager and Chief Financial Officer has reviewed this report and concurs with the Financial Impact Statement.

Recommendations:

It is recommended that City Council:

- (1) request the Government of Canada to submit a formal Bid to the Bureau International des Expositions (BIE) no later than November 3, 2006 to host the 2015 World Exposition in Toronto;
- (2) request that TEDCO/Toronto 2015 World Expo Corporation, the Deputy City Manager and Chief Financial Officer and the City Solicitor for the City of Toronto:
 - (i) enter into discussions with the other orders of government to secure a financial guarantee that protects the City of Toronto from cost overruns, revenue shortfalls, or any deficits; and,
 - (ii) report back to City Council at its meeting of September 2006 on the outcome of the discussions with the other orders of government on the financial guarantee for the 2015 World Expo which is required by the Bureau International des Expositions by November 3rd^t, 2006, as a condition of submitting a bid;
- (3) authorize the 2006 funding in the amount of \$1.1 million to be shared equally by TEDCO and the Province of Ontario for its bid preparation activities to December 31, 2006;
- (4) authorize that the additional TEDCO contribution of \$550,000 be financed from its environmental reserve account;
- (5) authorize funds in the amount of \$1.95 million to the successor Corporation responsible for preparing the bid for the 2015 World Expo until February 2008 as follows:
 - (i) \$1,200,000 from January 1, 2007 to December 31, 2007;

- (ii) \$750,000 from January 1, 2008 to February 1, 2008; and
 - (iii) on the condition, that the Province of Ontario contributes matching funds over the course of the bid phase, the timing of the disbursements to be agreed upon between the Deputy City Manager/Chief Financial Officer, the successor Toronto 2015 World Expo Corporation and the Province of Ontario;
- (6) request the Province of Ontario to incorporate a new corporation structured as a Non-Profit Capital Share Corporation pursuant to the Ontario Business Corporation Act with the governance structure as generally set out in Section 13 of Appendix B, to formulate a bid for the 2015 World Expo, and that TEDCO/Toronto 2015 Expo Corporation take the necessary actions to implement the new governance structure;
- (7) authorize the Deputy City Manager/Chief Financial Officer of the City of Toronto with TEDCO/Toronto 2015 World Expo Corporation to undertake the necessary action to identify the funding sources for the City's \$2.5 million dollar contribution to pre-bid and bid preparation phases;
- (8) endorse the:
- (i) Port Lands as Canada's waterfront site for the Toronto 2015 World Expo and ensure that Port Lands site is developed using an approach that recognizes and accelerates existing development plans and maximizes the opportunity to develop cultural, tourism and recreational infrastructure that will remain as a legacy from the Expo;
 - (ii) working theme concept of "The Spirit of Ingenuity" as outlined in this report;
- (9) request that:
- (i) the Toronto 2015 World Expo Corporation and agencies with jurisdiction or land in the Port Lands to be utilized for the Expo to work cooperatively to undertake activities that will help lead to a successful bid for the Toronto 2015 World Expo, including agencies such as the Toronto Waterfront Revitalization Corporation, the Toronto Economic Development Corporation, the Toronto and Region Conservation, the Toronto Transit Commission, GO Transit, Ontario Power Generation, the Ontario Realty Corporation and the Canada Coast Guard, and other federal and provincial departments;
 - (ii) any planned or ongoing environmental assessments for infrastructure in the Port Lands area take into account the possibility of a 2015 World Expo in the Port Lands;
 - (iii) the TEDCO/Toronto 2015 World Expo Corporation to continue to liaise with the City of Toronto Affordable Housing Office to maximize the potential for an affordable housing legacy as a part of the Toronto 2015 World Expo and with the

Waterfront Secretariat to ensure effective integration with other waterfront initiatives; and

- (iv) the City Manager with the Toronto 2015 World Expo Corporation and its successor corporation will explore design concepts developed through the Island Airport visioning charette; and liaise with the Toronto 2015 World Expo Corporation and its successor to maximize their potential of being realized as a legacy for the World Expo;
- (10) require the City of Toronto, TEDCO/Toronto 2015 Expo Corporation and the successor corporation:
- (i) use the principles established in the pre-bid Environmental Management framework to inform decisions and strategic directions on the development of a Toronto 2015 World Expo and prepare a more detailed Environmental Management Framework including air and water quality, waste management, energy use, and sustainability during the bid phase;
 - (ii) use the principles established in the pre-bid Social Development Strategy to inform decisions and strategic directions on the development of a Toronto 2015 World Expo and prepare a more detailed Social Inclusion Strategy during the bid phase;
 - (iii) establish an Arts, Cultural, Educational and Creative Industries Advisory Committee upon submission of a formal bid to the BIE, in order to support the bid and ensure that the 2015 World Expo will advance planned cultural development and infrastructure initiatives and lever the momentum Toronto is experiencing through the current cultural renaissance;
 - (iv) establish a volunteer management program to be implemented upon submission of a formal bid to the BIE;
 - (v) in conjunction with the volunteer management program, develop a program for youth skills and leadership training internships;
 - (vi) in consultation with the Film Commissioner, consult with the Toronto Film Industry on the opportunities provided by Expo and identification of any impacts on their filming operations during the World Expo;
 - (vii) undertake a private sponsorship campaign with the objective of raising at least \$5 million in cash or “in kind” contributions to support the bid for the 2015 World Expo; and
 - (viii) that ongoing public engagement be actively promoted through the pre-bid and bid phases;

- (11) Council establish a World Expo Reference Group to advise City Council on a Charter for the World Expo bid that outlines the critical principles envisioned for the bid in consultation with Toronto 2015 World Expo Corporation, and be reported to City Council;
- (12) the World Expo Reference group meet with residents, businesses, labour and other stakeholders adjacent to the Expo site and from across the City of Toronto on various issues related to developing and advancing the bid and with administrative support established by the City Manager;
- (13) the TEDCO/Toronto 2015 World Expo Corporation and its successor report to City Council on a quarterly basis on the activities related to the bid;
- (14) the City Clerk forward the actions of Council with a covering letter from the Mayor, to the Prime Minister of Canada and the Premier of Ontario; and
- (15) that the City Manager be authorized and directed to take the necessary actions to give effect thereto.

Background:

At its April 2005 meeting City Council considered a feasibility study commissioned by the City of Toronto and the Province of Ontario on the potential of Toronto bidding for and hosting a World Expo in 2015. That study concluded that an Expo for Toronto was a feasible venture. City Council endorsed a bid in principle, and requested that significant due diligence and public consultation be undertaken on the major aspects of holding an event of this magnitude. City Council directed the Toronto Economic Development Corporation (TEDCO) to establish a subsidiary corporation, the Toronto 2015 World Expo Corporation (TWEC), to determine the feasibility of a bid. Working capital of approximately \$2 million was contributed equally by TEDCO and the Province of Ontario to allow completion of the due diligence. A small core staff at TEDCO/TWEC, along with consultants and City staff including the Economic Development, Culture and Tourism Division have undertaken a significant amount of due diligence that provides the necessary information to allow City Council to decide whether to request the Government of Canada to submit a bid on Toronto's behalf for the 2015 World Expo.

Since City Council requested in April 2005 that TEDCO take on the World Expo project, the TEDCO Board has been involved and updated regularly on progress. The Executive Committee of TEDCO's board of directors has received this report and its full board will meet prior to Council's May 23-25 meeting.

To provide guidance and advice to the Toronto 2015 Expo Corporation on the due diligence process, a Steering Committee was formed comprising a diverse range of interests from both the public and private sector. This Steering Committee was chaired by Councillor Brian Ashton and co-chaired by Councillor Peter Milczyn. staff from the World Expo Corporation met regularly with the Steering Committee and presented findings and received valuable advice and guidance.

The Toronto 2015 World Expo Corporation thanks them for their important contribution. A list of the Steering Committee members is attached in Appendix A.

The Province of Ontario, through the Ministry of Tourism, has been a partner in the due diligence process. TEDCO contributed to the recently completed consultant studies, which was matched by the Province. The Province of Ontario also participated in other critical ways, with members on the steering committee; a staff member seconded to the World Expo Corporation; and involvement in the consultant procurement process. The World Expo Corporation thanks the Province of Ontario for its ongoing support and participation.

Through competitive RFP processes, TEDCO/TWEC engaged 13 additional consultants each focused on a particular aspect of the World Expo bid. The consultants retained have significant experience in their specific area of expertise and many have worked on past or upcoming World Expos, both in Canada and abroad.

On May 2nd, 2006, Turkey declared its candidacy for 2015 World Expo on behalf of the City of Izmir. Under the rules of the Bureau International des Expositions (BIE), Canada must formally declare its Bid within six months by November 3rd, 2006.

Comments:

1. A World Expo for Toronto

A World Expo is held every five years and is the largest ongoing celebration of humankind's accomplishments. It places significant world attention on the host City, Province and Country.

The first Expo was held in London in 1851 followed in 1855 by Paris which resulted in the construction of the iconic Eiffel Tower as a legacy which still defines that city. Other major cities hosting World Expos include New York, Chicago, Brussels and Barcelona. Canada has an outstanding reputation and track record in hosting the World in Montreal at Expo '67 which drew 50 million visitors, and Expo '86 in Vancouver which was also very successful.

According to the Bureau International des Expositions (BIE), the governing body for World Expos, the purpose of an Expo is to educate the general public about a topic that is important, current and relevant, and that displays how humankind is poised to deal with the future and its challenges.

World Expos are meant to be not only exciting and fun, but provocative and engaging as well. In essence, a successful Expo should leave its visitors with lasting, engaging memories and create a formative and even transformative personal experience.

Although Canada has previously hosted two world Expos, its largest City has never hosted the event. It is clear that Toronto and Canada have the technical expertise to stage a memorable event and make a World Expo work for us as a catalyst for change and for creation of a positive long term legacy that builds on the City's strengths.

2. Reasons to Bid for the 2015 World Expo

A 2015 World Expo will capitalize on the significant city-building opportunities and act as a catalyst to reach our city-building goals. It will accelerate investments in Toronto's waterfront, infrastructure, transit and cultural facilities. In addition, it will showcase our innovation and creativity to the world.

2.1 Economic Benefits

The most recent and detailed study conducted by Price Waterhouse Coopers found that the economic benefits of hosting a World Expo are significant and include the following:

- 215,000 jobs in Canada, including 208,000 in Ontario of which 143,000 jobs are in Toronto over the life of the project;
- \$8.4 billion in wages and salaries in Canada and Ontario, including \$5.6 billion in wages and salaries for workers in Toronto;
- \$13.5 billion in value-added (GDP) generated in Canada and Ontario, of which \$8.1 billion is generated in Toronto; and
- \$5.3 billion in Government revenues raised in Canada, including \$2.7 billion for the Government of Canada, \$1.8 billion for the Government of Ontario, \$600 million for the GTA (including Toronto) and \$200 million for the Governments of other provinces.

2.2 City Building and Infrastructure Investment

Toronto stands to gain an infrastructure legacy of \$1.52 billion in site services, roads, sewers, transit, affordable housing and public amenities. Legacy buildings, such as the Canada Pavilion, can be transformed for educational and cultural uses in the waterfront after the World Expo.

Hosting an Expo in Toronto will inject much-needed new capital and impose a deadline of 2015 which will accelerate the completion of the key infrastructure needed for the redevelopment of the Port Lands including public transit and public realm improvements. Expo will facilitate the current plan envisioned by the City and the Toronto Waterfront Revitalization Corporation (TWRC) to create a transit friendly and environmentally sustainable community. This public contribution levers additional private and other investment of \$2 billion, to bring the total public and private investment in Expo to \$5.4 billion. The economic benefits, capital investment and scale of a World Expo are substantial and provide an opportunity to build our City, and project our image to the world.

Previous Expos like 1986 in Vancouver have also provided transformational opportunities for the host City. Hosting the Expo became the platform to advertise the inherent beauty and attractiveness of Vancouver. Their derelict industrial area in the center of the city, directly adjacent to the downtown was revitalized as the Expo site and then transformed into a major new mixed-use neighbourhood. Vancouver also gained new city-wide infrastructure including the Skytrain, a Science Centre, and the landmark Canada Place, a convention and cruise ship terminal. The publicity gained during the World Expo and the positive impression left by the

event resulted in a boost to tourism for Vancouver and all of British Columbia. Today, Vancouver is one of the major tourist destinations in the world and tourism rose from being the third largest industry in British Columbia to being the largest. This benefit alone, if repeated to any degree in Toronto, could help revitalize our tourism industry, not only in adjacent markets such as the U.S. border states, but in emerging international markets such as China and India.

2.3 Showcasing Our Achievements

The World Expo provides a rare opportunity to showcase a host city and put in it the global media spotlight for six months. Even with the Olympics, the host city is only featured in the media consistently for three weeks. With a World Expo, the host city gets to tell its story much longer and to a much larger audience.

A 2015 World Expo in Toronto would be an opportunity to showcase its excellence, innovation and leadership in key industries to the world. The cultural industries would be put in the world spotlight since the Expo will feature cultural and entertainment programming everyday throughout the event. During the pre-Expo period there would be Expo sponsored events related to the theme of the event including conferences, symposia and cultural festivals. The proposed International Business Centre for developing nations included as part of the Toronto 2015 World Expo would provide an opportunity for the development of new business contacts and new trade relationships.

The tourism benefits of a World Expo are not confined to Toronto and it would help showcase other parts of Ontario and Canada. It is anticipated that there will be 40 million visits by 21.6 million visitors. Of these, 11.3 million visitors are people that would not otherwise have visited our city. Of those 2.4 million are overseas visitors expected to visit other cities such as Vancouver, Montreal, Ottawa and Quebec. The marketing for the World Expo will feature a marketing program which will promote tourism in these cities and other regions of Ontario including Niagara, and the Muskoka region.

2.4 Public Engagement

The World Expo can also help unify the host City by rallying citizens and the business community behind a significant common cause. Expo will require ongoing public participation, consensus and commitment, but it also significant engagement of the public as champions, promoters and volunteers. The sense of public engagement created as a result of hosting a World Expo can, by evoking a collective sense of common purpose, transform the attitude of the citizens by creating a common civic pride and confidence about their City.

This is consistent with the experience in Montreal at Expo '67, in Vancouver at Expo '86 and in 1988 at the Winter Olympics in Calgary. Public engagement begins with the initial consultations about the event. It then grows during the bid phase as volunteers help win the bid, expands further while the Expo is planned and built, and peaks during the event itself. In fact, the whole process of hosting an Expo helps build a common purpose and enables people to put their differences aside to work on producing a great Expo for the world under the pressure of a deadline.

3. The Bidding Process

The BIE governs the bidding process and is responsible for awarding the bid. The BIE is made up of 98 member countries, and bids are submitted by National governments, even though they

are hosted in an individual City. The Canadian bidding process, administered by the Department of Canadian Heritage, resulted in no bids from Canadian cities besides Toronto.

If Council of the City of Toronto endorses the recommendation to bid, then a review of the bid is conducted by the Government of Canada through the Ministry of Canadian Heritage, with the eventual submission of recommendations to the Federal Cabinet for approval. At the same time the BIE requires a financial guarantee for the bid as part of the submission from the Government of Canada.

The current policy of the Government of Canada is to support the bid through the provision of services related to security, customs and immigration, embassy support and the provision of the Canada Pavilion. They rely on the respective Provincial Government to provide a financial guarantee. The Government of Canada will, during the bid phase, appoint a Commissioner General, to coordinate the bid.

The first bid for a World Expo can take place 9 years before the event is to be held. Once the first bid is made there is a six month period where other bids can be submitted by other countries. After the bids close, the bidder must then prepare and submit a formal bid book to the BIE, host a Mission of Enquiry from the BIE, and make three presentations to the BIE. Throughout the bid there is a need to build domestic and international support for the bid. In February 2008 a vote will be taken by the 98 nation members of the BIE to determine the host city for the 2015 World Expo.

Undertaking the bid process provides not only physical legacies, but important residual benefits for the entire city. First, simply engaging the public in the bid process helps further refine where the City wants to go and what it wants to be in the future. Second, bidding helps refine ideas and plans for future city-building and helps bring them forward. Third, bidding builds the skills and knowledge base for future bids on other major international events. Fourth, bidding helps create new and stronger alliances amongst different orders of government. And finally, the bidding process provides international media coverage to the rest of the world thereby raising the global awareness of the bidding nation and city.

4. Results of the Due Diligence Process

The Toronto 2015 World Expo Corporation has completed 13 consultant studies on a wide range of topics pertinent to Toronto bidding and hosting a World Expo. These studies were completed by the Toronto 2015 World Expo Corporation in consultation with staff from several City departments and staff from the Province of Ontario. A full description of the study findings are found in Appendix "B" attached to this report. The work is detailed, broad and comprehensive, and forms a solid foundation to proceed with a bid for the 2015 World Expo. Some of the key findings of these consultant reports are:

- bidding for the 2015 World Expo is desirable;
- there are substantial economic benefits from bidding to Toronto, Ontario and Canada;

- at least 40 million site visits, 21.6 million people and 11.3 million incremental destination visitors are expected;
- half the visits will be international visits from the United States and further abroad;
- the main international market is the border states in the United States;
- the Port Lands waterfront site is the best site for a World Expo;
- the public transportation system can support a World Expo with some additional capital investment in public transit between Union Station and the Port Lands;
- the sponsorship opportunities for the event are significant;
- the cultural and educational programming will play a large role in a World Expo;
- the World Expo offers an opportunity to provide for best practices in environmental management;
- it can also promote the City's agenda for social inclusion;
- tourism benefits can occur prior to and long after a World Expo is hosted; and
- there are many legacies associated with a 2015 World Expo that are a further catalyst to revitalization of the Waterfront.

5. Public Consultation

Public consultation has played a large role in the due diligence process. Highlights of the public consultation include:

- 16 public meetings in October and November 2005 to solicit input from a wide variety of stakeholders;
- 3 public meetings and a Technical Open House in April 2006 to provide information and receive feedback on the results of the technical studies prepared;
- 7 meetings with Ethno-Cultural leaders and key ethno-cultural institutions;
- 10 idea-generation meetings for the Expo theme with groups such City staff, the consular corps, labour and youth groups;
- 12 focus groups with social, environmental and cultural stakeholders;
- interviews with 59 local, regional and national educational and cultural groups regarding World Expo cultural and educational programming;
- interviews on theming ideas with 75 national thought leaders under the age of 40;
- outreach presentations to approximately 50 special interest organizations and associations with jurisdiction in Toronto, Ontario or Canada;
- internet based public input from the World Expo consultation web-site. This site had 124,800 hits from 10,315 individuals and 1,681 PDF downloads between November 2005 and May 2006 on the consultation materials; and

- participation in a Toronto Waterfront Revitalization Corporation Open House showcasing current waterfront projects, including the Toronto 2015 Expo.

The outcome of the public consultation is that:

- there is considerable support to move a bid forward;
- World Expo should work in conjunction with existing plans and initiatives that are in the planning phase;
- Expo should engage Toronto's range of diversity;
- World Expo should be transformative; and
- it should demonstrate environmental sustainability and social inclusion.

World Expo staff with the Steering Committee Chair and Co-chairs have also engaged the Province of Ontario, the Government of Canada and the Bureau International des Expositions in preliminary discussions regarding Toronto bidding on the 2015 World Expo

6. Proposed Theme

The theme for a World Expo is a key driver for what the Expo is and what the host city, and nation want to showcase and say to the world. For the BIE the theme must:

- meet the expectations of contemporary society;
- be a bona fide attempt to improve man's knowledge;
- ensure that the theme is adaptable to local, national and international trends and priorities;
- be bold and original;
- provide a creative and holistic legacy to the community;
- have the ability to engage the visitors and the BIE nations; and
- link to the previous recent fairs such as Aichi 2005 (*Nature's Wisdom*) and Shanghai 2010 (*Better City, Better Life*).

An extensive public consultation process has occurred around theme including discussion with:

- community leaders and stakeholders from a cross-section of Toronto organizations, including youth leaders;
- Senior Municipal, Provincial and Federal representatives;
- the general public at public meetings;
- a national survey of 75 thought leaders across Canada; and
- with the World Expo Steering Committee.

Input was received from these various groups and formed part of the final deliberations on the proposed theme.

The proposed working theme is called the “*The Spirit of Ingenuity*”. The vision behind the theme is that:

- Our world is changing faster than we can comprehend. “*The Spirit of Ingenuity*” will look at how cities and nations rapidly evolve and how essential ingenuity is to address the challenges ahead in order to create a sustainable future;
- “*The Spirit of Ingenuity*” will bring to life who we are and where we come from; it will showcase local and global excellence and best practices; and it can challenge individuals, cities and nations to share their visions for the future; and.
- “*The Spirit of Ingenuity*” will explore how collaboration and discoveries will shape our collective future and build better cities in a shared world.

Cultural expression and creative industries; science and technology; health and medicine; environment and energy, technology and the economy will all be addressed in the context of this theme.

Further discussions and consultations during the bid preparation phase will lead to the refinement of the theme.

7. Next Steps

The financial obligations of hosting a World Expo are significant. Some \$2.8 billion will need to be raised to build Expo. In addition to this capital cost, some \$600 million in financing costs will need to be paid, creating an overall funding envelope of \$3.4 billion.

The Toronto 2015 World Expo Corporation has to complete the following tasks in the near future including:

- in conjunction with the Deputy City Manager and Chief Financial Officer, negotiate with the Province of Ontario to provide a financial guarantee to cover any potential deficit of hosting the World Expo;
- the completion of a Capital Funding Framework with the Federal and Provincial Governments;
- the Government of Canada will review the due diligence completed to date by TEDCO/TWEC. The Department of Canadian Heritage will lead this review. They anticipate the process will take up several months, including consideration by the Federal Cabinet. Toronto 2015 World Expo staff will work with the federal officials to help expedite their process so that a bid can be submitted prior to the November 3, 2006 deadline.
- implementing a new structure for the successor Bid Corporation which includes recruitment of staff and volunteers as well as the recruitment process for the Board

of Directors and Governors. Upon submission of the bid by the Government of Canada, the New Expo 2015 Bid Corporation must be ready to present a strong bid;

- preparation of sponsorship packages to raise funds for the bid phase must begin immediately; and
- the preparation of a formal Bid Book for submission by the Government of Canada to the BIE.

Conclusions:

The due diligence undertaken by the Toronto 2015 World Expo Corporation concludes that the City of Toronto should request the Government of Canada to make a formal bid for the 2015 World Expo.

Hosting a World Expo is a unique opportunity for the City to showcase ourselves, the Province and country to the world. It would create economic benefits throughout the entire city and the GTA. It would further advance city-building on the waterfront, and would have unprecedented long-term impacts on the City of Toronto. It would engage both the public and the business community in the event and stimulate additional investment in infrastructure and capital projects.

Once the bid is submitted by the Government of Canada, the Toronto 2015 World Expo Corporation will work diligently with its partners to win the 2015 World Expo for Canada, for Ontario and especially for the future of Toronto.

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List of Attachments:

Appendix A: List of Steering Committee Members

Appendix B: Overview of the Due Diligence

APPENDIX A

Steering Committee Members

Brian Ashton, Councillor and Chairperson

Peter Milczyn, Councillor and Co-Chairperson

Bill Allen, Deputy Minister, Tourism and Recreation

Michael Langford, Director, Investment Development, Ministry of Tourism and Recreation

Alan Tonks, MP York South - Weston

Mario Silva, MP Davenport

John Campbell, President and CEO, Toronto Waterfront Revitalization Corporation

Elaine Baxter-Trahair, City of Toronto, Waterfront Secretariat

Jeff Steiner, President and CEO, TEDCO

Tony Genco, President and CEO, Parc Downsview Park

Sue Corke, Deputy City Manager, City of Toronto

Ted Tyndorf, Chief Planner, City of Toronto

Brenda Librecz, General Manager, Parks Forestry and Recreation, City of Toronto

Mike Yorke, Recording Secretary, Carpenters & Allied Workers Local 27

Dale E. Richmond, former President of OMERS, and former CAO, Metro Toronto

Joe Halstead, former Commissioner, Economic Development, Culture & Tourism

Glen Murray, Chair, National Round Table of the Environment and the Economy

Lyle Hall, Chairperson, Tourism Toronto

Dr. Joseph Wong

Rick Ducharme, Chief General Manager, TTC

Corrado Paina, Executive Director, Italian Chamber of Commerce

Anne Swarbrick, President & CEO, Toronto Community Foundation

Don G. Eastwood, General Manager, Economic Development, City of Toronto

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APPENDIX B: OVERVIEW OF THE DUE DILIGENCE

TORONTO 2015 WORLD EXPO

THE SPIRIT OF INGENUITY

MAY 2006

1. BACKGROUND

1.1 Introduction

In July 2004, the City of Toronto, along with the Ontario Ministry of Tourism, retained “Consortium 2015” as consultants to conduct a feasibility study on whether the City should be for the 2015 World Expo. The study reviewed the process for bidding for a World Expo, and provided an initial analysis of the number of visitors, potential economic benefits, site options, legacy opportunities and governance alternatives for a bid of this nature. As part of this study, an initial public and stakeholder consultation was undertaken. The report called the *Feasibility Study of a World's Fair in Toronto in 2015* was completed in March 2005 and helped to outline the parameters and challenges of hosting a World Expo.

At its April 2005 meeting, City Council considered a staff report on the resulting feasibility study and adopted the staff recommendations with some minor amendments. In doing so, Council requested the Toronto Economic Development Corporation (TEDCO) to complete a more thorough and comprehensive due diligence process. To facilitate this process, the Toronto 2015 World Expo Corporation (World Expo Corporation) was established as a subsidiary corporation of TEDCO and members of the City's staff were retained to undertake the due diligence. Since City Council requested in April 2005 that TEDCO take on the World Expo project, the Board has been involved and updated regularly on progress. The Executive Committee of TEDCO's board of directors has received this report and its full board will meet prior to Council's May 23-25 meeting.

In addition, Council requested a broad and comprehensive consultation process with public and key stakeholder groups. This was undertaken with the assistance of public consultation consultants.

A steering committee was established before April 2005 as part of the initial feasibility study. It was maintained and expanded during the due diligence process undertaken by the World Expo Corporation. The Steering Committee included senior staff from the City and the Province of Ontario and members of the community. The Steering Committee provided valuable advice during the due diligence process and the World Expo Corporation thanks them for their important contribution.

Councillors Brian Ashton and Peter Milczyn served as Chair and Co-Chair respectively and contributed their vision and leadership to the work undertaken by the World Expo Corporation. TEDCO and the World Expo Corporation thank them for their dedication.

1.2 Province of Ontario Participation

The Province of Ontario, through the Ministry of Tourism, has been a partner in the due diligence process. In addition to funding a portion of the initial feasibility study, the Province contributed \$1 million to the recently completed consultant studies, matching the City's financial participation through TEDCO. The Province of Ontario also participated in other critical ways, with members on the steering committee; a staff member seconded to the World Expo Corporation; and involvement in the consultant procurement process. The World Expo Corporation thanks the Province of Ontario for its ongoing support and participation.

1.3 Peer Review

The second key piece of research undertaken by TEDCO/Toronto 2015 World Expo Corporation was the *Peer & Financial Review of the Feasibility of a World's Fair in Toronto in 2015*. It reviewed all aspects of the initial feasibility study, including methodology, conclusions, verification of the projected attendance, and overall economic feasibility. Economics Research Associates (ERA) undertook the review in response to a TEDCO RFP. ERA has extensive experience planning tourist-based entertainment facilities, such as theme parks and World Expos. The key findings of the ERA review of the initial feasibility study were:

- the feasibility study is impressive in its comprehensiveness, given it was completed in only 10 weeks;
- an Expo for Toronto is not only feasible, it is fundamentally sound;
- the initial feasibility study was overly reliant on data and analysis from Montreal's Expo '67 - World Expos have changed significantly since then;
- attendance at a World Expo is most likely in the range of 30 to 50 million turnstile "clicks" (not 72 million);
- without developing Expo programming, marketing, and an Expo site plan, the attendance range cannot be narrowed;
- Expo needs to account for the needs of developing nations as they are now vital to Expos, as developing nations comprise much of the BIE membership;
- a waterfront site is the best option for Expo 2015; the BIE tends to prefer these sites as they create a "wow" factor;
- the split site option has significant operational and marketing challenges that make it unattractive as a venue; and
- Toronto has many attributes to build upon for a successful event.

1.4 Toronto 2015 World Expo Work Program

An aggressive and comprehensive work program was developed to investigate all key aspects of hosting a World Expo. Thirteen very focused technical studies were conducted and two professional services contractors were retained by TEDCO/World Expo Corporation to facilitate the due diligence process and support the public consultation process.

The individual work programs for the technical studies are reflected in the specific sections of this staff report.

2. PUBLIC CONSULTATION

When City Council considered the initial feasibility report in April 2005, they requested that a thorough public and stakeholder consultation be conducted as part of the World Expo pre-bid phase. Staff and the consultants designed a comprehensive process, which featured a number of streams of consultation in two different rounds. The consultation process is described below.

2.1 Round One Consultation

The first round of consultation took place in October and November of 2005. There were six streams of activity in this round, including:

- interviews with elected officials and agencies;
- consultation with community leaders;
- four general meetings in the north, south, east and west ends of Toronto;
- site-specific meetings (two on the waterfront and one at Downsview);
- issue-specific meetings and focus groups on a variety of areas, including environment, community economic development, housing and homelessness, social equity, and the arts and cultural community; and
- on-line web-based consultation.

These six streams of activity included a total of fifteen public meetings, which were held in October and November, 2005. In addition, community leaders and representatives of specific communities were engaged in a series of informal consultations.

Outreach regarding the consultation program was designed to reach as many people as possible and make them aware of the opportunities to engage in the consultation process. In addition to the meetings, a website and a phone line were provided as access points to the consultation.

All meetings were publicly advertised through the electronic networks of City councillors who agreed to broadcast notification. Organizations such as the Clean Air Partnership, Toronto Waterfront Revitalization Corporation (TWRC), the Toronto and Region Conservation (TRC) and the Toronto Environmental Alliance were asked to distribute notice through their networks. Over 2,200 contacts were e-mailed through databases provided by Artscape, the Toronto Arts Council, and the City of Toronto's Humanitas consultation list.

Over 27,000 individuals belonging to organizations were informed of Expo consultations through this method. News releases and media contact efforts resulted in 28 media impressions in the initial round of consultation, reaching a total of more than 4.1 million people in the Toronto area. A consultation guide was prepared and available along with all relevant background reports on the Expo Consultation website.

Each public meeting started with a general introduction and slide show that covered the basic elements of an Expo, the initial findings of the feasibility study, potential sites, and preliminary economic and financial data. A facilitated discussion asked participants to identify the potential benefits, legacies, risks, and challenges of an Expo and any advice they might have for addressing those challenges. Participants were also given an opportunity to provide input into the theme and make any further suggestions.

Another feature of the first round of public consultation was the dissemination of this material through a dedicated consultation website, which contained all of the relevant technical data and initial reports. The site also provided an opportunity to give direct electronic feedback to the process.

It is clear that the consultation process in round one was comprehensive, thorough, geographically and sectorally diverse, and effective.

2.2 Round Two Consultation

The World Expo Corporation scheduled a second round of public consultations to report back to the public on the questions raised in round one and provide information from their technical studies, including a preferred site and the financial, economic, social, and environmental implications of hosting a World Expo.

The public consultation team developed a two-stage approach to the second round of consultation to convey the results of the technical studies to the public within the allotted time frame. The first stage consisted of an open house where the 13 consultant teams presented the results of their technical studies to the public. The second stage consisted of two public workshop meetings - one in the north part of the city and the second on the waterfront.

This approach allowed for a more in-depth review of the technical studies for those members of the public who were interested in a high level of technical detail or direct interaction with the consultant teams while still giving people the opportunity to attend an interactive public meeting.

Outreach for the second round of public consultation consisted of a media conference that resulted in extensive electronic and print coverage, e-mail notification of all those who had participated in the first round of consultation, extensive electronic broadcast distribution through the databases of organizations such as the TWRC and the TRC, and signage posted at all Parks, Forestry and Recreation Division facilities and all Toronto Public Library locations.

The Technical Open House was held at the Ryerson Student Centre for over four hours on the afternoon and evening of April 18, 2006. All 13 consultant teams and the World Expo Corporation staff were present in an open house format to present their findings and to answer questions from the public. This extremely effective format allowed many members of the public to have a more meaningful and fulsome discussion with the technical experts and to achieve a better overall understanding of the project.

Two large public workshop meetings were also held on April 20 and 24, 2006. The format for these workshops consisted of an opportunity for the public to discuss technical studies with the consultant teams for 30 minutes in an informal setting.

A plenary session provided participants with an overall briefing, as well as details on the site, operations, and transportation. This was followed by a rotation of small workshops in which the public could discuss the technical studies clustered into categories including marketing, sponsorship and economic feasibility; education and cultural programming; and environmental and social principles.

The public meeting concluded with a plenary discussion of the overall bid and a discussion of what Toronto should show the world through an Expo in 2015.

Prior to the technical open house on April 18, 2006, an executive summary of the key studies were posted on the TWEC/TEDCO website with links directly to the reports provided from the main City of Toronto website and the dedicated consultation website. Over 124,800 hits from 10,315 individuals and 1,680 file downloads were recorded on this site over the consultation period.

2.3 Organizational Outreach

Another component of the public consultation program was the outreach strategy to about 50 local, provincial, and national organizations that would have an interest in the bid. Staff from the World Expo Corporation, TEDCO, and the City of Toronto Tourism group conducted a variety of organizational outreach presentations. These presentations included those at the local and community level, like York University, the University of Toronto, the Toronto Community Foundation, the Toronto Board of Trade, and the Toronto Association of Business Improvement Areas.

Provincial organizations included the Ontario Chamber of Commerce, the Niagara Region Association of Economic Development, the Ontario Tourism Marketing Partnership, and the Ontario Motor Coach Association. On the national level, the Canadian Tourism and Destination Marketing Association and the Canadian Tourism Association were contacted and presentations provided to their board and/or senior staff. The intent was to educate, inform, and engage these organizations in the potential of Toronto bidding for the 2015 World Expo.

2.4 Ethno-cultural Consultation and Outreach

Given the incredible diversity of Toronto and the fact that there are 98 international members of the Bureau International des Expositions (BIE), for a Toronto bid to be successful, it must engage the full diversity of Toronto's population. This is not only true in the current pre-bid phase, but will become more critical should we enter the bid phase of the project.

As another part of the public consultation program, an outreach program was initiated to engage leaders and representatives from a number of ethno-cultural communities. The World Expo Corporation invited a number of representatives from a variety of faith groups and international chambers of commerce to an information session to learn about the Expo project.

The public consultation team and World Expo Corporation staff received valuable advice on ways to engage ethno-cultural communities in the bid process. A number of events have been scheduled by organizations in their respective communities and a strong commitment was made to continue to involve and engage these representatives and to broaden efforts to include other groups as the bid process continues.

2.5 Key Messages from the Public Consultation Process

From the extensive public consultation process, it is clear that Torontonians are very interested in the possibility of Toronto hosting a World Expo in 2015. The input shows that the public:

- believe that there are key opportunities to advance the city building agenda with significant improvements and legacies on the waterfront, in sustainable transportation and transit, infrastructure and to the culture and creative industries in Toronto;
- want Expo to create connections and synergies, not competition;
- want Expo to engage Toronto's full range of diversity;
- to use Expo 2015 to show the world Toronto's strengths;
- to showcase sustainable practices;
- to use Expo to invest in and increase the value of the city; and
- make sure that the cultural and educational programming is FUN!

3. THEME DEVELOPMENT

3.1 Introduction

The theme of the Toronto 2015 World Expo is essential in captivating the vision and goals of the event. According to the BIE, the theme “must exhibit the means at man’s disposal for meeting the needs of civilization, or demonstrate the progress achieved in one or more branches of human endeavour, or show prospects for the future.” (BIE Convention, Part 1, Article 1)

The theme of the World Exposition is pivotal to the event’s success, and has a major influence over programming, site plans and marketing. It is also clearly a strong motivator for visitors to attend and for nations and sponsors to participate.

The theme of a six-month registered fair must be general and:

- meet the expectations of contemporary society;
- be a genuine attempt to improve humankind’s knowledge;
- ensure that the theme is adaptable to local, national and international trends and priorities;
- be bold and original;
- provide a creative and holistic legacy to the community;
- have the ability to engage visitors and the BIE nations; and
- link to the previous fairs of Aichi 2005 (*Nature’s Wisdom*) and Shanghai 2010 (*Better City, Better Life*).

To determine the theme, the World Expo Corporation engaged in two steps:

- consultations with key stakeholders and organizations; and
- a national survey of 75 thought leaders across Canada

3.2 Consultation

In addition to the public consultation process described in Section 1, the Corporation met with the following organizations to seek their views on theming:

- the Mayor and various members of Council
- Toronto Consular Corps
- Toronto Board of Trade
- senior Municipal, Provincial and Federal representatives
- members of the World Expo Steering Committee
- other Influential Toronto stakeholders

Input was received from these various groups and formed part of the final deliberations on the proposed theme.

3.3 National Survey of Thought Leaders

In January 2006, the firm D-Code was retained through an RFP to conduct the national survey and to propose a theme and sub-theme for the Toronto 2015 World Expo through the ideas generated from the survey.

Specifically, the objectives of the consultant were to:

- develop a list of 75 key national thought leaders representing various provinces and territories;
- develop a questionnaire to solicit theme and sub-themes; and
- document, analyze and summarize in a final report the recommended theme and sub-themes.

3.3.1 The Process

The theme development process involved identifying and conducting individual interviews with 75 cross-sectoral national leaders by telephone or in person.

Seventy-five interviews were conducted with thought leaders across the country between the ages of 15 and 75. The groups represented included:

- Media/Culture
- Academia
- Social/Environment/Government
- Science/Medicine/Technology
- Tourism
- Young Entrepreneur
- Youth
- Design
- Industry/Labour

The questionnaire addressed the following questions:

Question #1

- What do you think Canada is known for?
- What do you think Canada should be known for?
- What is Canada's unique contribution to the world?

Question #2

- What do you feel will be the top opportunities facing humankind over the next 10 years?
- What do you feel will be the top challenges facing humankind over the next 10 years?

Question #3

- Reflecting on your responses above, please list some topics that you think could be engaging themes for the 2015 World Expo.

Question #4

- Please elaborate on your top idea for a theme for the 2015 World Expo. Why is this important theme? What are some possible sub-themes?

Question #5

- Below is a list of 7 possible theme ideas that have emerged from a series of public consultations that we would like your feedback on. Please note that this is not the final list of potential theme ideas, but they are areas that have shown some interesting potential. Please rank the seven theme ideas from 1 to 7 (i.e. with “1” as your top pick, “2” as your second pick etc.)
 - Science and medicine through technology
 - The new knowledge-based economy
 - The Connected World
 - Health, Wellness and Spirituality
 - Imagination, innovation and prosperity
 - International peace and world culture
 - Environmental sustainability and energy
- Please explain what you particularly like about the theme that you ranked first?

3.4 Conclusion

Based on a thorough analysis of the findings of the consultations, *The Spirit of Ingenuity* emerged as the proposed theme for Toronto’s 2015 World Expo.

Our world is changing faster than we can comprehend. *The Spirit of Ingenuity* would look at how cities and nations rapidly evolve and how essential ingenuity is to address the challenges ahead in order to create a sustainable future.

The Spirit of Ingenuity will bring to life who we are and where we come from; it will showcase local and global excellence and best practices; and it will challenge individuals, cities and nations to share their visions for the future.

The Spirit of Ingenuity would explore how collaboration and discoveries would shape our collective future and build better cities in a shared world.

Building on the strength of Toronto’s diversity, cultural expression and creative industries; science and technology; health and medicine; environment and energy; technology and the economy will all be addressed in the context of this theme to drive the growth of economies of future cities.

4. ECONOMIC AND FINANCIAL FEASIBILITY

4.1 Study Purpose

To determine the economic and financial feasibility of hosting the 2015 Toronto World Expo, TEDCO/World Expo Corporation engaged Price Waterhouse Coopers LLP (PwC) to undertake an economic and financial analysis of the feasibility of the Toronto 2015 World Expo. The Economic and Financial Feasibility Study further refined two previous economic analyses completed to examine the merits of hosting an Expo. The current PwC study is the most comprehensive and detailed analysis of the three studies.

As an outcome of this analysis, PwC concludes that there will be significant benefits for Canada, Ontario, and Toronto in hosting this World Expo. Their comprehensive review provides details on:

- the projected revenues and costs directly associated with hosting the Toronto 2015 World Expo;
- the projected economic benefits before, during and after the Toronto 2015 World Expo; and
- funding, financing and financial risk management considerations for the World Expo Corporation.

4.2 Economic Methodology

Economic impacts are typically characterized by the employment and value-added accruing to the residents of a geographic region under study. Employment impacts are measured in jobs, while value-added (Gross Domestic Product) is measured in dollars, and measures economic value created through the production of goods and services.

Figure 1 below illustrates the conceptual model used for the macroeconomic input/output modeling employed in the PwC study. The model was used to separate and isolate direct, indirect and induced economic impacts for Toronto, the GTA, Ontario and Canada.

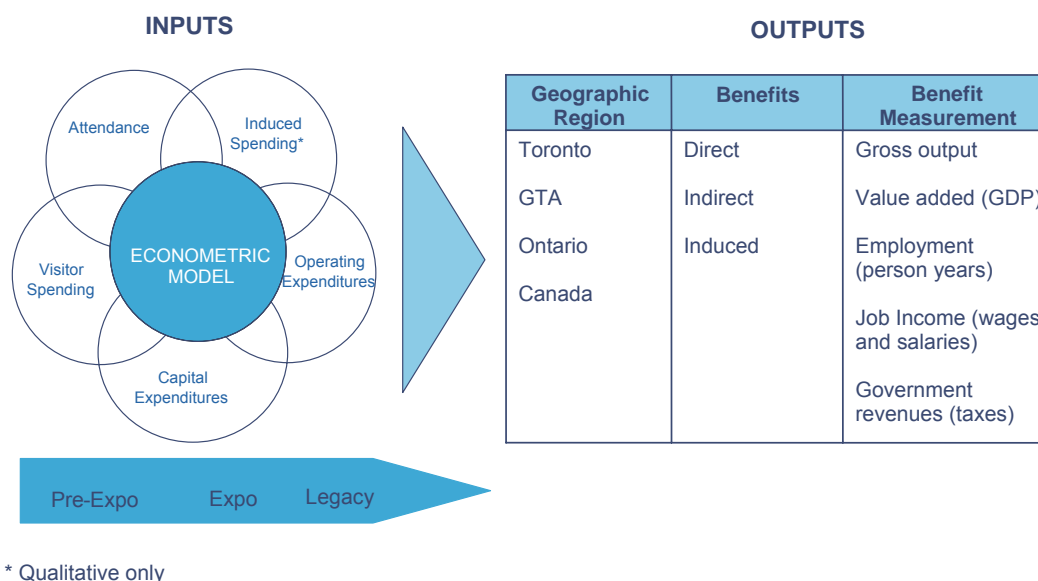


Figure 1: The Macroeconomic Model

As depicted in the figure above, forecasted attendance for the Toronto 2015 World Expo drives visitor spending at the Expo and elsewhere in Toronto, Ontario and Canada as a result of Expo. The capital and operating expenditures associated with the implementation of the World Expo also drive economic impacts. In turn, secondary or indirect expenditures occur in support of direct spending and these have their own economic impacts that cycle through the Toronto, GTA, provincial and national economies. Lastly, induced expenditures flow from the re-spending of direct and indirect labour income generated, and these produce induced economic impacts.

4.3 Overall Benefits

A Toronto 2015 World Expo would:

- provide an opportunity for both Toronto and Ontario to reposition themselves to the world economic order and to focus on our creative cities, innovation and ingenuity to tackle the opportunities of the future;
- use the theme of *“The Spirit of Ingenuity”* to provide an opportunity to showcase excellence in key economic sectors in Toronto such as biotechnology, medicine, new media, culture, design, environmental technology, etc.;

- serve as a catalyst for the revitalization of Toronto's Waterfront, bringing the benefits of private and public investment on-line faster because of concentrated, focused and time sensitive waterfront infrastructure redevelopment;
- place Toronto and Ontario on the world stage for international visitation; and
- promote business and trade interests and facilitate business development opportunities before, during and after the Expo;
- stimulate economic activity in Toronto and Ontario through the creation of jobs and the generation of wealth during the construction and operational phases of the World Expo;
- harmonize planning or funding processes that encompass on-going plans and scenarios for transportation links and waterfront development while not duplicating planned efforts;
- deliver a remediated and environmentally sustainable leading-edge waterfront community;
- serve as a catalyst to expedite both planned and incremental GTA infrastructure;
- build civic pride, optimism, enthusiasm and excitement for Toronto and Ontario; and
- provide a galvanizing spectacle to be enjoyed by all Canadians, especially families.

4.3.1 Specific Economic Benefits

Using a macroeconomic input/output model, PwC estimates that the direct, indirect and induced economic impacts of the Toronto 2015 World Expo include:

- support of 215,000 jobs for Canada, of which 208,000 will be in Ontario, and 143,000 in Toronto over the life of the project;
- \$8.4 billion in wages and salaries for Canada and Ontario, including \$5.6 billion in wages and salaries for workers in Toronto;
- \$13.5 billion in value-added (GDP) generated in Canada and Ontario, of which \$8.1 billion is generated in Toronto;
- \$2.8 billion in direct capital spending by Expo (not including financing costs);

- \$2.0 billion in direct capital spending by others (not including financing costs);
- \$590 million in already planned capital expenditures;
- \$5.3 billion generated in taxes to all three levels of government, including \$1.8 billion for the Government of Ontario and \$300 million for the City of Toronto and 2.7 billion to the government of Canada;
- \$200 million profit for private sector operators on site; and
- \$1.5 billion in legacy assets¹.

4.3.2 Legacy Benefits

Specific legacy benefits of the Toronto 2015 World Expo would include:

- basic infrastructure improvements such as sewer, water, bridges and soil cleanup;
- permanent structures, including three themed pavilions, a 500-Seat Theatre, an Imagination Centre for Creative Cities, and an iconic Canada Pavilion to be adaptively re-used after Expo. (These legacy assets are discussed at greater length in Chapter 5 of this report.);
- at least 200 acres of serviced land available for sale or lease with an added value estimated to be over \$500 million;
- an estimated 1,900 affordable housing units;
- transit changes and upgrades such as:
 - expansion of LRT line along Queens Quay East through the East Bayfront Precinct to Cherry Street, south to Commissioners Street into the Expo site;
 - potential option for a dedicated Expo LRT from Union Station along the rail embankment to Cherry Street, south to Commissioners Street into Expo site;
 - temporary GO Station at Cherry Street for duration of Expo - this may become a catalyst for a future permanent new Cherry Street GO Station; and
 - potential for expansion of bus routes to service the Port Lands site.

¹ Includes Port Lands Site Serviced Land (net of landscaping) (\$510 M); Utilities and Transportation Infrastructure (\$ 230 M); Affordable and Innovative Housing (\$340 M); World Expo Legacy Buildings and Structures (\$410 M); and Public Art Commissions (\$30 M).

4.3.3 Other Benefits

Other benefits of the Toronto 2015 World Expo would include:

- **International Business Development.** The Toronto 2015 World Expo would be a catalyst to develop world scale conferences and symposia to attract high profile business leaders from key sectors of interest to Toronto and Ontario, and from international centres particularly China and India. This will occur leading up to Expo 2015;
- **Culture Development.** The Toronto 2015 World Expo would heighten the profile of the arts community in Toronto as one of the most creative and dynamic in the world. The Toronto 2015 World Expo will help holistically to educate youth, so that they have a greater understanding of international relations and global cultures and be better prepared to take on the challenges of becoming leaders in a more connected world;
- **Tourism Development.** As was British Columbia's experience with Expo '86, and as shown in Figure 2 below, Toronto and Ontario can expect a permanent increase in tourism visitation following Expo 2015.

The Toronto 2015 World Expo would result in expansion of existing tourist facilities and the development of new facilities throughout Ontario, and could be a catalyst in convincing a number of organizations to hold their conventions in Ontario in 2015. There is also a potential to develop a Great Lakes cruise ship industry.

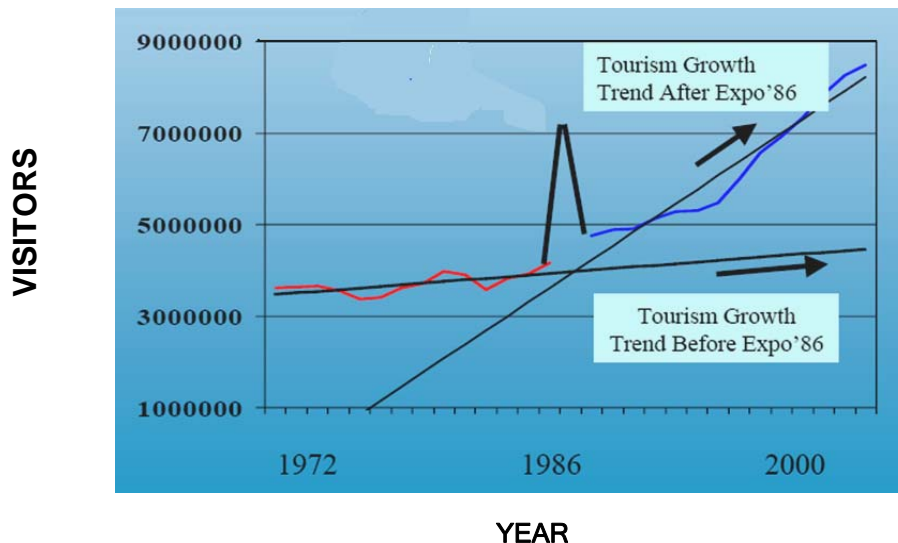


Figure 2: Tourism Growth Trend

- Showcasing Excellence. A Toronto 2015 World Expo would provide an opportunity to showcase Toronto's global leadership and competitive advantage in innovative industries. Not only is it an opportunity to impress the world, but it could help innovative firms forge new global business arrangements, and to assist collaboration.

Examples of industries in which Toronto excels include, but are not limited to:

- design, where Toronto ranked third in North America after New York and Boston, with over 17,000 employees in 2001;
- aerospace, which generates more than \$6 billion annually in sales of aerospace goods and where Toronto is one of 10 significant aerospace assembly centres in the world;
- financial services for which Toronto ranks third in North America;
- information technology industries, including new media, which contributes \$1.1 billion annually to the local economy and is the largest concentration in Canada and the third largest in North America, behind San Francisco and New York; and
- medical and biotechnology, where Toronto is Canada's largest bio-tech cluster, the fourth largest in North America and among the top 10 centres for biotechnology in the world.

A World Expo in Toronto could be used to foster, promote and help grow these strategically key industries.

4.4 Capital Expenditures for the Toronto 2015 World Expo

The capital infrastructure requirements for the Toronto 2015 World Expo are \$5.4 billion (excluding financing costs) and comprise three main elements:

- World Expo Corporation-funded capital expenditures of \$2.8 billion (not including \$600 million in financing costs), comprising:
 - \$2.2 billion in on-site capital costs for Site Assembly and Preparation (including landscaping) (\$580 million); Design and Development (\$330 million); Building and Renovation (\$790 million); Machinery and Equipment (including exhibits) (\$260 million); Internal Transportation/Parking (\$100 million); and Other On-Site Capital Costs (\$170 million);
 - \$550 million in off-site capital costs for Utilities and Transportation (\$230 million); Affordable Housing (\$300 million); and Public Art Commissions (\$20 million);

- Exhibitor-funded capital expenditures of \$2.0 billion for international (\$1,460 million), federal (\$90 million), provincial/territorial (\$220 million), municipal (\$20 million), and Corporate (\$260 million) pavilions.
- \$590 million in planned capital expenditures for a LRT from Union Station just to Cherry Street (including rolling stock) (\$420 million); Lower Don River Renaturalization (\$100 million); and Port Lands Dock Wall and Other Area Improvements (\$70 million)².

4.5 Capital and Operating Expenditures and Revenues of the World Expo Corporation

According to PwC's analysis of the operating and capital expenditures, revenues of the Toronto 2015 World Expo Corporation, and as outlined in Table 1 below, the estimated net deficit (including legacy expenditures) is \$2.2 billion.

Following the wrap-up of the Toronto 2015 World Expo, residual legacy capital assets of \$1.5 billion will remain, comprising Port Lands Site Serviced Land (net of landscaping) (\$510 M); Utilities and Transportation Infrastructure (\$ 230 million); Affordable and Innovative Housing (\$340 million); World Expo Legacy Buildings and Structures (\$410 million); and Public Art Commissions (\$30 million)³.

² As per City of Toronto *Five-Year Business Plan/Ten-Year Forecast for Toronto Waterfront Revitalization*, September 2005.

³ \$1.5 billion comprises the capital cost of these items, not their value. The value of 200 acres of remediated Port Lands waterfront land is approximately \$500 million.

Capital and Operating Summary of the World Expo Corporation (\$2006 Billions)	
World Expo Corporation Capital Summary:	
Capital Expenditures ⁽¹⁾	(2.8)
Sale of Assets	0.1
Total Capital Costs	(2.7)
World Expo Corporation Operating Summary:	
Operating Expenditures	(1.0)
Financing Costs	(0.6)
Operating Revenues	1.3
Funding from Other Expo Revenues	0.8
Total Operating Profit	0.5
World Expo Corporation Estimated Net Expo Deficit (but including Legacy Expenditures)	(2.2)
Residual Legacy Capital Assets ⁽²⁾	1.5
Overall Deficit	(0.7)

Table 1: Capital and Operating Summary of the World Expo Corporation (\$2006 Billions)

Notes: ⁽¹⁾ Excludes \$2.0 billion in capital expenditures by Expo exhibitors, and excludes \$590 million in projected planned capital expenditures as per City of Toronto *Five- Year Business Plan/Ten-Year Forecast for Toronto Waterfront Revitalization*, September 2005.
⁽²⁾ Includes Port Lands Site Serviced Land (net of landscaping) (\$510 M); Utilities and Transportation Infrastructure (\$ 230 M); Affordable and Innovative Housing (\$340 M); World Expo Legacy Buildings and Structures (\$410 M); and Public Art Commissions (\$30 M).

4.6 Funding and Financing Models

According to the PwC analysis, the projected maximum financing requirements for the World Expo Corporation leading up to the Expo are approximately \$2.0 billion in 2014 when major timing differences exist between committed cash outflows and estimated cash inflows. In 2017, projected financing requirements increase to \$2.2 billion for the World Expo Corporation, reflecting the costs of winding down the Expo and redeveloping the Expo site.

PwC has investigated a number of alternative financing options, including:

- Governments. One level or a consortium of the three affected levels of government could agree to act as “banker” to the World Expo enterprise, arranging a lending package which matches the anticipated funding needs (including timing and quantum);
- Financial institutions. Financial institutions could act as banker through a commercial lending arrangement(s) which could be established through a competitive process with financial institutions inside and outside of Canada. If such an arrangement is to be undertaken, then it may be prudent to consider structuring the financing into meaningful tranches of short term financing (i.e. revolver, grid demand or other) and long-term financing to trade off interest rate and repayment flexibilities with anticipated cash in/out flow needs;
- Public-private partnership arrangements. In the development of the World Expo, there could be commercially viable opportunities (i.e., a solid commercial revenue stream and practical business case) for private sector involvement, in which private investment (equity and debt) may be injected to fund a portion of the World Expo capital. Depending on the nature, timing, scope and revenue potential of the investment, this funding/financing could range from a small portion of an asset investment, to full carriage of the investment; and
- Securitization-style arrangements. Where the sponsoring governments’ policies are able to support the World Expo through the direction of elements of its cash flows (e.g., new sources of cash flow including municipal tax (increases), new hotel or transportation taxes, new lottery proceeds, tax increment financing, and existing sources of cash flow including provincial/federal sales taxes, gas taxes, etc.) to the benefit of the World Expo finance, it may be possible to separately raise finance based on these cash flows. Key features of the cash flow should include (1) a defined level of certainty (i.e., very low risk in relation to timing and amount); (2) a sufficient timeframe for the lending to be repaid; and (3) a clear redirection of the cash flow to the World Expo or financing vehicle.

4.7 Transportation Infrastructure Financing

There would be a need to fund transportation infrastructure as part of a World Expo, and the following outlines some possible approaches that can be used individually or in combination to fund transportation improvements:

- allowing an accelerated rate of capital cost allowance (CCA) on the purchase of new passenger vehicles (rail cars and buses) for the purpose of carrying mass transit passengers in the GTA;

- allowing similar accelerated rates of CCA allowances for rail system upgrades for the same purpose. Such allowances would be structured in a way that would allow private rail, bus or leasing companies to joint venture with agencies such as GO and the TTC; and
- introducing legislation that could help finance infrastructure development through techniques such as tax increment financing or the incorporation of the post-Expo site as an “enterprise zone”. This would securitize future revenues from additional taxes (e.g., property tax) generated from the redevelopment of the Expo site and land adjacent to any new transportation links being dedicated to financing new infrastructure to serve the Expo site.

Any of these funding concepts for transit improvements would have to be compatible with the overall funding framework developed for a World Expo and would require discussion between the orders of government involved in funding the project.

4.8 Sensitivity Analysis

PwC has also tested the sensitivity of Toronto 2015 World Expo cash flow projections to changes in four key critical base case assumptions of attendance, capital expenditures, corporate sponsorship, and interest rates.

The conclusion is that variations in capital costs have the most significant impact on the net financial position of an Expo, and need careful management through the life cycle of the Expo.

Potential strategies for mitigating the capital expenditure risk include the control of the quantum and timing of capital costs to ensure that:

- an effective financial risk management framework is established at the outset of the World Expo project, which would involve the establishment of an effective governance structure and controls;
- the World Expo Corporation invests in design and engineering planning upfront to minimize “change orders” and construction timing issues;
- an effective project management function is established;
- competent, effective and sufficient leadership is hired on a timely basis;
- material sourcing is managed through methods such as forward contracts or hedging to lower the overall cost structure of materials purchase; and
- labour relations are effectively dealt with in order to prevent timing or cost disruptions, and to ensure an adequate labour supply.

4.9 Currency Exchange

Given the current high Canada-U.S. exchange rate, there may be a perception that American visitors would be dissuaded from attending Expo if the Canadian dollar is high during the event. While the Canadian dollar is nearing historical highs against the U.S. dollar, it was much lower in the 1996 to 2002 period when the Canadian dollar monthly average exchange rate was approximately 71 cents in U.S. currency. Conversely, in July 1967, at the peak of Expo '67, the Canadian dollar was also high and averaged 92 cents in U.S. currency.

Expo '67 drew 50 million visitors with a similar visitor profile as modeled for the Toronto 2015 World Expo. Accordingly, exchange rates are not expected to be a major factor for U.S. visitor attendance at the Toronto 2015 World Expo because the magnitude, attraction content, and event potential are expected to overcome tourist hesitation about spending a little more on the trip.

4.10 Conclusion and Next Steps

The World Expo Corporation's financing requirement of \$2.2 billion comprises an investment of \$1.5 billion in waterfront legacy assets and \$700 million to realize the World Expo, and will yield significant economic benefits as outlined above.

The Toronto 2015 World Expo Corporation will need to pursue:

- a capital cost share agreement between the City of Toronto, the Ontario government and the federal government for the provision of infrastructure required for the Toronto 2015 World Expo;
- an agreement-in-principle regarding a financial guarantee between the City of Toronto, the Ontario government and the federal government for the Toronto 2015 World Expo; and
- a governance structure for the Toronto 2015 World Expo Bid Corporation — the legal entity that will formulate the formal Bid and also construct the Expo site.

5. STRATEGIC MARKETING PLAN

5.1 Study Purpose

The Strategic Marketing Plan for Toronto 2015 World Expo provides a framework for effective marketing efforts to help ensure a highly successful World Expo. By careful planning, research and examination of key markets, the plan estimated attendance, developed a customer profile, proposed ticket pricing and revenue plans, organized a marketing and communications strategy and suggested cross-promotional opportunities.

5.2 Attendance and Customer Profile

The Strategic Marketing Plan undertaken by Management Resources and Charter Consulting International was developed in consultation with Tourism Toronto, the City of Toronto, the Ontario Ministry of Tourism, the Canadian Tourism Commission, the Tourism Industry Association of Canada and various other tourism groups and organizations. It was based on existing trends and available data with regard to the Toronto tourism market.

The plan's findings regarding attendance at the Toronto 2015 World Expo concurred with the findings of the Peer Review conducted by Economics Research Associates (ERA) in March of 2006. The estimated number of "turnstile clicks" is 40 million or 21.6 million visitors, of whom 11.3 million would be incremental "destination" tourists. The 11.3 million destination tourists comprise 2.0 million "day visitors" (just visiting Toronto for the day – they will not stay overnight) and 9.3 million tourists who will stay overnight. Based upon current visitor patterns (per Ontario Ministry of Tourism statistics), approximately 33% of the overnight visitors are projected to stay with their friends and relatives.

The demographic visitors' profile that has spelled success for past Expos appears in Table 2 below, with minor modifications relevant to the Toronto environs.

Characteristics of Visitors	Visitor Profile
Annual Income	\$40,000+
Primary Age	25 - 54 Couples (50% with children)
Secondary Age	55+ with no children

Table 2: Customer Profile of Out-of-Town World Expo Visitors

5.3 Primary Markets

The six primary geographical areas shown in Table 3 below represent the target markets expected to result in the desired attendance projections. The local Toronto market and the U.S. border states, especially western New York are crucially important. In addition, Expo would also focus significant efforts on other residents living in Ontario, Quebec and the rest of Canada.

The categories are organized geographically and by length of stay. The market estimates are based on information from past World Expos, particularly Expo '67 in Montreal and Expo '86 in Vancouver.

Market	Millions of Expo Visits
Local (GTA)	10.6
Day Trip	
Ontario	2.75
Western New York State	1.75
Short Haul Multiple Day Trips (4 Nights)	
Ontario	1.4
Quebec	2.7
Canada	2.5
US Border States	11.5
Long Haul Multiple Day Trips (9 Nights)	
United States	4.4
International	2.4
Total	40.0

Table 3: Target Markets for the Toronto 2015 World Expo

5.4 Local Resident Visitor Market

The core market of the local resident population base refers to those living in the Greater Toronto Area and environs -- the local market vital to Expo's success. Local residents would be able to purchase advance tickets at the lowest available prices. The Season pass would be directed to this market in order to sell one million passes based on an average of 10 visits per pass and resulting in 10.6 million visits or 25% of all visits. Generally, the Expos that did not offer season or multiple day passes, such as the Hannover 2000 World Expo, experienced significantly less success attracting visitors.

People in the local residential market would be encouraged to notify friends and relatives around the world and advise them to participate in "Expo Invites The World." Given the number of Canadians with international connections, the program could reasonably result in an additional 600,000 visits.

5.5 Day-Trip Market

The day-trip market is defined as those residents living in Ontario and western New York State, more than 150 kilometres from Toronto. Including such cities as Hamilton, Kitchener, London, Barrie and Buffalo, commuters from this market could reach Toronto by highway in two or three hours, returning home the same day. Estimated Expo visits from these centres are 4.5 million.

5.6 Short-Haul and Multiple-Day-Trip Markets

Co-operative marketing programs developed in association with regional tourism associations and tour operators would draw an estimated 6.5 million visits from outside the GTA. In an expected four-night stay, visitors from Ontario, Quebec and the rest of Canada would spend on hotels, restaurants, food and local attractions. Additional promotional efforts might induce tourists to extend their stay and visit other regions of Ontario.

5.7 Short-Haul and Multiple Day-Trip Markets from Border States

Border states are those within 800 kilometres of Toronto. Such areas would offer the greatest potential tourism returns. Specifically tailored programs would be targeted to this market segment, which would include RV travelers, campers, automobile clubs, seniors' groups and educational tours.

Key border states would include New York, Michigan, Ohio, Illinois and Pennsylvania, with a total population of 68 million and an estimated 11.5 million visits.

5.8 U. S. Long-Haul Market

A detailed plan would focus on key markets and population centres in the U.S. beyond the border states. Programs would be created to address the needs of the travel trade and group tour operators by packaging multi-day tickets as part of various tours. Key long-haul states in the United States would include Florida and California. The projected attendance from the U.S. long-haul market would be 4.4 million visits.

5.9 International Long-Haul Market

Marketing Toronto 2015 World Expo internationally would be undertaken in conjunction with tourism groups with a global focus, such as Tourism Toronto, the Canadian Tourism Commission, the Ontario Ministry of Tourism, and international tour operators. Target markets would include the United Kingdom, Germany, Japan, France, China and India.

It is anticipated that 6% of total visits to Expo or 2.4 million visits would come from the international market. Past experience shows that Expo '86 in Vancouver experienced 7% of its total attendance from the overseas market, while Expo '67 in Montreal counted 4%. International visitors could be expected to stay an average of nine days in Canada, including a variety of side trips. Marketing to the international community would represent a significant opportunity for co-marketing with other cities, places and events.

Owing to their large populations, China and India will by 2015 represent the largest potential international markets. Depending on the growth and distribution of disposable income there, as well as the state of international currency exchange rates, there may be a greater influx to the Toronto Expo than can be accurately foreseen in early marketing analyses.

In tapping into the multi-cultural diversity of Toronto, the Chinese and Indian communities represent two of the most populous groups in the GTA. An effective and cost-efficient way to market to potential overseas visitors lies at Toronto's doorstep, through local community residents and associations.

5.10 Ticket-Pricing and Revenue Strategy

Expo revenue would be derived from eight basic and ancillary sources:

- ticket sales
- on-site merchandise
- on-site food & beverage
- individual rides and amusements
- special ticketed on- and off-site entertainment
- sponsorship and promotional fees
- parking

World Expo ticket prices would be developed for specific target audiences. Season passes, as outlined, would be discounted to the resident market as a pre-opening sales incentive.

Overnight and distant target markets would be encouraged to buy multi-day passes, based on the premise that the Expo has so much to offer that more than a day is required. Consideration would be given to a discounted evening ticket but this has not been factored into the visitation profile.

Travel packages would be available two years prior to the opening. Discounted group sales tickets would depend on group size and chosen dates. Special programs for school groups, social organizations and non-profit associations would ensure access for as many people as possible.

The prices of all Expo tickets and passes would be based on a percentage of the general admission ticket and comparable to those of Canada's Wonderland. The region's number one theme park charges \$50 for a one-day admission.

5.11 Promotional Strategy

The Promotional Strategy would be divided into two stages:

- pre-opening activities; and
- grand opening and Six-Month strategies

Beginning in 2011 and continuing through the Expo itself in 2015, the program would focus on the following eight areas to drive attendance and revenue:

- community and government relations;
- mass media publicity and public relations;
- advertising;
- promotions, including third-party tie-ins with sponsors, retailers and media partners;
- group and corporate sales;
- direct mail initiatives;
- the travel industry through travel wholesalers and tour operators; and
- internet and new media as marketing and sales platforms.

Combined, these marketing, communications, promotional and sales distribution channels would exert a global reach.

5.12 Pre-Event Marketing

The purpose of the pre-Expo marketing would be to brand the event, to create awareness, communicate the opening and closing dates, and publicize the attractions, pavilions and international nature of Toronto 2015 World Expo.

Three years prior to the Grand Opening, a number of Expo Ambassadors would be selected to promote Expo. During this period, an aggressive marketing campaign would be implemented to sell season passes at home and abroad.

Two years before the opening, Expo would organize a major presence at wholesaler and tour operator events throughout Canada, the United States and key international markets to promote the fair.

The pre-event marketing programs would be developed in association with all levels of government as well as tourism and industry partners to gain maximum exposure for Expo.

One year prior to the opening, an onsite Expo Preview Centre would open as a physical base from which to generate further excitement and reach the public through exhibits, models, interactive sites and movies. Broadcast deals would be pursued in the interests of co-ordinated television specials and behind-the-scenes Electronic Press Kit footage on "The Making of Toronto 2015 World Expo."

At least three 3 years prior to the opening of Expo, high profile cultural festivals, events and educational conferences would provide an excellent opportunity to promote Expo 2015 to the world.

5.13 Grand Opening and Six-Month Marketing

Most of the advertising budget would be allocated three months before the gates open and three months after the fair has begun.

The Grand Opening ceremony would feature entertainers, celebrities and dignitaries and would draw world-wide publicity and generate ongoing awareness of the Expo.

5.14 Campaign for Expo and Beyond

The Toronto 2015 World Expo Corporation would collaborate with all government departments involved in tourism, industry associations, as well as airline, hotel and tour operator sponsors to develop and implement an “Expo and Beyond” marketing campaign. This program would encourage Expo visitors to increase their stays and take advantage of the many attractions in surrounding areas.

Program implementation and associated costs would be borne by each regional tourism association in partnership with provincial and federal tourism departments. The Toronto 2015 World Expo would partner and share resources and expenses with areas such as Niagara, Muskoka, Ottawa, Montreal, Quebec City, Vancouver, Banff, Jasper and Atlantic Canada.

Should the emerging wine industry of Prince Edward County flourish as expected in the coming years, it would also be feasible to market Prince Edward County and Kingston as part of Expo and Beyond.

5.15 Competitive Analysis

Prior to submitting the official bid, the Toronto 2015 World Expo Corporation would undertake due diligence regarding the relative merits of other competing cities. A competitive framework and SWOT (Strengths, Weaknesses, Opportunities and Threats) analysis serves as a benchmark during the bid phase.

5.16 Conclusion

The success of the Toronto 2015 World Expo would depend on effective communication of the excitement of Expo and maximum co-operation between government and tourism organizations to saturate key markets and galvanize people to take advantage of a once-in-a-lifetime experience.

Expo's positive effects, on the people of Toronto, Ontario and all of Canada, as well as international visitors, promise to be unique, memorable and long-lasting. The City of Toronto would take full advantage of the historic spectacle and, in the process, re-position Toronto and Ontario as a leading North American tourist destination, centre for creativity and culture and business gateway to North America. In addition, Expo 2015 would offer a perfect platform for the Government of Canada to reframe Canada's identity for a global audience.

6. SITE, OPERATIONS, AND LEGACY

6.1 Study Purpose

The *Feasibility Study of a World's Fair in Toronto in 2015* used a list of evaluation criteria to establish the benefits and drawbacks for each potential Expo site.

The criteria were as follows:

- useful acreage related to attendance space;
- attractiveness and views;
- stakeholder and political support;
- advancement of current plans;
- access to site (transit);
- synergies with adjacent uses;
- remedial action required;
- accessibility to visitor amenities;
- opportunities for legacies;
- value for future use;
- ownership and assembly;
- value of transit improvements;
- efficiency of configuration;
- effect of fixed impediments; and
- permanent iconic structures.

Based on these criteria, the original feasibility study recommended that three sites be shortlisted:

1. Parc Downsview Park;
2. a combined site of the Port Lands and the Island Airport; and
3. the Port Lands.

A consortium led by the architecture and planning consulting firms of Perkins Eastman Black and the Kirkland Partnership (PEB/KP) was retained by the World Expo Corporation to prepare a site plan for the three shortlisted sites identified in the feasibility study. PEB/KP was given the mandate to produce an efficient site layout that would provide a functional, inspiring, and memorable Expo experience.

6.2 Analysis of the Three Sites

In order for the World Expo Corporation to make a recommendation on a final site selection, site and operations plans and programming were required for each of the three shortlisted sites. Each site was evaluated based on regional, contextual, and operations criteria.

Important to the site assessments was determining the availability of appropriate land areas accessible by multi-modal transit and the consideration of legacy opportunities both on and off the sites. The evaluation also included reviews of previous feasibility and other studies and relevant findings. Comparisons, analyses, and cross-referencing of other major World Expo statistics as well as PEB's current involvement in Expo 2010 (Shanghai) also informed the work of the consultants and added a dimension of reality to the concepts proposed. Also central to the design process for a preferred site was an understanding of the successes and failures of past Expos as world's fairs and, more importantly, of Expos as catalysts for urban development. Some Expos have sparked important transformations in the urban fabric of the host cities; others have had little lasting impact. Toronto's goals for Expo 2015, combined with an inspiring site, create the potential for a dramatic and positive affect on the city's future and an opportunity to accelerate Toronto's waterfront revitalization efforts.

The following sections provide the results of the analysis of the three sites against the criteria.

6.2.1 Parc Downsview Park

Located centrally within the GTA (just north of Highway 401, east of Highway 400, south of Highway 407, and west of Highway 404), the Downsview site is readily accessible via the provincial highway system.

The positive attributes of the Downsview site include an attainable land area for gated facilities, plus adjacent support and parking space; existing and proposed subway stops that service the site; and the fact that the lands are under a single federal ownership.

Figure 3 below, shows the 448 acres (181 ha) available "inside the gate" for Expo purposes, as well as an adjacent 67 acres (27 ha) for service, support, and parking.

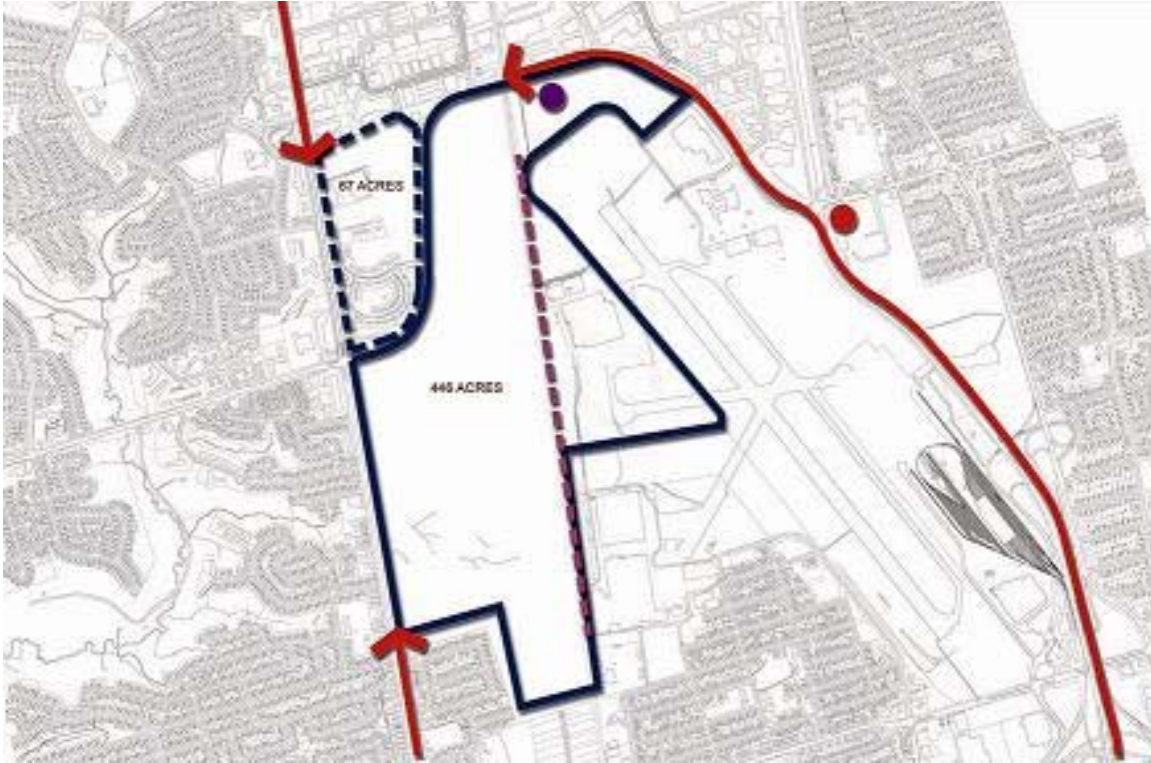


Figure 3: Downsview Site - 448 Acres

However, vehicular transit to the site is circuitous, and the existing infrastructure is not able to accommodate increased loads anticipated during the six-month period of the exposition. Major parking lots would be required across Sheppard Avenue, likely necessitating an auto-oriented front door to the site. A single GO train track runs north-south through the centre of the site, dividing the lands and requiring the consideration of potentially interrupting train service for the duration of the Expo for functional, noise, and security reasons. (See 7.7.2 “Parc Downsview Park and the Port Lands” in the Transportation Section)

Soil remediation is underway for the first phase of the winning park design, “Tree City,” a 30-acre “Canada Forest” that is central to the site. This tree growth may not be mature before the Expo date but could set the tone for organic pathways for the layout of pavilions and special-event spaces. PEB/KP took into account this previously approved design for Tree City and incorporated it into their proposed site plan for the Downsview site.

Figure 4, below, shows conceptual design development for the Downsview site incorporating Tree City.



Figure 4: Downsview Site - Design Development

Little physical legacy will be left on the site since almost all structures, save several possible pavilions that may or may not conform to future uses in the park, will have to be removed to permit the existing Parc Downsview Park vision to unfold. Similarly, infrastructure throughout the site built specifically for Expo 2015 will not likely provide a lasting value for extensive parkland.

6.2.2 Airport/Port Lands Split Site

This site brackets either end of the Toronto harbour and is close to Union Station.

Traditionally, most successful expositions have aligned their sites with urban harbours, and thus water is a major focus. The split Airport/Port Lands site offers a unique opportunity to showcase the entire city skyline from many vantage points and both the mainland and island shores. However, the distance between the two sites is approximately 3.4 kilometres, requiring too many ferries to keep up with the anticipated demand and flow of visitors. A potential gate with all appropriate ticketing and security clearances could be located on the mainland, allowing visitors to freely travel between each site without further security checks. (See 7.7.1 “The Split Site Option” in the Transportation Section)

Approximately 400 acres (161 ha) is required for the exposition lands to meet the needs of 21.6 million expected visitors. However, a split site, while unique, would demand a redundancy of support spaces, requiring increased land area to be added to both sites. In addition, a split site also becomes operationally inefficient, as a duplication of efforts would be required to ensure each site has an effective and workable operations, management, and internal circulation plan.

The island site has no direct access for either visitors or service vehicles, creating the need for two bridges crossing the western gap and further necessitating a new watercourse to the south.

A further concern is that favourite pavilion destinations could potentially render one site unpopular. While each site could be enhanced with special and differing programming, the popularity of events could only be determined while the Expo is underway, making it difficult to predetermine which events will attract the crowds.

Figure 5, below, shows the conceptual split site with a potential dedicated ferry route from the mainland to each site.



Figure 5: Airport/Port Lands Site

6.2.3 Port Lands

Located within the east end of the central waterfront, the Port Lands site is close to the hub of the GTA's downtown public transportation system.

Through their evaluation and analysis of the three shortlisted sites, PEB/KP has determined that this large site area in the Port Lands (400 acres/161 hectares), encircled by the harbour and centred on an extensive length of urban dockwall in the city, has been recommended as the preferred location for Expo 2015.

In addition to this evaluation, the consultants compared each site to a detailed set of design and function principles and ranked each site from best- to worst-case scenario using this matrix approach. Under this evaluation system, the Port Lands received the best ranking.

It should also be noted that the peer and financial review study prepared by Economics Research Associates (ERA) also confirmed the Port Lands as the preferred site.

Table 4 below shows the Site Study Matrix the consultants used to inform their recommendation on a preferred site.

Site Study Matrix		Parc Downsview Park	Port Lands	Port Lands – Island Airport
Site Analysis				
1	Boundary – Available Site Area	3	3	3
2	Land Availability (Tenure)	3	2	1
3	Accessibility			
	Roads	2	3	1
	Public Transit	2	3	2
	Service	3	3	1
4	Use of Land / Efficiency	2	3	2
5	Linkage / Integration			
	Surrounding Community	2	3	2
	Local Area / Regional	1	3	3
6	Views – Macro and Micro	1	3	3
7	Accessibility to Hotels / Amenities	1	3	3
8	Development and Regulatory Guidelines	2	3	1
Site Design				
9	Adaptable to Program	2	3	2
10	Security	2	3	2
11	Operational and Service	3	3	1
12	Environmental, Ecology and Sustainability	2	3	3
13	Accessibility to Water	0	3	3
14	Comparison with Other Expos	1	3	3
Value Creation				
15	Cost			
16	Legacy - Physical	0	3	1
17	Catalyst to Existing Plans	1	3	1
18	Post Fair Gains	1	3	1
Market Appeal				
19	Market			
	City / Provinces	1	3	3
	Canada	1	3	2
	B.I.E.	1	3	2
Total		36	68	46

28/04/2006

Table 4: Site Study Matrix

Ranking

Ranking of each element is based upon a multi-site feasibility analysis, and operational and concept development toward the potential to create a winning bid proposal consistent with the requirements of the BIE.

#3: Excellent - Highest ranking, applied when the site component judged was clearly the most optimum for consideration in this context.

#2: Good - Intermediate ranking when the site component was not optimum but could be determined as relatively good in this context.

#1 Poor - Lowest ranking of the site component, with respect to this context.

Although within walking distance to Toronto's downtown core, the Port Lands are sparsely populated. Policies in the Council-approved Central Waterfront Plan envisage a future for the Port Lands where ongoing industrial, employment, and shipping-related uses co-exist with vibrant, new mixed-use precincts, significant parks, and open and recreation spaces. The location of Expo on this site, designed to respect anticipated new streets and integrated open space networks, could be a major economic trigger for future development in and around the area.

Expo would act as a catalyst to accelerate approved plans in creating a transit-based, sustainable city-building exercise for the Port Lands. The fact that over 80% of the properties in the Port Lands are publicly owned facilitates the advancement of these plans.

The 400 acres (161 ha) needed for the Expo can be achieved on these lands, which are positioned at right angles to the skyline of the city. The site is surrounded on two sides by the harbour and further intersected by waterways. Views in almost all directions, both to and from the site, offer spectacular vantage points over the water. The city skyline could act as a tremendous visual backdrop to Expo, with lakeside events and features adding to the festive setting.

Figure 6, below, shows an aerial view of the entirety of the Port Lands.



Figure 6: Aerial of the Port Lands

While water is a major feature, green spaces, both natural and urban, define the north and south edges of the site. From the north, the approach to the Expo lands passes by Commissioners Park, which is scheduled to be completed before 2015. This urban park is an amenity for the region that would act as a “front door” to the exposition but would remain outside the gates. To the south, Lake Ontario Park stretches from the international Port at the west end of the site to the east end and includes Tommy Thompson Park. It is envisioned that these lands would provide much needed natural, green breakout space for Expo visitors while it is respected as the amenity it is today.

Access to the Port Lands would be achieved by means of a planned Light Rail Transit (LRT) extension from the extension of Queen’s Quay East, through the East Bayfront precinct, down Cherry Street, and then along Commissioners Street, defining the northern public edge of the site. In addition, providing a temporary GO Station at Cherry Street for the duration of the Expo is being considered.

Further, a dedicated ferry would deliver several thousand visitors from the existing ferry docks at the foot of Bay Street, where they could be gated prior to boarding. The pedestrian and bicycle pathway from Union Station would be enhanced as part of the TWRC’s Innovative Design Competition for Toronto’s Central Waterfront along Queen’s Quay Boulevard, with Expo potentially furthering this initiative right to Cherry Street and into the Expo lands.

The dockwall, which encompasses 7,000 linear metres, is a key feature of the site and could be designed as a generous promenade, possibly multi-level, where street furniture, trees, and other landscaping could animate its length. In keeping with the City’s secondary plan for the central waterfront, Cherry Street could be designed as a new Port Lands “Main Street” of the future and may adopt a character reflecting various neighbourhood streetscapes in the city. The Don Greenway, another planned green space and key feature of the Port Lands site, could include the anticipated Don River overflow area and hardscape for Expo plazas with an organic aesthetic that mimics wetlands. The final configuration of the Don Greenway will be dependant on the outcome of the ongoing EA work for the naturalization of the mouth of the Don River.

Three state-of-the-art lift bridges could span the Ship Channel: a rebuilt Cherry Street bridge; a lift bridge crossing the Ship Channel as an extension of the Don Roadway; and a proposed lift bridge crossing as an extension of Carlaw Avenue. Each bridge would be distinct in design but would create a visually overlapping pattern.

Having a successful, thriving exposition within a working international port, while combining other industrial uses of the site, would be a positive example to the world of a working waterfront and the collaboration of three levels of government. Positioning Expo on the Port Lands site would provide an interim land use while establishing a framework for a viable future mixed-use community.

6.3 Conformity to Planning Vision for the Port Lands

There have been many plans, visions, and adopted policies with respect to planning the City's central waterfront. In recommending the Port Lands as the preferred site for the Toronto 2015 World Expo, the consultants adopted the premise of "complement, don't compete". That is to say, the concept plan for a Port Lands Expo took into consideration the various in-force and contemplated plans that have been prepared with respect to future planning in the Port Lands. Therefore, the proposed site plan for a Port Lands Expo conforms to these plans and would act to advance much of the planning that has been contemplated for the Port Lands by attaching a fixed timeline for the completion of work. This work could be done in concert with ongoing plans and would not duplicate efforts or funding that has already been committed for its implementation. The Expo site must be ready for the anticipated May 2015, opening of the Expo. The implementation of these plans could be accelerated to meet this fixed deadline.

The plans and studies that were reviewed and consulted in preparing an Expo conceptual site plan for the Port Lands included the following:

- the in-force City of Toronto Official Plan;
- the new Toronto Official Plan;
- Central Waterfront Secondary Plan;
- West Don Lands and East Bayfront Precinct Plans;
- Toronto Waterfront Revitalization Corporation (TWRC) Central Waterfront Parks and Open Space Framework;
- Unwin Avenue Environmental Assessment;
- TWRC Marine Strategy Study; and
- TWRC Draft Port Lands Implementation Strategy.

In addition to these studies and policy documents, several ongoing design and planning initiatives in the Port Lands and immediate surrounding areas were also taken into consideration:

- Lake Ontario Park and Parks Canada Discovery Centre Planning process;
- TEDCO's Film Port Studio area plan;
- the design for Commissioners Park;
- the planning and environmental assessment process for the Lower Don Mouth renaturalization; and
- TWRC's Innovative Design Competition for Toronto's Central Waterfront.

Further to this literature review, several meetings were held with the major stakeholders in the Port Lands. The purpose of these meetings was to present an initial site concept for a Port Lands Expo, in order to ensure compatibility and consistency with current and ongoing plans, and to determine how Expo could act as a catalyst to implement the various stakeholder visions.

Meetings were held with TEDCO; the Toronto Port Authority; Toronto and Region Conservation (TRC); TWRC (which also included a presentation to the TWRC Board of Directors); the City's Waterfront Secretariat, Central Waterfront Planning group and Affordable Housing Office; and Toronto Film Studios Inc. (Film Port).

A great deal of positive feedback was received as a result of these meetings, and several areas of mutual benefit from having Expo in the Port Lands were identified. Any areas of potential concern that were raised would be dealt with through more detailed negotiations with the parties during the next phase of the bid process. These issues include the possible relocation of existing tenants such as the bulk-handling facility, aggregate and salt storage, and the container port.

6.4 Port Lands Site Plan

Expo planning concepts will eventually reinforce the ideas generated by adopting a main theme and sub-themes for the event. Pavilions, open spaces, and events will be designed to give personality to the overall theme. Legacy buildings, particularly the three theme pavilions as well as the Canadian pavilion, could be positioned as landmarks of special places within each area.

Water is a key consideration in determining the designated site area. From a naturalized beachfront to a humanized urban dockwall experience, Expo plans engage water on all sides in different ways and throughout the site. Further, both water and green space are strong organizing elements. The incorporation of pedestrian routes, landscape features, and gathering spaces informs the block pattern for both pavilions and future development.

Figure 7 shows an initial conceptual Port Lands site plan for Expo 2015, followed by a description of the key elements of the site.



Figure 7: Port Lands Site Plan

Port Lands Site Plan Legend

1. Main Gate (Gate 1): It is anticipated that a major influx of visitors would approach the site at this gate, which is close to the city centre. Under an expansive welcoming roof that stretches along Commissioners Street, the gate is designed to meet ticketing and security requirements for 1,000 guests per hour per turnstile.
2. Secondary Gate (Gate 2): Also located under the welcoming roof structure, this would be another popular access point to the site. There is a length of space for 16 coach buses or other mass transit vehicles to easily pull in and drop guests off between Gates One and Two. Both the Main and Secondary Gates are located across from Commissioners Park.
3. East Gate: Located near the Turning Basin, this gate would guide visitors into the far end of the site, permitting them to walk along the north side of the dockwall or to cross a new bridge to the south side.
4. Commissioners Park: This 17-hectare park that includes community sports fields, a TWRC-led project slated for completion prior to 2015, would offer a visual carpet of green immediately in front of the main gates.
5. Plaza of Nations: A large open space to support a gathering of over 10,000 people, this central space would be the cultural heart of Expo 2015. In order to capitalize on its welcoming feature inside a major arrival point and its proximity to the large water-based venue close by, the space would include a logical north-south pedestrian route into the site that has been enlarged to support peak crowd flow as a gathering and events space. Innovation would prevail as pedestrians could initiate ever-changing coloured light patterns under foot as they walk. Tall, tilted masts, fitted with solar disks, nod to the east, mimicking the angle of the adjacent Canada pavilion.
6. Canada Pavilion: The tallest and most prominent building on the lands, the Canada Pavilion's iconic legacy architecture would draw inspiration from the past as its spirited sail (or teepee-like form) looks toward the Expo site on one side and opens up to the city on the other. A long, low base stretches west, ending in a specialized state-of-the-art Great Lakes Discovery Centre submerged into the lake. Sustainable in all respects, this pavilion has a life after Expo. During the Expo, this world-class pavilion would present a strong message of unity and harmony and would showcase our collective achievements as all the provinces and territories unite under one "roofscape" to present their distinctive attributes. The City of Toronto could play international host at Club 2015, located in the peak.
7. Great Lakes Discovery Centre: A special legacy tourist and local destination that would be located at the end of a quay as part of the Canada Pavilion during Expo.

8. Amphitheatre: A major covered performance venue for 5,000 people, strategically positioned on the water's edge and facing the city skyline beyond. Intended for large performances, including fireworks and music, various stage configurations are envisioned in the water to meet a variety of functions. An enclosed electronic "billboard" could address both the Expo site and the city beyond.
9. Innovative Housing: A small percentage of staff working on the Expo site would come from abroad for the set-up, duration, and decommissioning of the site. While many of these employees may be billeted as part of a multicultural initiative, some would require housing either on or near the site. Affordable housing units already anticipated to be built north of the site in the West Don Lands and west of the site in East Bayfront may be available to coincide with the Expo period, but more are required. This need offers an opportunity to include a highly progressive demonstration housing project as part of the Expo programming. A dockside location, just outside the main gate, could allow this project to offer tours during the event.
10. International Business Centre: This facility, located near the main gate, would offer much-needed assistance, including conference facilities and technological support for visitors. Part of the mandate would be to provide special services for developing countries. The location is strategic, since post-Expo the building is envisioned to be an Imagination Centre for Creative Cities, accessed directly from Commissioners Street when the gates are removed.
11. Theme Pavilion: As part of an exposition, the host country generally creates several pavilions that represent it in form and content, one of the sub-themes of the current Expo. A placeholder has been positioned along Commissioners Street in anticipation that it could become a community centre or other required facility post-Expo. Depending upon community need and theme requirements on the site, this location may be changed. Similarly, on the south side of the dockwall, near the Don Greenway and Lake Ontario Park, a theme pavilion is suggested and may become a school in the future.
12. Theme Pavilion: Similarly, a second theme pavilion, adjacent to #11, might become a library or serve a similar function post-Expo. Both structures could be accessed directly from the north side after the gates and the roof structure overhead are removed. It is possible that the expansive roof form may be considered a positive enduring element along the south edge of Commissioners Park, creating another legacy and informing the design of the roofscape itself.
13. Performance Venue: An anchor position on the site at the east end of the Ship Channel, this venue would allow a spectacle of colour and form as swirling tent structures fly over part of the Turning Basin, a floating stage with cantilevered seating for 2,000 people.

14. Hearn: It is hoped that part of the structure could be adaptively re-used for various functions during the Expo, particularly restaurant, retail, or even some small pavilion displays. In any event, the character of the façade or building at large will add character and ambiance along the new promenade/dockwall.
15. Amusement Park: Considered a popular element of a fair, this festive park would offer an unusual experience as rides for both adults and children are located within a green labyrinth—a huge Ferris wheel and other interactive and passive events are being considered.
16. World Museum of Aboriginal Art: Hinting at a theme that may include “humanity” and its potential to create a participatory, connected world, this pavilion would be a legacy on the site. Positioned within view of the major gate at the end of the Plaza of Nations, it would be clearly visible from many directions. Its location, fronting on Cherry Street, could be integrated in future development blocks.
17. Entertainment Venue: Strategically placed with views in all directions, this dining, cabaret, and café venue would look both inward to a courtyard ambiance and outward to the lake on a projecting patio.
18. Shipping Facility: The existing shipping facility would have access through the Expo site throughout the fair’s duration. Vessels traveling up the Ship Channel under full security during the Expo could add credibility to the historic industrial components of the Port Lands.
19. Lake Ontario Park - Cherry Beach: This is a new park legacy, which may be used in part as off-site breakout open space during the fair. Visitors would have the opportunity to share this valuable beach land. During the Expo, sculptures and water features may be introduced. Those wishing to visit Lake Ontario Park only will still have free access to the park via Unwin Avenue without having to go through the Expo site.
20. Parking Structure: Although this would be a transit-oriented Expo, there is a requirement for parking to satisfy special needs. Several options are being considered, all close to the fairgrounds but outside the gates. This location could be used for a multi-tier above-ground parking structure. In the lands just north of this parcel, there is an opportunity to create coach bus parking. There are further opportunities to accommodate parking for 150 buses on lands across Leslie Street on the Ashbridges Bay lands that are already being used for surface parking.

21. **Parking:** A possible alternate option for part of the parking requirement may be an on-grade, temporary greened parking lot north of Unwin Avenue near Leslie Street. This site will only be considered as a temporary solution if all the parking cannot be accommodated in the parking structure.
22. **Cherry Street Bridge:** A refurbished lift bridge would be required and would remain as a legacy. During Expo, the bridge may be embellished with lighting to reinforce the extension of the Plaza of Nations. Inventive forms and cross-channel lighting can achieve this illumination.
23. **Don Roadway Bridge:** This new lift bridge, providing critical pedestrian movement across the channel, would remain as part of the new neighbourhood development.
24. **Bridge at Turning Basin:** This required lift bridge would prove useful today and tomorrow. It is envisioned that the three bridges across the Channel may be designed as sculptural pieces in the Expo park. With innovative coordination, the artful handrail forms could be distinctive and provide overlapping perspectives from various vantage points on the site.
25. **Cable Car Experience:** Most Expos provide an overhead ride that allows visitors an orientation of the fair and an interesting method of transportation from one end to the other. Several stops are being considered, starting between the two main gates and with the cable extending out over the water. The cars could dramatically slow down to allow views in all directions - the islands, skyline, and lake with boats sailing beyond. The ride would continue around the Museum and travel until it reached the Turning Basin. Stops would often coincide with the bridges to make pedestrian connections obvious.
26. **Human Kaleidoscope:** Throughout the Expo, there would be opportunities to provide unexpected delights and experiences—both within pavilions and other venues and within the varied hard and soft landscapes. One such opportunity might be constructed on the long, low roof extending from the Canada pavilion. Connected by an accessible ramp, a colourful, highly graphic walking surface would be punctuated by giant rows of mirrored spherical, hovering “trees.”

Reflections of many colours underfoot contrasted with those of the water, city, and people would challenge visitors' perceptions of space and form. Participants could walk between and around the spheres, which would seem to disappear in favour of the reflections. Night lighting would add another dimension.

27. **Dockwall:** One of the most appreciated legacies of this fair may become the revitalization and humanization of the Port Land's dockwall experience. Over 7,000 linear metres of dockwall could be designed as a pedestrian edge along the Channel and the outer quays, as shown. An ambiance learned from our

experience with the Toronto Harbourfront, and from Amsterdam and Paris with their multi-leveled docks, would create an organizing element for the Expo and a legacy for all time.

28. Lake Ontario Parkside Drive - Unwin: This drive, slightly reconfigured to create a winding route, is contemplated as a treed boulevard park drive from Leslie Street into Lake Ontario Park and then west toward Cherry Street. This infrastructure would enhance the Expo grounds and, again, provide a legacy for the park.
29. Theatre: Situated along the dockwall in a vibrant café, dining, and cabaret zone just south of the Film Port District, this 500-seat theatre would offer special performances throughout the Toronto 2015 World Expo including live theatre or movie premieres and provide a much-needed venue post-Expo.
30. Electronic Totem Poles: As the host country, Canada has an opportunity to showcase its past while inspiring its future. Throughout the fairgrounds, presentations, performances, and specially-created environments can challenge expectations and create delight. One such manifestation of this approach could be the very tall and slim structures shown punctuating the dockwall. They would call to mind Native Canadians' meaningful and colourful totem poles, which remain memorable artifacts in Canada to this day. These "interventions" have many purposes, from way-finding and general information kiosks to magical light sources along the walkway that beam across the channel. But most of all, they would be defining urban elements of electronic art.
31. Pontoons: Designed as one- or two-storey forms, floating water pavilions (pontoon forms) could respond to the need for cross-channel connections at any point along the way, shifting dockside to permit vessel passage. Among other possible presentation uses, each pontoon could serve as an interactive bridge with strategically incorporated performance venues, such as a stage for cabarets and bands or as an interesting dining venue.

6.5 Operations

It is anticipated that the Toronto 2015 World Expo would be attended by some 21.6 million people of whom 11.3 million would be incremental destination tourists visiting Toronto, Ontario, and, in many cases, Canada over a six-month period. The "design day" population is calculated at 320,000 people, and the ultimate peak population on site would be over 208,000 at specified times. An operations and management plan would be designed to adopt the latest techniques, specific to the requirements of Toronto, in operations, crowd management, security, and circulation.

Some highlights of the operations, management, and internal circulation plan include the following:

Guest Arrival, Access, and Entry

- aligned with transportation modes with ample area for ticketing, queuing, and guest information; flexibility in space, designed to accommodate peak loads in and out

Guest Experience

- pavilion clusters allow for easy walking and a pleasant experience each day
- each cluster has a main pavilion and main theme, convenient to one of the main entries
- each cluster has a variety of experiences and scales
- queues to individual pavilions are designed to reduce the stress of waiting

Guest Facilities

- easy access to food services; restaurants located at areas with great views, atmosphere, or people-watching appeal
- variety of food services—from full-scale restaurants, to cafes, to street vendors
- easy access to guest support facilities such as restrooms, medical rooms, and information centres
- shady, cool areas for sitting located throughout landscape and architectural features

Crowd Management

- differential pricing
- advance reservations requirements
- decentralized sale of tickets
- real-time visitor access information
- monitoring, dynamic pricing, and special programs

Internal Circulation

- walking is the primary mode of circulation, but over 25% of visitors would use some form of mechanical transportation such as on-site shuttles or possible monorail system
- ferries leaving from the mainland south of Union Station, where a full services ticketing gate and security check is provided; provision of a dedicated water service into a slip on the site
- water taxis supplement water transport demand and serve as an event experience
- state-of-the-art cable car loops from the entrance gates and, possibly, out over the water and along the south edge of the Ship Channel
- transportation within the Expo may be handled by a cart system or other state-of-the-art modes

In addition, a preliminary program has been developed for the Toronto 2015 World Expo to reflect the general requirements for large-scale expositions while

carefully considering what elements might be included that create lasting legacy value in both tangible and non-tangible forms.

The Program and its components will evolve as the theme of the exposition takes final shape and pavilions, entertainment venues, and other cultural attractions are confirmed.

Table 5 below denotes a preliminary program for the Toronto 2015 World Expo. Program elements have been grouped as pavilions, performance venues, open spaces and on-site services. This table also shows which buildings and features are meant to be permanent as well as temporary.

	Permanent Vs Temp	Legacy	Hectares	Acres	Quantity	SQ.M./Unit	SQ.M
			180			2.47	
PAVILIONS							
Theme Pavilions	P	L - Community Facilities			3	5,000	15,000
World Museum of Aboriginal Art	P	L - Remain			1	15,000	15,000
International Pavilions	T				50	2,500	125,000
Individual Pavilions Developing Countries*	T				30	500	15,000
Shared Pavilions Developing Countries	T				2	500	1,000
Shared Pavilions Developing Countries	T				1	2,000	2,000
Canada Pavilion	P	L - Humanitas + UN University of Peace			1	10,000	10,000
Canadian Provinces / Territories	P	L - Same as above			13	2,000	26,000
Toronto Pavilion / Club 2015	P	L - Same as above			1	2,000	2,000
International Organizations	T				7	5,000	35,000
US and City Pavilions	T				5	2,000	10,000
Enterprise Pavilions	T				12	2,500	30,000
Sub Total		22%	39.6	97.612	126		286,000
* 60 participating developing countries / 30 Individual pavilions and 3 shared pavilions total participating nations 112 Includes 10 hectares for open space and lot areas							
PERFORMANCE VENUES							
Performance Centre							
Plaza of Nations 10,000	P	L - Remain			1		15,000
Covered Amphitheatre 5000 seats	T				1		8,000
Indoor Theatre 500 seats	P	L - Remain			1		1,000
Culture / Entertainment Venues							
Science and Technology	T				1		500
Kids Play Space	T				1		500
Youth Play Space	T				1		500
Design Venue	T				1		500
Band Shells	T				12	100	1,200
Cabarets/Restaurants 700 capacity	T				3	2100	6,300
Cabarets / Restaurant 300 capacity	T				5	1000	5,000
Dance Hall 1000 people	T				1	2600	2,600
Amusement Park	T		6	15			
Food Sales, (595 point of sale)	T						5,850
1 point of sale per 350 guests/peak on site 208,000, 10 sq.m per point							
Food Eating Area open space	T						67,000
Food area covered	T						22,500
20% of peak day 5 seating, 2.5 sq.m per person, 25% covered							
Shops	T				100	100	10,000
Rest Rooms 2080 toilets	T						20,800
1 toilet per 100 -125 guests/peak on site 208,000, 10 sq.m per toilet							
Sub Total		15%	27	66.69			167,250
Roads							
		7%	12.6	31.122			
Park Road	P	L - Remain					
Bridges	P	L - Remain					
Cable Cars	T						
Open Spaces							
		33%	59.4	146.718			
Cherry Beach	P	L - Remain					
Dock Wall	P	L - Remain					
Public Art (Installations on Expo site)	P	L - Remain					
Port Land Main Street - (greening)	P	L - Remain					
Hearn Piazza Development - North side	P	L - Remain					
ON SITE SERVICES							
Ticket Stations					64		
ticket station 1.5 metre wide station for 1000 guests an hour							
96 linear metres based on 64,000 peak direction in peak hour							
Security Stations					128		
security station 1.50 metre wide for 500 guests an hour (bag check only)							
192 linear metres based on 64,000 peak direction in peak hour (30 metre deep for both ticket and security)							
Two security stations for one ticket station	T						6,000
Guest Relations	T						1,000
International Business Centre, Including							
Developing Countries Business Assistance Centre	P	L - Imagination Centre for Creative Cities					10,000
Operation Management	T						3,000
Security	T						3,000
Transportation and Parking Office	T						1,000
Programming	T						4,000
Storage	T						10,000
Catering Distribution, Kitchen	T						5,000
Catering Distribution, Warehouse and Prep	T						5,000
Catering Distribution, Truck Parking	T						5,000
Merchandize	T						10,000
Site Management + Plant	T						5,000
Medical	T						1,000
Media	T						5,000
Sponsor Services	T						200
Government Relations	T						200
Human Resources	T						200
Satellite Operations Included	T						
Parking on grade (Portland)	T		20.8		5,200	40	
Sub Total		15%	27	66.69			74,600
OTHER							
Innovative Housing - Demonstration - 300 units	P	L - Remain					2,230
Great Lakes Aquatic Discovery / Aquarium	P	L - Remain					10,000
Performance Venue for 2000 seats	T						4,800
Movie Studios existing building by 2015	E						108,600
area not included in total							
Sub Total		6%	14	36			17,030
Total		100%	180	444.6			544,880
T temporary, P permanent, E existing, L legacy.							

Table 5: Preliminary Program

6.6 Legacy

The purpose of world expositions is to showcase, for a temporary six-month display, the world's best in a host city while creating lasting legacies.

Through hosting the 2015 World Expo, Toronto could achieve global status in innovations in the following areas:

- city planning and development;
- economic development;
- environmental and energy sustainability;
- transit, transportation, and building infrastructure; and
- thematic cultural uses.

The Port Lands is a unique area of the city with an identified and clear implementation strategy that will be applied over the next 30 years. Expo can accelerate these renewal efforts in a highly underutilized area of the city and would leave many long-standing legacies well beyond the demolition date of the last temporary structures.

What remains would become the framework for a city-building exercise—a new Port Lands mixed-use community knitted into the existing urban fabric of the city and connected to an existing network of transit through an expanded LRT system, which would further act as a catalyst for additional expansion.

The majority of pavilions and other Expo features planned are meant to last only for the six-month duration of the Expo. However, certain key architecturally significant buildings as well as infrastructure purpose-built for Expo could remain as legacy features for the city. A number of on-site and off-site legacy opportunities have thus far been identified. These legacy opportunities may change as a result of future phases of the bid process or as the needs of an Expo in the Port Lands becomes clearer and further synthesized.

6.6.1 On-Site Legacies

It should be noted that the TWRC is the lead agency in terms of Toronto's waterfront revitalization efforts. Expo initiatives will support the objectives of the TWRC and the City in implementing the vision and policies of the Central Waterfront Secondary Plan in order to leave lasting legacies post-Expo.

To date, Port Lands Expo legacy features have been summarized in the following sections.

6.6.1.1 Infrastructure

Soil Cleanup

- remediation of existing industrial “brownfields” lands to a residential standard
- lands designated as “Regeneration” areas in the Central Waterfront Plan would be ready to be developed for mixed-use opportunities post-Expo

Serviced Lands

- currently only the lands north of the Ship Channel have full municipal services, i.e., sanitary and storm sewers, water connections, etc.
- the Toronto 2015 World Expo would extend full servicing to the lands required for the Expo located south of the Ship Channel

Transit

- expansion of the LRT line along Queens Quay East, through the East Bayfront Precinct to Cherry Street, south to Commissioners Street, and into the Expo site
- potential option for a dedicated Expo LRT from Union Station, along the rail embankment to Cherry Street, south to Commissioners Street, and into the Expo site
- temporary GO Station at Cherry Street for the duration of Expo—this could become the catalyst for a future permanent Cherry Street GO Station
- potential to expand bus routes to service the Port Lands Expo site

Internal Roads

- new, rebuilt, expanded roads to service the Port Lands Expo site would remain
- a “streets and blocks” plan is formulated and could act as a framework for future mixed-use development post-Expo

Bridges

- Cherry Street bridge should be upgraded/rebuilt to service Expo traffic and to accommodate future LRT expansion
- two additional crossings of the Ship Channel are planned—these bridges could be vehicular, pedestrian, or a combination of both
- each bridge will be distinctively designed to create a visually overlapping pattern
- each of these bridges will be a lift bridge

Dockwall

- 7,000 linear metres of dockwall would become fully publicly accessible
- the dockwall could be designed as a generous promenade, possibly multi-level in certain areas where urban interventions, street furniture, and trees could animate its length

6.6.1.2 Permanent Structures

Themed Pavilions

- it is anticipated that the three themed pavilions could be permanent structures that would remain on-site and be adaptively reused as future community facilities for an emerging Port Lands mixed-use community
- potential future uses for these permanent structures include schools, community centres, libraries, fire halls, etc.

Canada Pavilion

- this pavilion is meant to be the tallest and most prominent building on the Expo site, and during the fair it would present a strong message of unity, harmony, and collective national achievements
- the Canada pavilion has the greatest legacy potential for future adaptive reuse
- some of the future uses that have been identified to potentially occupy the Canada Pavilion building post-Expo include the following:

Humanitas

- as a permanent cultural venue, Humanitas would be a focus for examining the social, political, and economic effects of migration
- it would be an agent to explore the phenomena of the fusion of cultures—Toronto's experiences can pave the way toward a broader understanding of citizenship and belonging that has become part of the Canadian identity known around the world
- Humanitas would be an energetic, kinetic hub of ideas—risk-taking, passionate debate, provocative art and performance, experiments, and interactive exhibits that incite active citizenship

Great Lakes Discovery Centre

- the Canada Pavilion would be constructed to have a long, low base that stretches to the west end of the building, terminating in a special state-of-the-art aquarium submerged in the lake
- the Great Lakes is the largest body of fresh water in the world, and Toronto is an important participant in the cross-border Great Lakes initiative; this Discovery Centre would chronicle and feature the natural evolution of the formation of the lakes, the settlement patterns of cities located on the shores of the Great Lakes, and historical events such as trade patterns, the use of the lakes during periods of war/battles, and any known shipwrecks
- the ecologically themed Discovery Centre would feature species of aquatic and terrestrial life particular to the Great Lakes as well as act as a research centre for habitat preservation, Great Lakes water quality, and the study of global climate change and emerging global water shortages

World Museum of Aboriginal Art

- as a cultural institution, the World Museum of Aboriginal Art would be debuted at Expo; however, it could remain as a permanent cultural facility post-Expo
- this venue is meant to promote and celebrate the continued survival of the unique cultural heritages of both Canada's and the world's Aboriginal people by preserving their art and history and by telling the story of settlement patterns; this venue is particularly important in a city such as Toronto, which represents so many world cultures
- this museum would feature world aboriginal artifacts, both modern and historic, and displays could include descriptions of world Aboriginal ethnobiology
- the World Museum of Aboriginal Art could also export knowledge of these cultures through facilitating exhibits in museums across the world—this form of “public art” is ideal in promoting the culture and art of the world's Aboriginal people

500-Seat Theatre

- this 500-seat theatre would offer special performances throughout Expo
- there is currently an established need for a live performance venue of this size in the city
- there may be the potential to integrate this venue as part of the Film Port district

Imagination Centre for Creative Cities

- a facility where the city's most innovative and creative minds could converge to create, display, demonstrate, and collaborate in an interactive learning environment
- this centre could also act as a forum for guest lecturers to discuss innovative design techniques and to launch “Made in Toronto” solutions

Global Centre for Environmental and Sustainable Energy Research

- although currently not part of the program for the Toronto 2015 World Expo, it is envisioned that a research centre focused on the creation of knowledge and new products or innovations that address shortages of energy and degradation of the environment, (with a focus on the burgeoning economies of countries like India and China) could be located in the Port Lands prior to Expo
- during Expo, discoveries and new products or technologies would be showcased
- lectures would be held and global dialogue would be facilitated through advancements in telecommunications

6.6.2 Off-Site Legacies

The TWRC is currently leading the design and environmental assessment work on many of the major parks and open space elements that will be located in and at the edges of the Port Lands, including:

- Commissioners Park;
- the Don Mouth Naturalization and Port Lands Protection Project; and
- Lake Ontario Park.

The Port Lands Expo site plan has taken into consideration the current planning for these open space areas and anticipates they will be realized by 2015. Expo would act to advance these planning initiatives by attaching a fixed timeline for the completion of work. The implementation of these plans would therefore be accelerated to meet this fixed deadline.

Public Art

- commissioned public art pieces would be located throughout the Expo site for the duration of the Expo
- post-Expo, most of these pieces could remain, while some would be re-deployed to other areas of the city
- in addition to the public art on the Expo site, the pedestrian and cyclist experience approaching the Expo site would be enhanced by placing public art along Queens Quay East from Union Station to the entrance gates at Expo
- this project dovetails with the TWRC's recently announced Innovative Design Competition for Toronto's Central Waterfront—key elements include building a continuous public promenade from the Western Gap to the Parliament Street Slip and the creation of major points of arrival where the heads of the slip meet Queens Quay; Expo would extend this project from Parliament Street directly into the Expo site and can carry out some of the longer-term parts of the vision that the designers envisage.

6.6.3 Affordable Housing

It has been estimated that the Toronto 2015 World Expo would need approximately 35,000 workers to staff the various pavilions, venues, restaurants, features, etc. While the majority of these workers would likely be drawn from the Greater Toronto Area, a certain number would come from outside of the region or country and would therefore require some form of accommodation.

Housing these workers in a range and mix of affordable units becomes a major legacy opportunity to provide the city with much-needed affordable housing post-Expo, as these units would be maintained as affordable to be used by the City once the Expo is over.

The City's new Official Plan requires a minimum of 20% of new housing units in large residential developments to be affordable. The TWRC in conjunction with the City of Toronto is currently in the process of detailed Precinct Planning for two emerging mixed-use communities close to the Port Lands. The plans identify significant portions of land to be used for affordable housing. These Precinct Plans have been adopted by City Council.

The first community is the West Don Lands, which is located north of the Port Lands, and the second, East Bayfront, is located immediately west. In each of these new communities, approximately 6,000 residential units are proposed to be built over a period of about 15 years.

The West Don Lands Precinct Plan contains an Affordable Housing Delivery Strategy that requires, among other elements, that 20% of all residential units will be new affordable rental units amounting to approximately 1,200 units. Similarly, the East Bayfront plan also identifies approximately 1,200 new affordable rental units. A Port Lands Expo is expected to deliver approximately 1,900 affordable housing units.

Issues such as the timing of the delivery of affordable units in the West Don Lands and East Bayfront; who should receive the affordable housing post-Expo; the breakdown of the range and mix of affordable units; the delivery of affordable units in the Port Lands post-Expo through the development process; and the availability of any future affordable housing programs are all matters that need to be addressed in much greater detail. The World Expo Corporation must work closely with the City's Affordable Housing Office and TWRC in future stages of the bid process to ensure that any affordable housing units built for Expo purposes can then be used later on to meet the City's affordable housing targets and will be delivered to those who need this housing the most.

In recent discussions with the City's Affordable Housing Office, it was noted that, while there continues to be a need for affordable units throughout the City, there is currently no known capital program to facilitate the delivery of these units. Further, it was determined that affordable units constructed in the West Don Lands or East Bayfront as a result of a Port Lands Expo would fit in with a City-wide affordable housing plan. Expo can act as a catalyst to get these units built—accelerating the affordable housing mandates of each of the Precinct Plans.

In addition to housing being built “off-site,” the Port Lands Expo site plan also identifies an area for Innovative Housing. This provides an opportunity to build a highly progressive demonstration housing project as part of the Expo programming using the latest best practices in building and energy-efficient technology. As part of the overall Expo experience, tours of this innovative, architecturally significant housing project could be provided. The intention is to turn this housing over to the city post-Expo as part of its affordable housing inventory.

6.7 Site Re-use

Perhaps the greatest legacy resulting from a Port Lands Expo is a fully remediated, publicly accessible, serviced site ready for future development. The Port Lands would become Toronto's newest mixed-use community, integrated into the existing urban fabric similar to well-known successful communities such as Riverdale and the Distillery District and emerging communities such as West Don Lands and East Bayfront.

The TWRC's Port Lands Implementation Strategy identifies the Port Lands as an area for future Precinct Planning, projecting a full build-out timeline to beyond 2035. Future precinct planning efforts in the Port Lands will set out secondary streets and blocks, built form and land use directions, and linkages between local parks and open spaces, as well as to larger regional open spaces.

Much of the planning for the Port Lands Expo will address many of the elements needed to implement the vision and policies of the city's Central Waterfront Secondary Plan with respect to precinct planning for the Port Lands. As part of the next phase of the bid process, it is anticipated that the Expo Corporation will work closely and in conjunction with the TWRC and City staff as well as through public consultation to prepare more detailed site planning for the Expo site, which will act as a framework for future Precinct Planning, working toward a 2015 time horizon.

7. TRANSPORTATION FEASIBILITY STUDY

7.1 Study Purpose

Lea Consulting was retained via an RFP to undertake the Transportation Feasibility Study which examined the following:

- adequacy of the current transportation network to facilitate a World Expo;
- transportation opportunities and constraints related to each of the three potential Expo sites;
- recommended site best served by public transit;
- preliminary Transportation Master Plan. This included the infrastructure improvements and especially the capital costs needed to service the preferred site;
- travel demand management measures to reduce reliance on the transportation infrastructure;
- government approvals needed to implement the new transportation infrastructure; and
- financing options to fund Expo-related transportation infrastructure.

Overall, the study concluded that:

- a public transit-oriented Expo is both desirable and achievable;
- adequate subway capacity exists to accommodate a World Expo;
- the Port Lands is the preferred site from a transportation perspective as it can provide the highest quality public transit service to Expo visitors;
- transportation infrastructure improvements between Union Station and the Port Lands are required to facilitate a World Expo. Some of these improvements are already being planned; and
- there is adequate border and airport capacity to facilitate a World Expo.

7.2 Daily Expo Transportation Demand

The Strategic Marketing Plan and the ERA report determined that there would be approximately 40 million visits to the Expo site.

Expo's are designed to accommodate the design day attendance as opposed to peak attendance figures. Peak attendance during design day is estimated at 320,000 or 0.8% of 40 million visits.

Like Expos themselves, the planning of transportation systems such as roads and public transit generally uses a similar "rule of thumb" to plan capacity. This ensures that capital investment is not over planned. For comparison purposes, the 2005 Expo in Aichi had an average daily attendance of 119,000 visits and a maximum of 281,000 visits.

The “design day” attendance travel demand forecasted for the Toronto 2015 World Expo is therefore in keeping with recent past Expos and within the range of recent large-scale events in Toronto.

7.3 Peak Hour Expo Travel

The planning and design of transportation infrastructure is typically based on the travel demand that occurs during the peak weekday morning hour and the peak afternoon hour. On average approximately 10% of total daily travel occurs during each of these two hours.

The number of visitors arriving and departing the Expo site will also vary throughout the day. This variation will depend on the Expo’s operating hours and the duration of visitors’ stays. The Toronto 2015 World Expo’s operating hours are anticipated to be between 10:00 a.m. and 11:00 p.m. The operating times for previous Expos are generally 9:00 a.m. to midnight; however, the Expo hosted in Aichi operated between 9 a.m. and 10 p.m. The peak arrival time occurs between 10:00 a.m. and 11:00 a.m. and the peak departure time between 10:00 p.m. and 11:00 p.m. At Expo ’86 in Vancouver, the peak arrival hour occurred between 11:00 a.m. and 12:00 noon. The number of visitors either approaching or leaving the site during each of these peak hours represents about 20% of the daily total attendance.

In addition to the visitors who will travel to and from Expo, it is estimated that there will be about 35,000 employees working on the Expo site. Assuming the gates open at 10:00 a.m., it is assumed that most employees will be traveling to the Expo site during the regular weekday peak period.

To some extent, the travel demand generated by Expo can be managed by regulating Expo operating hours and the programming of events on the site. For example, at Expo ’86 events were scheduled well into the evening, which kept visitors on the site and off the transportation system during the weekday afternoon peak period. Nevertheless, some Expo travel during the regular peak periods is unavoidable. The overlap of travel demand will impact travel volume in ways that must be managed by additional transportation infrastructure and services.

Based on a projected attendance of 40 million visits and a design day attendance of 320,000 visits, a peak travel demand of 64,000 person trips in the peak direction in the peak hour was used in this study to evaluate alternative sites.

For planning purposes a design day attendance ranging from 280,000 to 350,000 visits was adopted for the analysis. The forecast travel demand generated by Expo 2015 is shown in Table 4 below. Between 39,200 and 49,000 peak hour trips are expected by public transit. By comparison, the peak hour trip volumes would be similar to a sold out event at the Rogers Centre. For the purpose of this review, it was assumed public transit would carry 70% of the visitors to the Expo.

An Expo whose main travel mode is the automobile would cause significant traffic congestion. Therefore, the use of public transit is both necessary and more environmentally sustainable.

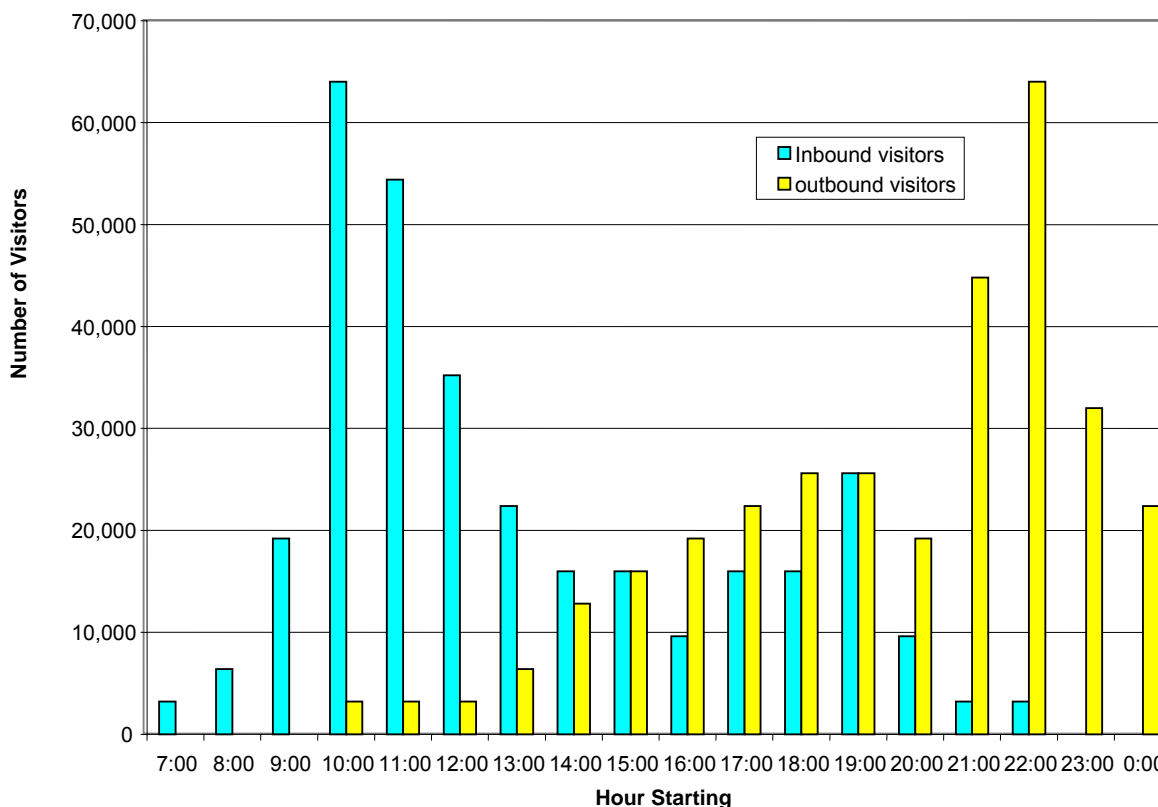


Table 6: Arrivals at World Expo: 280,000 - 350,000 Daily Visitors

7.4 Forms of Transportation to the Expo

A highly public transit-oriented World Expo is feasible in Toronto due to the extensive public transit infrastructure network already in place which services many parts of the City well, particularly downtown. A high modal split favouring public transit is highly desirable for the following reasons:

- it will make a World Expo more environmentally sustainable;
- Toronto has a well developed public transit network, particularly in the downtown. Accommodating an event of this nature represents an efficient use of existing infrastructure;
- planning in the central waterfront is predicated on a 'transit first' policy to encourage early construction of public transit;
- a common comment during the public consultations for Expo was that the event should be as 'car independent' as possible; and

- transportation planning experts from a variety of agencies concurred that the modal split as forecasted was both desirable and achievable.

Other facilities can be used to boost the use of public transit. Should a waterfront site be chosen as the preferred site, enhanced harbour ferry service to the Expo site could supplement travel opportunities by providing a pleasant ride from the foot of Yonge Street to the heart of the Expo site adjacent to the Canada Pavilion.

At least 2,000 peak-hour trips could be accommodated by ferry service. About 4,500 parking spaces would be constructed at outlying GO and TTC stations in the north east and west reaches of the public transit network to capture drivers onto the transit system and induce a high level of transit ridership.

The Yonge-University-Spadina (Y-U-S) subway provides direct, transfer free access to Union Station from locations in the Yonge and Spadina corridors and the Bloor-Danforth line. It also provides good connections to the Y-U-S line in the corridor from Etobicoke to Scarborough. As shown in Figure 8, there is considerable reserve capacity available on the Yonge subway between the morning and afternoon peak periods when peak travel to Expo would occur. While the Yonge subway carries more than 6,000 passengers in 15 minutes or more than 24,000 during the a.m. peak hour, average southbound patronage in early 2005 at Wellesley Station, for example, was less than 3,000 in 15 minutes after 9:30 a.m. Average northbound patronage was less than 3,000 in the 15 minutes before 4:00 p.m. and after 7:00 p.m. So the Y-U-S subway has the potential to deliver more than 45,000 persons per hour to Union Station during the a.m. peak demand hour for Expo (10:00 to 11:00 a.m.) and from 10:00 to 11:00 p.m., the peak departure hour from Expo.

Based on a forecast daily demand to the Toronto 2015 World Expo by public transit in the range of 39,000 to 49,000 visits, it appears that the existing GO and TTC subway systems could provide sufficient capacity. Given the demonstrated ability of Union Station to deal with large crowds after baseball and hockey games (when up to 16,000 people go through the station in 15 minutes), it also appears that Union Station also could accommodate peak visitor loads. However, the expected increase in Expo visitors arriving and leaving the site during the weekday p.m. peak period (between 4:00 and 7:00 p.m.) would conflict to some extent with normal commuter patterns on the TTC subway.

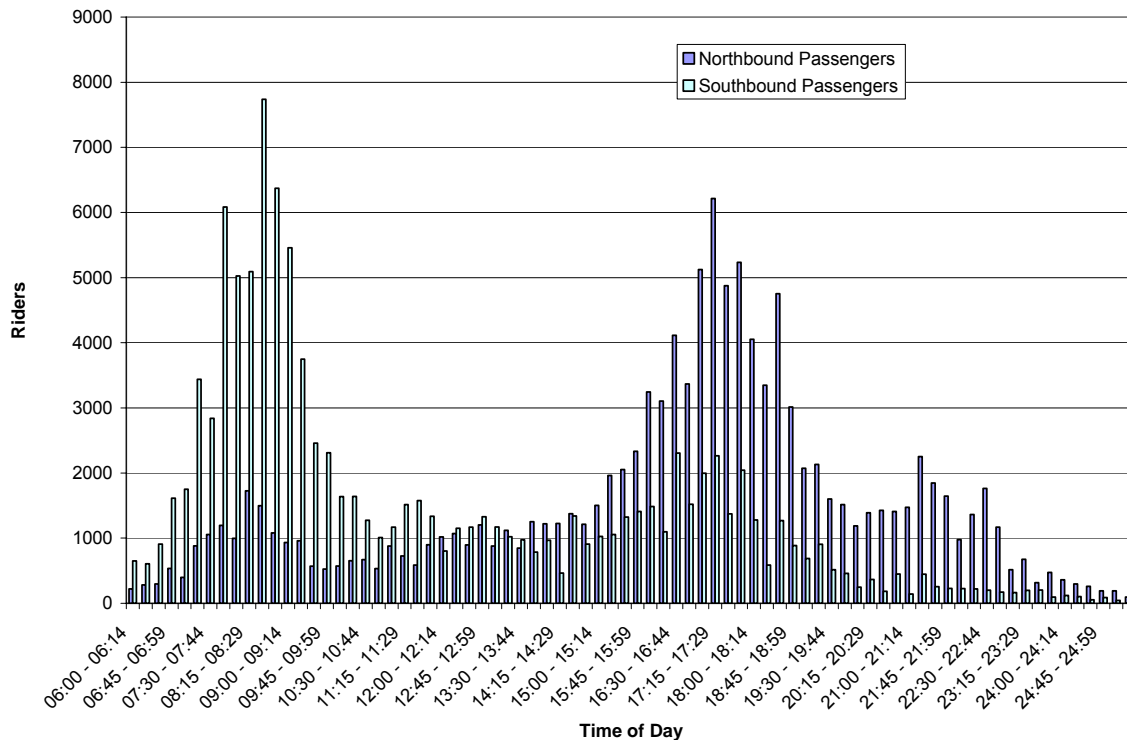


Figure 8: TTC Subway Ridership: Yonge Subway Line by Time of Day

Motor coaches would bring 15% of visitors to the site. Based on 50 people per bus, this means that at peak hour under maximum conditions, about 200 buses would arrive at the site. Off-site bus parking would be provided for at least 150 of those buses. Reliance on the automobile is limited to 10% of total visits with about 2,000 cars expected to arrive at the site between 10 a.m. and 11 a.m. Similarly about 2,000 vehicles would leave the site at closing. Over 5,200 parking spaces would be provided on site for VIP and special needs parking. A maximum of 3,500 trips could occur by foot, taxi or hotel shuttle.

7.5 Expo-Related Border Crossings

Since 2000, border crossings from the United States into Canada have declined mainly due to diminished foreign travel after September 11, 2001 and the appreciation of the Canadian dollar to the US dollar. While trips to Canada from the US have stabilized since 2003 at over 20 million for the May to October period when the Expo would be held, it is unknown how the new identity card system to be adopted in the United States would impact border crossings. While there may be some resistance to adoption initially, the Expo is not until 2015. This would provide ample time for travelers and border authority officials to adjust to the new system and to correct any flaws. Also, marketing efforts to the United States would help overcome residual resistance to crossing the border. On a typical day during Expo 2015 up to 7,000 cars and 300 buses could be expected to cross the border. Canada Customs does not anticipate capacity problems due

to Expo since the capacity at the Province's major crossings was expanded in the 1990's when crossings in Ontario reached 30 million annual trips- more than at present. Nevertheless, several measures could be employed to ensure that border crossings will happen more smoothly than they do now. These include:

- pre-screening bus passengers before they arrive at the border;
- allocating some travel to less busy or smaller crossings;
- making efficient use of bus-only lanes at crossings; and
- encouraging or requiring some bus travel at off peak periods.

This study also examined the issue of security through discussions with the various agencies responsible for off site security of VIPs. Officials of agencies such as the RCMP and the Toronto Police said that despite the size and duration of the event they were confident that the transportation of Heads of State and senior executives could be handled effectively based on existing systems which could be adapted to an Expo. However, they did stress that detailed planning and co-ordination between agencies on these protocols needs to happen at least one year and more likely two years before the event through the formation of a Joint Intelligence Team. On-site security would be the responsibility of Expo.

7.6 Airport Capacity Needed for Expo

With a planned capacity of 50 million trips annually Pearson International Airport has significant unused capacity to at least 2022. By then, heavier reliance will be required on other regional airports to relieve demand. If needed, the Hamilton International Airport has the potential to serve more of the future Greater Toronto travel demand.

The Toronto City Centre Airport has a limited role in serving Expo due to its relatively small size and facility limitations. The current Tripartite Agreement between City Toronto, The Toronto Port Authority and Federal Ministry of Transportation places constraints on the ability of the Toronto City Centre Airport to serve Expo in a meaningful way by limiting key airport infrastructure such as the runway length and facility expansion.

7.7 Transportation Related Site Assessments

The transportation feasibility of all three sites identified in the original Feasibility Study was examined in further detail in this latest review. While each potential site has its own transportation challenges due to size of a World Expo, the Port Lands site has the greatest ability to serve the transportation needs to the World Expo in a way that is transit-oriented and can provide high quality service.

The criteria used to evaluate the three sites include:

- compatibility with existing transportation policies, plans and programs of the Federal Government, the Government of Ontario and the City of Toronto;
- quality of the transportation experience for visitors to Expo with respect to the road network;
- availability of transit systems, ferry services and cruise ships and facilities for pedestrians and cyclists;
- additional infrastructure required to transport visitors to and from the site during the peak hours on the design day;
- the risk of disruption to commuter, student and other business-related travel that normally occurs during the weekday peak hours;
- the availability of vacant land for temporary bus terminals, taxi pick-up and drop-off, and special needs parking;
- access for emergency service vehicles (i.e. police, fire, ambulance);
- the extent to which any new transportation infrastructure can be integrated with established plans and operations and has a significant post-event value, especially the creation of a legacy; and
- sustainability and innovation of additional transportation facilities.

The three sites - the Split-site, Downsview, and the Port Lands - are discussed below. The discussion focuses on the analysis of public transportation because none of the candidate sites has surrounding road networks that can absorb traffic volumes resulting from a car-oriented World Expo.

7.7.1 The Split Site Option

The Split Site option, which jointly utilizes the Island Airport and the Port Lands, has limited operational and marketing potential identified in this report. But it also has significant and practical transportation challenges. While the Split Site is near existing and planned services and could be serviced adequately to its edge, there are transportation drawbacks. First, servicing the Toronto City Centre Airport segment would require the creation of at least one, and likely two bridges across the western gap. Two bridges would likely be required in order to separate pedestrian traffic from cars and the truck traffic generated by an Expo. Further, the clearance height of these bridges would be considerable in order to permit boat and ship traffic. Alternatively, lift bridges would have to be built.

A second drawback of the Split Site is that it would also require major transportation infrastructure capable of moving high volumes of Expo visitors between the two sites. Many Expos have low volume systems such as gondolas or monorails to supplement on-site walking. However, these systems are not primary movement systems designed for high volumes. (See 6.2.2 “Airport/Port Lands Split Site” in the Site, Operations and Legacy Section)

The initial Feasibility Study proposed a “major higher order transit service” to help distribute visitors between the Split Site and to serve the central waterfront. As part of the Preliminary Transportation Master Plan Assessment, this option was examined and found to be impractical. Not only would it have very limited post-Expo legacy value in serving planned waterfront revitalization; the capital cost for tunnel construction in the inner Harbour is estimated at over \$900 million. In addition, this does not include the construction of stations within the inner harbour or the rolling stock that would be required. The use of other types of transportation such as ferries or monorail links cannot provide enough transportation capacity to move visitors effectively between the two areas. Furthermore, the construction of a high volume transit system at or above grade across the Toronto islands linking to the Port Lands would also be undesirable as it would fundamentally alter the character of the Toronto Islands. The inability to provide an effective transportation system for the Split-Site makes the option extremely costly and difficult to service from a transportation perspective.

7.7.2 Parc -Downsview and the Port Lands

Both Downsview and the Port Lands are technically feasible from a transportation perspective. However, the transportation analysis concludes that the Port Lands are superior to Downsview in terms of their potential to provide high quality public transit service. Given the importance of transit in taking most visitors to and from the Expo site, on balance, it appears that the Port Lands option is superior to Downsview. The quality of the public transit ride to and from Expo would influence whether visitors have an enjoyable experience and whether that message is communicated to other potential visitors or results in repeat visits. The potential to use existing and planned GO Rail and TTC rapid transit facilities interconnected at Union Station to carry significant numbers of visitors to and from the Port Lands promises to offer a much higher level of transportation service than would be provided by facilities serving Downsview. Also in the Port Lands’ favour, are three other factors: the potential for extending existing transit services and improvements at Union Station; implementing services already in the planning stage; and providing temporary transit services to the Expo site connecting elements of the existing network. (See 6.2.1 “Parc Downsview Park” and 6.2.3 “Port Lands” in the Site, Operations and Legacy Section)

Table 5 illustrates a comparison of existing and planned services for both Downsview and the Port Lands. The subway infrastructure to Union Station which is a major regional public transit hub already exists and it will be renovated and

expanded, even though a new high-capacity transit link serving the Port Lands would be required as discussed in the following section). Parc Downsview Park requires the recently announced extension of the University Avenue subway into York University and Vaughan to provide transit service. With respect to GO Transit, Union Station provides access for 7 rail lines while the Bradford line provides the only direct line to Parc Downsview Park. Plans to add a second track on the Bradford line are not one of GO Transit's priorities.

Downsview	The Port Lands
Existing Services:	
<ul style="list-style-type: none"> • Spadina subway via Downsview Station 	<ul style="list-style-type: none"> • Yonge-University subway via Union Station
<ul style="list-style-type: none"> • GO rail Bradford line to York U. station 	<ul style="list-style-type: none"> • 7 GO rail lines to Union Station
<ul style="list-style-type: none"> • GO bus services to terminals at Yonge / Finch, Yonge / York Mills and Yorkdale Shopping Centre operating in mixed traffic 	<ul style="list-style-type: none"> • GO bus services to Union Station Bus Terminal operating in mixed traffic
<ul style="list-style-type: none"> • TTC buses operating in mixed traffic; YRT (Viva) BRT to Downsview, York U. and Finch Subway Station 	<ul style="list-style-type: none"> • TTC buses operating in mixed traffic
<ul style="list-style-type: none"> • Landlocked 	<ul style="list-style-type: none"> • Toronto Island ferries, cruise ships
<ul style="list-style-type: none"> • Not served by Via Rail 	<ul style="list-style-type: none"> • Via Rail to Union Station
Planned Services:	
<ul style="list-style-type: none"> • Spadina Subway extension to Steeles Avenue, including a new inter-modal station at the Bradford GO rail line. 	<ul style="list-style-type: none"> • Provide higher order public transit in its own right-of-way through the West Don Lands and the East Bayfront to the Port Lands; also possibly extend the Broadview streetcar line south of Queen St.
<ul style="list-style-type: none"> • Higher order public transit on Sheppard, including the option of extending the Sheppard subway from Yonge St. to Downsview and a new inter-modal station 	<ul style="list-style-type: none"> • Bus Rapid transit (BRT) on Don Mills Rd. from Steeles Ave. to downtown via the Don Valley Parkway (DVP) and the Bayview Extension.
<ul style="list-style-type: none"> • Increased GO capacity on all rail corridors 	<ul style="list-style-type: none"> • Increased GO capacity on all rail corridors
<ul style="list-style-type: none"> • All day, two-way service on the Bradford GO Rail line (long term) 	<ul style="list-style-type: none"> • Potential new downtown intercity bus terminal
	<ul style="list-style-type: none"> • Add a second subway platform at Union Station • Increase capacity of Union Station for GO passengers

Table 7: Existing and Planned Public Transit Services

The Port Lands site can also be serviced by Via Rail at Union Station, and through the ferry service at the foot of Yonge Street. The airport link from Union Station is also in the planning stages and although it will not carry large

passenger volumes, it will provide direct access to the downtown from Pearson International Airport, which could be appealing to visitors.

The planned upgrade of the Union Station platform, which is funded and nearing the implementation phase, will provide additional capacity for both GO Transit and the TTC. A new downtown bus terminal currently being considered in the Railway Lands East could also provide improved bus access to the City. For these reasons, the Port Lands appears to have the best potential to provide high quality transit service for visitors.

7.8 Connecting to the Port Lands Expo Site

While there are strong transit links to Union Station, the station is 3.8 kilometres from the Port Lands, and it is necessary to provide transit links between the two locations. It is also important to provide means of getting to the Port Lands which do not use Union Station as the hub in order distribute traffic widely through the transportation network. Table 6 shows that about 38% of total peak hour trips and 55% of transit users to Expo will be funneled through Union Station. At least 6,700 trips will be made from remote parking lots at TTC and GO stations. Also, about 9% of transit users will take TTC bus shuttles from the Broadview and Pape Stations to the Port Lands Expo site. A temporary GO Station at Cherry Street would handle between 7,600 to 9,500 trips during the peak hour.

Mode	% of All Trips	% of Public transit Users	Based on a Design Day Attendance of:	
			280,000 Visits	350,000 Visits
GO Rail and Subway to Union Station ¹	38%	55%	21,300	26,600
Express bus services from remote parking lots	12%	17%	6,700	8,500
Shuttle bus from Castle Frank, Pape and Coxwell subway stations; streetcar from Broadview	6%	9%	3,500	4,400
GO Rail to a station at Cherry St. (if feasible)	14%	19%	7,600	9,500
Total Peak Hour, Peak Direction Travel Demand by Public transit	70%	100%	39,100	49,000

Table 8: Expo Peak Hour Trips to the Port Lands by Mode and Origin

Table 7 further illustrates the traffic volume breakout for the portion of the travel from Union Station to the Port Lands. The planned Queens Quay East LRT extension would handle between 3,200 and 4,000 passengers during peak hour. New public transit service such as a high capacity LRT in the rail corridor or shuttle buses from Union Station would take up 17,300 people during peak hour.

In total up to 26,600 trips would be made during peak hour from Union Station to the Port Lands.

Mode of Travel from Union Station to the Port Lands	% of All Trips	% of transit Users	Based on a Design Day Attendance of:	
			280,000 Visits	350,000 Visits
Queens Quay East LRT (planned)	6%	8%	3,200	4,000
Ferry (from the foot of Bay St.)	4%	6%	2,100	2,600
Walk, cycle	4%	5%	2,000	2,700
New, express transit service	24%	36%	14,000	17,300
Total	38%	55%	21,300	26,600

Table 9: Travel Mode From Union Station

Table 8 summarizes the range of transportation infrastructure needed to support a World Expo in the Port Lands. Much of this infrastructure is either in the planning stages or identified in planning documents such as the Official Plan. Other augmenting measures such as shuttle bus service have been employed for other large events in Toronto and at other World Expos.

Infrastructure	Description	Status
East Bayfront Transit Service	<ul style="list-style-type: none"> extension of Queens Quay LRT Eastward into the Expo site 	<ul style="list-style-type: none"> Environmental Assessment underway for portion to Parliament
West Don Lands transit Service	<ul style="list-style-type: none"> potential extension of existing streetcar service to the West Don Lands 	<ul style="list-style-type: none"> Environmental Assessment underway for portion to Parliament
Bus By-pass Shoulder Lanes on the Don Valley Parkway	<ul style="list-style-type: none"> add width to selective shoulders on the DVP for faster bus travel downtown 	<ul style="list-style-type: none"> recommended in Don valley Corridor Environmental Assessment
East Bayfront and West Don Lands Pedestrian and Cycling Facilities	<ul style="list-style-type: none"> provide adequate pedestrian and cycling routes connection to and through the waterfront 	<ul style="list-style-type: none"> identified in East Bayfront and West Don Lands Precinct Plans
Temporary Go transit Shuttle	<ul style="list-style-type: none"> temporary station at Cherry Street 	<ul style="list-style-type: none"> potential station identified in Central Waterfront Plan discussed with GO transit
Secondary LRT Line (Rail Corridor)	<ul style="list-style-type: none"> new secondary LRT with station terminus at Union Station, extending east on the south edge of the rail berm and into the Port Lands 	<ul style="list-style-type: none"> discussed with TTC, unplanned infrastructure
Shuttle Buses from Bloor/Danforth Subway	<ul style="list-style-type: none"> add temporary shuttle bus service from Pape or Broadview Stations 	<ul style="list-style-type: none"> discussed with TTC precedent for other large events
Kingston Road Streetcar Extension	<ul style="list-style-type: none"> extend Kingston Road streetcar east of Victoria Park 	<ul style="list-style-type: none"> identified as part of City of Toronto Official Plan

Table 10: Transportation Improvements Assisting a Port Lands World Expo

Other facilities or transportation infrastructure that could be provided in conjunction with transportation to Expo include:

- new or refurbished streetcars for planned expansions of existing routes;
- new ferries and ferry terminals; and
- new park-and-ride facilities at outlying GO and TTC stations totaling about 4,500 parking spaces, primarily in multi-level parking structures.

Expo would also allow an opportunity to use new and innovative transportation technology which would showcase best practices in transportation. For example, Expo 2015 could be used as a testing ground for the application of intelligent transportation system (ITS) technology, such as public transit signal priority, advanced traveler information systems and pedestrian systems. Among other benefits, these technologies would provide the user with real-time information on transit conditions and indicate a preferred routing, advanced fare collection, as well as high-visibility enhanced way-finding and information.

7.9 Travel Demand Management

The six-month time frame for the World's Expo with its scale and expected daily attendance is too great to be accommodated solely by traditional traffic management contingency measures such as temporary street closures. More elaborate travel demand management (TDM) measures would be required. A successful TDM strategy must include alternatives to driving an automobile to the event site and encourage the use of alternate travel modes. Table 9 summarizes the key travel demand management measures which could be implemented.

Potential TDM Measures	Description
Visitor Incentives and Scheduling	<ul style="list-style-type: none"> ▪ open and close Expo when travel demand is off peak ▪ hold special Expo events on site at peak travel times to keep people on the site
Increase Transit Service Promotions	<ul style="list-style-type: none"> ▪ provide special transit fare promotions as part of Expo Admission ▪ market/provide info on the availability of transit alternatives
Pedestrian and Bicycle Facilities	<ul style="list-style-type: none"> ▪ high quality pedestrian facilities from Union Station with points of interest ▪ secure bicycle loan facilities at site and Union Station ▪ bicycle racks on front of buses
On Site Parking and Pricing	<ul style="list-style-type: none"> ▪ limit the supply of on site parking ▪ market limited availability of on site parking ▪ provide parking at outlying Go and TTC Stations ▪ use parking pricing to encourage high vehicle occupancy
Information Dissemination	<ul style="list-style-type: none"> ▪ make available real time info on transit availability, wait times and road conditions

Table 11: Potential Travel Demand Management Measures

7.10 Large Short-Term Events

Other impacts on the traveling public would include travel to other regular and special events. During the summer months, Toronto hosts several special events including the CNE and the Air Show, Toronto Caribbean Festival and the Molson Grand Prix. In addition, there are regular sporting events that could be affected by Expo 2015 travel. Table 10 highlights some of the major events that could be impacted by the overloading of key transportation facilities due to Expo-related travel. These major events are held near Exhibition Place/Ontario Place or the downtown core. As a result, travel by Expo visitors to the Port Lands would have some impact on the traveling public. However, these impacts are manageable, with strong coordination between Expo and the event organizers. Some events, such as Toronto Caribbean Festival could be incorporated into Expo, and the program designed to fit with the travel times for Expo. Careful pre-planning will be required as part of the Expo program and event planning to ensure these events work together.

Event	2005 Date	Estimated Typical Attendance	Transportation Implications
Molson Grand Prix	July 8 - 10	170,000	Lake Shore Blvd. closed, held on weekend.
Toronto Caribbean Festival	July 15 - August 1	250,000-500,000	Parade attracts huge crowds with various activities at Exhibition Place
CNE and Air Show	Aug. 19 - Sept. 5	1.2 million	Auto modal share of 60%-70%; summer weekend peak inbound of 5,600 autos; weekday PM inbound of 5,000 autos; combined peak parking demand of 11,000 for both CNE and Ontario Place.
Ontario Place	May 23 - Sept. 5	1.0 to 1.2 million	High auto modal share creates congestion on Lake Shore Blvd., Gardiner Expressway.
Blue Jays Baseball, Rogers Centre	April - October	25,000 (typical) 55,000 (maximum) per game	Game times generally starting after 7:00 p.m. on weekdays and matinees on weekends. Public transit, Gardiner and Lakeshore Blvd heavily used.
Argonaut Football, Rogers Centre	July - October	25,000 (typical)	Games generally start after 7:00 p.m. on weekdays and matinees on weekends. Public transit, Gardiner and Lakeshore Blvd heavily used.
Toronto Maple Leafs Hockey, Air Canada Centre	Six home games first half of April; Playoffs to potentially June	20,000	Games generally start between 7:00 and 7:30 p.m. weekdays and weekends, causing some congestion near Air Canada Centre and Union Station.
Toronto Raptors Basketball, Air Canada Centre	Five home games in first half of April; Playoffs to potentially June	20,000	Games generally start at 7:00 p.m. weekdays and 1:00 p.m. on weekends, causing some congestion near Air Canada Centre and Union Station.

Table 12: Other Potential Major Events during the World Expo

7.11 Emergency Facilities

Table 11 shows that the Port Lands has 32 emergency services and is well served within a 5 kilometre radius by fire, police, and ambulance stations as well as hospitals.

Emergency Facilities	Downsview	The Port Lands
Police Stations	2	6
Fire Stations	8	13
Hospitals	6	13
Total	16	32

Table 13: Emergency Services within 5 kilometres of a Port Lands Expo Site

7.12 Regulatory Approvals

The transit improvements discussed in this report are either undergoing environmental assessment approvals or would be required. In addition, planning approvals may be required for some of the other transportation facilities planned. The environmental assessments underway should take into account that the World Expo may occur and this may impact transit options explored in those assessments. Should Toronto win the bid for the 2015 World Expo, it will need to gain these approvals quickly while meeting the objectives of the regulations. Environmental assessments or other planning studies affecting the Port Lands Expo site should take into account that an Expo may occur and needs to be planned for as part of their initiatives.

8. ENVIRONMENTAL MANAGEMENT FRAMEWORK

8.1 Study Purpose

The public are very interested in the environmental aspects of a World Expo bid. World Expo Corporation staff also recognized the need to have a comprehensive and progressive environmental management program for the event. As a result, a study was initiated to develop an environmental management framework for the pre-bid phase of the project.

Following an RFP Process, Halsall Associates were selected to conduct this study. The primary objectives of the study were to research other major events and their environmental management programs; to investigate other “made in Toronto” environmental programs; and to conduct a comprehensive consultation and focus group program within Toronto’s environmental community.

8.2 Research Methodology

There has been little previous research on the environmental aspects of hosting a World Expo. However, other major hallmark events such as Olympic Games have very strong environmental management programs.

A comprehensive review of published literature related to the environmental management programs of World Expos and Olympic Bids over the last two decades was compiled in order to identify specific issues and concerns.

In addition, the environmental programs and objectives of the TRC, TWRC, TCHC and the City of Toronto were also evaluated and common themes compiled. Finally, two focus group meetings were held with a range of key stakeholders in the environmental sector to identify further issues, refine the major priorities and examine the key principles that must be adopted to develop a winning environmental management program for the bid.

It is clear that planning and staging a the 2015 World Expo is a significant event that could have a major environmental impact in respect to water quality, wildlife habitat, energy use and greenhouse gas emissions, waste management programs and a host of other environmental impacts. Even more, the event could also serve to ensure that the chosen site is remediated, serviced and ready to be transformed into a new, environmentally sustainable community. For these reasons, the environmental program must be progressive, transformative and innovative, both now and in 2015.

The extended timeframe between the bid process and the actual staging of the event makes it difficult to foretell the status of environmental statutes and regulations in 2015. In addition, it is clear that standards of behaviour and the comprehensiveness of existing environmental programs in Canada generally lag behind those of similar programs in Europe and parts of Asia. For these reasons, it is proposed that a principle-based approach be taken in developing the environmental programs associated with the Expo, rather than a prescriptive, standards-based approach.

8.3 Environmental Principles

By the time the Toronto 2015 World Expo is planned, built and in operation there will be innovations and changes to current best practices in environmental management. Therefore, at this point the best approach to environmental planning is to establish principles to assess which future environmental philosophies and technologies are appropriate and should be implemented.

At this stage, seven principles are recommended to guide the Environmental Management Framework.

These include:

- Answering the question: “Why are we making a Bid?” in the context of creating environmental legacies. A Toronto 2015 World Expo has the potential for making real progress on a number of important local environmental issues and they need to be front and centre in the bid planning and execution;
- Creating cities as sustainable human habitats as destinations is a long way from today’s reality and will only be achieved by taking a global perspective. There are no “quick fixes” for many environmental issues and we need to take a long term view in addressing them in a global context which is completely compatible with the goals of Expo;
- Integrating sustainability into all aspects of the Expo. This needs to be a pillar of the bid and has the opportunity to integrate a range of local environmental issues in terms of air and water quality, waste management, energy use and sustainability into the bid process;
- Building on existing programs and initiatives in the Toronto Region. This means “don’t reinvent the wheel”, but build on the comprehensive plans that are in place and improve them with the opportunity to link them to the Expo planning;

- Designing a transformational event by creating excitement that energizes the City toward higher environmental goals. The opportunity to transform the environmental awareness of Toronto and the Great Lakes Bio-region through Expo should be considered in all aspects of the planning process;
- Using the bid process to engage and educate citizens about environmental issues. This is compatible with the public consultation goals of Expo; and
- Measuring performance relative to environmental commitments and communicating achievements to the public. Setting the broad goals and objectives up-front and communicating these to the public during the pre-Expo period will assist the World Expo Corporation in reaching these goals.

This Environmental Management Framework and these seven principles have the potential to influence air and water quality, waste management, energy use, greenhouse gas emissions, enhance green building technologies, including green roofs, and to make overall sustainability a pillar of the event. In addition, it has the opportunity to influence how we think about programming, transportation, site operations and design, and the actual management programs associated with the Toronto 2015 World Expo. The framework and its principles will also provide an excellent building block for further work and refinement during the planning of the Toronto 2015 World Expo.

9. SOCIAL DEVELOPMENT STRATEGY

9.1 Study Purpose

Another critical issue identified both by World Expo Corporation staff and through the initial public consultation process is related to the development of a social development strategy. This was specifically identified to assess the potential negative social implications of an Expo and to identify ways to maximize the positive social outcomes of the event.

Staff from the Social Development, Finance, and Administration division and the Shelter, Support, and Housing Administration division assisted World Expo Corporation staff in developing the terms of reference for the social development strategy. Following an RFP Process, GHK International in consultation with Jim Ward Associates were selected to conduct this work.

This study researched relevant data, articles, and grey literature regarding the social implications of major hallmark events such as World Expos and Olympic Games. The study also identified all of the components of existing social development strategies of the City of Toronto and its agencies, such as the Toronto Community Housing Corporation (TCHC), the Community Social Planning Council of Toronto, the Toronto Community Foundation (TCF), and the United Way of Greater Toronto, as well as the programs and services directly delivered by the City of Toronto. Finally, five focus group meetings were held with a cross-section of social advocates, service providers, sectoral experts, and City staff.

9.2 Key Findings

There are five key findings of this study that would need to underpin all aspects of the bid process, the event itself, and the post-event environment.

9.2.1 Social Inclusion is Key

In order to make social inclusion a driving value of the event, the bid officials need to engage and include economically marginalized groups, ethnic groups (including First Nations groups), and youth groups in all aspects of the bid process. Leadership in social inclusion must be demonstrated in the bid, including ensuring that the staff, volunteers, and leadership of the bid are reflective of the full diversity of Toronto.

9.2.2 Fully Utilize Toronto's Demographic Diversity

Toronto is one of the most diverse cities in the world, and Expo would need to build on this diversity in order to be successful, not only in bidding but also in staging a World Expo. Expo should be used as a “portal” to ethnic communities to enhance connections between the diverse city and the world’s fair.

In order to disperse the benefits throughout the City, the City itself must become part of the Expo. The notion of an Expo that is limited and staged only on the Expo site would not allow it to meet its full potential. There are many opportunities to include the diverse aspects of the City in the Expo event through cultural and educational programming and other off-site events.

9.2.3 Ensure Event Expenditure Does Not Shortchange Areas of Need

Many participants in this study recognized that the City is already under considerable financial pressure to meet current responsibilities. There was a significant cynicism that Expo would divert scarce resources away from under-funded, “high need” service areas. Expo must avoid, both in the bid process and the actual staging of the event, diverting resources from other much-needed service areas. Expo must ensure that tangible quality of life improvements and broad civic legacies are part of the planning, lead-up, and staging of the event.

9.2.4 Maximize Affordable Housing Opportunities

It is clear that one of the most significant social needs in the City is the improvement and expansion of the stock of affordable housing. Although an Expo has less of an opportunity to develop a substantial new stock of affordable housing than an Olympic Games, realistic expectations for Expo workers’ housing as a legacy to the event must be an objective of the Bid.

In addition, the City must be beware of upward pressure on housing costs in the vicinity of the Expo site and ensure that there would be no reduction in the amount of affordable housing.

9.2.5 Bid Process as Leverage

Another key element of the social strategy is that—whether or not Toronto wins the bid—the event could be used as a catalyst to enhance the urban fabric of the City. Improvements could be made in a range of social areas, transportation systems, infrastructure, and other cultural legacies.

In addition, since no previous candidate city for an Expo has developed a social development strategy at this stage of the pre-bid process, Toronto’s Expo 2015 experience should be closely monitored and recorded so that future bid cities can benefit from the knowledge and experience gained.

9.3 Conclusions

Given that this is the pre-bid phase of the process, it is forward looking that Expo has begun to examine the social implications of the bid and has prepared a framework for a social development strategy. During the bid phase of the process, this work must be expanded upon and specific social development principles should be adopted that will maximize the opportunity to have an Expo that reflects social inclusion.

10. DEVELOPING NATIONS STRATEGY

10.1 The Experience of Other Expos

At Expo '00 (Hannover), German federal and state governments provided a reported \$83 million for the support of exhibitors from an estimated 100 developing nations. Not all of this support was spent on national pavilions: \$37 million was provided to the developing nations to support their participation, and \$15 million was provided to assist developing nations in the preparation of their exhibits and the management of the Africa Hall in which 35 African nations were jointly represented. A feature of Expo '00 (Hannover) was the identification of some 3,000 specific development projects from around the globe of which 767 were selected for display in a Global Hall. Some of the funding identified above went to this effort.

According to reviews of Expo '00 (Hannover), of the total of 182 exhibitors (with representation from 155 countries, 17 international organizations and 10 non-official participants), 130 were from developing and "threshold"⁴ countries. Support for these countries consisted of:

- Provision of technical assistance in the development of national contributions and exhibits;
- Construction of temporary structures for some countries; and
- Support for the set-up of smaller exhibits from other countries.

Expo '00 (Hannover) called for the submission of projects, large and small, from around the world which supported the theme of *Man, Nature & Technology*. Invitations went to Non Governmental Organizations (NGOs) and to potential exhibitors to submit examples of projects proposed or underway which reflected the Expo '00 (Hannover) theme. An example of a proposed project was the Doi Tung Development Project in Thailand which works to eradicate opium supply, drug use, and rural poverty, and which promotes education, training, humanitarian activities, environmental conservation, agriculture, handicrafts, cultural preservation and tourism. Approximately 3,000 applications from agencies responsible for such projects were received. The Expo '00 (Hannover) Corporation chose 767 of these, of which 487 projects from 123 countries were selected and recognized by Expo '00 (Hannover). These projects were featured in a Global Hall and documented in a book that was published in 4 languages, giving broad recognition to the proponents.

⁴ Threshold countries are defined as newly emerging economies, including such nations as India, China, Brazil, Mexico and the countries of the former U.S.S.R. and Eastern Europe. Many of these are not included in our definition of developing nations.

At Expo '05 (Aichi), the organizers originally proposed an investment of US\$60 million in support of developing nations as exhibitors, but the final figure has been estimated at US\$80 million. The list of expenses⁵ covered by the organizers for developing nations included the following:

- expenses relating to the standard work of installation, both interior and exterior of the pavilions, as well as that relating to the presentations and the erection of exhibits in the pavilions;
- transport charges (economy class) and expenses for the stay in Japan of two full-time people working with the administration of the pavilion for the period of preparation and throughout the duration of Expo '05 (Aichi);
- expenses associated with the recruitment of a full-time host to work with the secretariat of the pavilion;
- the expenses of public relations activities in Japan;
- the costs of storage, transport, and customs clearance into Japan of the objects intended to be exhibited. Return transport costs to the country of origin were also covered, although this did not apply to products intended for commercial activities;
- expenses necessary to ensure the operation of the pavilion, including security, cleaning, public liability insurance and general operating costs for water, gas, electricity, etc.;
- expenses related to the disassembling and recycling of the pavilion at the conclusion of Expo '05 (Aichi); and,
- rental costs of the developing country exhibitors.

Of the 124 countries exhibiting at Expo '05 (Aichi), 62 were classified as developing nations requiring support, and it is clear that their participation was assured only by encouraging their participation in cooperative regional exhibits (e.g., Africa, Oceania, Central America) and through generous financial support. The regional single exhibit with the most number of countries represented was that for Africa (28 countries). The only African countries exhibiting on their own were Egypt and South Africa.

The organizers of Expo '10 (Shanghai) have announced an allocation of US\$100 million to developing nations to “cover the transport of personnel and exhibits and the design and construction of pavilions”⁶. In addition, the Expo '10 (Shanghai) Bid Book document notes that:

⁵ Document GL2-2-1 - Directives relatives à l'assistance financière accordée aux pays en voie de développement pour l'Exposition Internationale de 2005, Aichi, Japon, Mai 2004.

⁶ *People's Daily*, Beijing, PRC, September 6, 2002.

- “To help promote attendance from developing countries, the host country will offer preferential terms as regards pavilion availability, exhibit shipping and installation, dismantling, water and power supply, the installation and use of air conditioning and communications, as well as the provision of resources and service personnel.”
- “Extensive use will be made of IT in making people all around the world aware of the theme and giving them the opportunity to express their feelings and ideas about it. The Expo ‘10 website will include an interactive area dedicated especially to the theme thus promoting an international dialogue on the issues related to the theme.”
- “With an aim to extend and expand the influence of the Exposition on the development of better cities and the betterment of life after its conclusion, the Organizer will formulate a plan to set up a foundation to prolong the legacy of the Exposition. Attached to local academic institutions engaged in this field, the foundation will help establish a cooperation network of urban development studies”.

The organizers estimate that they will have more than 170 international country pavilions of which 60 will be built by exhibiting nations, and 75 will be built by the organizers and rented as stand-alone pavilions to exhibiting nations. As was the case with Expo ‘00 (Hannover) and Expo ‘05 (Aichi), organizers propose to provide 5 multi-participant pavilions structures for participation by nations on a regional basis, with 50 nations represented in these joint pavilions and qualifying for assistance from the organizers.

As an outcome of its review of the experience of other Expos, the consultant concludes that, in terms of support for developing nations at Expos, “the bar has been raised”, and that the Toronto 2015 World Expo must offer developing nations equal if not better incentives than the US\$80 million offered at Expo ‘05 (Aichi) and the US\$100 million offered at Expo ‘10 (Shanghai). Accordingly, the Toronto 2015 World Expo Corporation must budget for a meaningful amount of financial, technical and outreach support for developing nations.

10.2 Proposed Program and Assistance for Developing Nations

The consultant has identified a specific list of target countries to which would apply a program of special incentives to support their participation. Using the classification provided by the World Bank, the list comprises low income countries and severely indebted lower income countries for a total of 71 countries. Special reference is made to the common issues facing these countries, and to the fact that they and Canada share in the commitment to achieve the United Nations Millennium Development Goals by the year 2015, which coincides with the year of the Toronto 2015 World Expo.

In particular, the United Nations Millennium Development Goals can offer a reference point to be used by the Toronto 2015 World Expo Corporation in its effort to engage the interest of specific developing nations, and they can also serve as a focus for pre-Expo conferences and fora.

Sixty developing nations would be provided with support, and 33 pavilions would be constructed for their exhibits. Thirty (30) would be stand-alone pavilions for individual countries and three (3) would be shared pavilions for the participation of several countries in a common space.

For the 33 developing nations pavilions, the Toronto 2015 World Expo Corporation would provide support for elements of:

- construction cost;
- rent subsidies;
- shipping and exhibit mounting costs;
- staffing costs, including travel and salary costs of employees; and
- accommodation for exhibit staff.

The total and breakout of these costs would be provided in the Toronto 2015 World Expo Bid Book or another suitable vehicle.

10.3 International Business Centre

At Expo '67 (Montreal), an International Trade Centre was located on site. It comprised a Business Development Bureau and a special VIP club called the Expo Club, as well as several small dining salons, a library, conference rooms, a theatre for the projection of trade films, and the provision of interpreter and secretarial services. Records show that some 13,000 business people from all over the world visited the Centre. The Centre was located in a temporary pavilion of its own and was sponsored by the eight Canadian chartered banks. Within this one building, visiting business people were able to obtain the latest information about all aspects of the economy, and the most up-to-date financial and commercial records.

One feature of Expo '05 (Aichi) that was of great value to developing nations was the services offered by the International Business Access Centre (I-BAC). Although the services offered by the I-BAC were not exclusive to developing nations, it was especially welcome and well used, and helped in the arrangement of investment and trade seminars, in the test marketing of goods, and in other business services.

For the Toronto 2015 World Expo, the consultant proposes the construction of an International Business Centre which would offer VIP access to the Toronto 2015 World Expo for those visitors who seek to make specific business contacts while in Canada. Such a facility would provide special support to the visitor, making introductions and providing him/her with contacts in the Canadian business community for the mutual benefit of both the visitor and Canada.

Although not dedicated solely to business visitors from the developing world (at Expo '67 (Montreal) it was also the focal point for business promotion missions from several American states and international business organization) it is to be expected that an International Business Centre would be especially valuable to the developing nations in the promotion of trade and investment, and should be promoted as such a tool. The existence of the International Business Centre could also be used to promote economic and business interests outside the GTA and regions across the country.

10.4 The Potential Role of International Development and Aid Agencies

The consultant proposes a final suggestion that, at an early stage in the further development of the Bid, discussions should be held with major Canadian agencies active in international development and aid. The Canadian International Development Agency (CIDA) and the International Development Research Centre (IDRC) are especially significant in this respect. Additionally, the consultant stresses that it will be important to meet with major non-governmental aid organizations that can act as advocates for the developing nations being assisted.

11.0 CULTURAL AND EDUCATIONAL PROGRAM STRATEGY

11.1 Study Purpose

The purpose of the study was to develop a conceptual strategy for educational and cultural outreach for the Toronto 2015 World Expo. A key goal was to ensure a creative, fun, inspiring and memorable experience for Expo visitors. The strategy needed to be relevant to the theme and target markets as well as leveraging and building on local educational and cultural resources.

The consulting firm of OYE! Canada was retained to develop the cultural and educational program strategy. To develop the programming framework, websites, reports and other documents from international events were researched, most notably those from the 1967 and 1986 Canadian Expos, the '05 Expo in Aichi, Japan, and the plans and bid for the 2010 Winter Olympics in Vancouver.

In addition, 59 interviews were conducted with the following groups:

- programming executives with experience at similar events;
- members of provincial arts boards across Canada;
- members of arts associations representing cultural industries from the GTA, Ontario and Canada;
- leaders of cultural institutions, mostly in the GTA, offering educational programs;
- members of community cultural groups, locally and nationally;
- leaders and teachers in educational institutions; and
- leaders in institutions offering leading educational programming for school groups.

11.2 Importance of the Cultural Community

One of Toronto's greatest strengths as a candidate city for Expo 2015 is its capacity to create and offer world-class cultural and educational programming. Hosting a World Expo would present a unique opportunity to demonstrate the City's cultural and educational achievements and build on its creative capacity. In the words of Vicente Gonzalez Loscertales, Secretary-General of the BIE (Bureau of International Expositions):

“Expos are a showcase of cultural diversity and a platform of cross-cultural exchanges. They are a meeting place for the countries of the world and a showcase for the host country and participating countries alike.”

Toronto's arts, cultural, and heritage assets form essential components of its quality of life and economic prosperity. The economic impact of the cultural industries' contribution is significant. The arts produce about \$9 billion each year, create more than 190,000 jobs, and employ 14% of the City's workforce (*Culture Plan for the Creative City, City of Toronto, 2003*).

Toronto is the third-largest English-language theatre market in the world, each year drawing almost two million adults to its stage events. The Word on the Street book festival brings hundreds of thousands of visitors each year; Doors Open Toronto attracts 100,000 visitors in a single weekend to tour historic and architecturally significant buildings; and the world-renowned Toronto International Film Festival injects approximately \$70 million into the local economy.

With six major capital projects underway, totaling an investment of \$1 billion in public and private sector donations, Toronto is undergoing an unprecedented cultural renewal. When asked about the City's cultural renaissance, Pierre Theberge, Director of Ottawa's National Gallery, said, "What's going on in Toronto -- that's the event of the century." (Val Ross, "Billion Dollar Baby," *Globe and Mail*, April 15, 2006)

New or enhanced Toronto landmarks include the spectacular Daniel Libeskind crystal structure for the Royal Ontario Museum (ROM), Frank Gehry's transformation of the Art Gallery of Ontario (AGO), Will Alsop's imaginative building on stilts for the Ontario College of Art and Design (OCAD), and Jack Diamond's elegant design for the new opera house, the Four Seasons Centre. Already opened are the refurbished Roy Thomson Hall, the impressive new National Ballet School building, the rejuvenated Ontario Science Centre and a new home for Soulpepper Theatre in the historic, refurbished Distillery District. With an expanded Gardiner Museum, plans for a renovated Hummingbird Centre, a new tower for the Toronto International Film Festival, a refreshed Royal Conservatory of Music, and the Aga Khan Islamic Art and Heritage Museum all in the works, Toronto's cultural renaissance is an exciting reality. To celebrate and expand awareness of its vibrant culture, the city launched the 2006 Live With Culture program.

11.3 Programming for Expo 2015

Expo programming should be guided by a spirit of cooperation and partnership with the City's cultural and educational organizations. Some key guiding principles:

- make Expo a Toronto-wide experience by programming events at such varied venues as the Art Gallery of Ontario, the Royal Ontario Museum, the Ontario Science Centre, the Medical and Related Sciences Centre (MaRS), universities and colleges, Exhibition Place, and Ontario Place;
- incorporate existing festivals into Expo programming;

- integrate Expo programming with the rest of the City by encouraging visitors to experience Toronto's unique and culturally diverse neighbourhoods;
- develop a comprehensive strategy in the creation of program design; and
- incorporate plans for the annual Humanitas international urban festival to engage Toronto's diverse cultural community in the years leading up to the Toronto 2015 World Expo.

11.3.1 Cultural Programming

The proposed cultural program for Expo 2015 would comprise eight program channels described in Table 12 below.

Program Channels	Programming Examples
Opening/Closing Ceremonies	<ul style="list-style-type: none"> • Canada welcomes the world to Toronto Expo 2015 • Ceremonies to be held offsite at largest available venue • Participation of Canada's finest talents
World Cultural Program	<ul style="list-style-type: none"> • Performers/artists from other countries and collaborations among Canadian performers and international artists • internationally acclaimed artists and performers from the worlds of music, dance, theatre and visual arts
Canadian Cultural Program	<ul style="list-style-type: none"> • A showcase of Canada's finest artists and emerging talent from all artistic disciplines – dance, music, theatre, literary arts, media arts/film, visual arts, design and architecture • Cultural and entertainment pavilions, including a Canadian Design pavilion featuring the best in applied arts and design, such as industrial, fashion, architectural and interior design. • A Canadian literary program to include workshops, readings, storytelling and cartooning demonstrations • A media arts program of film, video and new media work by Canadian talents
International Program	<ul style="list-style-type: none"> • Other nations and cultures present programs built around the art and culture of their countries, regions and heritage
Fireworks Program	<ul style="list-style-type: none"> • An international competition with nightly fireworks displays
Symposia/Speaker Series	<ul style="list-style-type: none"> • A speakers' program, beginning with an advance conference, featuring international thinkers and scientific leaders
Special Days Program	<ul style="list-style-type: none"> • The National Days Program features one country a day, on the Expo site, hosting a cultural presentation or ceremony and dominating that day's events • The Special Days Program incorporates days for cultural groups not defined by nationality, such as International Pride Day, World Aboriginal Day, and disabled groups
Community Arts Program	<ul style="list-style-type: none"> • Performing opportunities for community arts practitioners, such as student groups, marching bands, dance and drama groups, and community choirs

Table 14: The Proposed Cultural Program Framework

11.3.2 Educational Programming

The proposed educational program would comprise five program channels described in Table 13 below.

Program Channels	Programming Examples
Elementary and Secondary School Curriculum Program	<ul style="list-style-type: none"> • Target key markets of Ontario, Quebec, other provinces, and such U.S. border states as Michigan, New York, Ohio and Pennsylvania • Develop Expo educational units at all grade levels that will count for academic credit • Solicit creative input from experts such as the ROM, AGO, and Ontario Science Centre • Encourage interactivity and youth participation • Invite schools to create Expo displays, exhibits and performances
Learning and Play Pavilions and Zones	<ul style="list-style-type: none"> • Include three play and learning pavilions: a playspace for kids up to age 12; a Youth Zone for ages 13 to 18; and a Science and Technology Pavilion for children of all ages • Encourage hands-on and participatory learning experiences for visitors wherever possible • Develop the play program in collaboration with universities and colleges
Post-Secondary Work Placement Programs	<ul style="list-style-type: none"> • Work with post-secondary institutions to develop internship opportunities for credit • Represent and demonstrate areas of study such as hospitality and culinary studies, construction, media arts and education
Self-Directed Educational Opportunities	<ul style="list-style-type: none"> • Incorporate self-guided walks and tours on the Expo site, as well as beyond, to allow visitors to learn more at their own pace about Expo highlights, theme pavilions, Toronto landmarks, and more
Internet-based Distance Learning Program	<ul style="list-style-type: none"> • Develop online tours, for children at two or three different learning levels and in both official languages, through the history of Expos and the development of Expo 2015 • Use the latest technology available in 2015 to include other website elements, such as a virtual visit, webcam of Expo sites, pages on the pavilions and participating countries, and streaming video of upcoming or recent performances • Create virtual collaborations between Expo visitors and the rest of the world • Complement the Expo educational programming

Table 15: The Proposed Educational Program Framework

11.4 On-site and Off-site Venues

Cultural and educational programming would take place both on and off the Expo site and be integrated with organizations and institutions across the City, taking advantage of and showcasing Toronto's state-of-the-art facilities.

The proposed channels described in section 14.3 assume the programming opportunities shown in Table 14 for onsite and offsite venues:

Type of Cultural Facility	Description
On-site Stand-Alone Venues	<ul style="list-style-type: none"> ▪ 500-seat enclosed theatre (permanent structure) ▪ bowl/amphitheatre-type venue for approx. 2000 people ▪ 5000-seat covered (not necessarily enclosed) venue ▪ open-air plaza covered stage, giant screen, and capacity for 10,000
Learning/Play Pavilions	<ul style="list-style-type: none"> ▪ A Canadian Design Pavilion ▪ A kids' play and interactive learning pavilion for ages 0-12 ▪ A youth pavilion for ages 13-18 ▪ A science/technology discovery pavilion
Other On-site Venues	<ul style="list-style-type: none"> ▪ Canada Pavilion ▪ Outdoor Venues ▪ Street Performers ▪ Cabarets and Dance Hall ▪ Themed Parades ▪ Broadcast Facility ▪ Public Art
Off-site Venues	<ul style="list-style-type: none"> ▪ Rogers Centre ▪ AGO ▪ ROM ▪ Four Seasons Centre ▪ MaRS ▪ Universities and Colleges ▪ Ontario Science Centre

Table 16: Toronto 2015 World Expo Cultural Opportunities and Venues

11.5 Neighbourhoods and Culture

Toronto is known as a city of neighbourhoods. They have been shaped and influenced by the immigrants' settlement patterns throughout the City's history and are a source of civic pride for its residents. The cultural, economic and civic contributions of Toronto's multicultural population are reflected in the many neighbourhood-based festivals and cultural events organized by local residents and community and business groups. The Taste of the Danforth, a delicious festival of Hellenic cuisine and culture, began in 1994 with 5,000 visitors. In 2005, it attracted one million people from Ontario, Quebec and the northeastern United States. Many other examples of successful local cultural events and attractions present an opportunity for Expo to showcase them to the world.

One of the guiding planning principles of the Toronto 2015 Expo should be to integrate Toronto's unique and culturally diverse neighbourhoods into the event programming in order to:

- make Expo a City-wide experience, not to compete with existing events but to partner with them as participants in the fair;
- link multicultural communities to their respective participating countries of origin in event programming to enhance international linkages; and
- showcase Toronto as an example to the world of diverse cultures thriving in one another's presence and living in peace and tolerance.

11.6 Pre-Expo Events

Hosting Expo would involve much more than the Expo experience itself. To make it truly beneficial to as many as possible, and to build excitement and momentum leading up to 2015, programming can begin as early as the submission of the bid to the BIE. Partnering with cultural festivals and events could offer co-marketing and promotional opportunities to build excitement and support for the Bid. A series of events such as the Humanitas Festival could take place not only in Toronto, but also across the province and the country.

Should Toronto win the right to host the 2015 World Expo, a number of pro-active measures could focus attention on and promote culture before the opening of the Expo to include:

- aligning Expo's cultural initiatives with those in the City's Culture Plan;
- expanding the City's cultural infrastructure;
- integrating diversity by capitalizing on the energetic and enthusiastic nature of the City's multicultural population;

- attracting and actively involving youth in Expo plans;
- developing a strong cultural program presence at other international events from '08 to '14, by showcasing Toronto at the Canada Pavilions at the '08 Spanish Expo in Zaragoza and the '10 Chinese Expo in Shanghai, as well as at the 2010 Vancouver Olympics;
- using British Columbia's "Legacies Now" program in 2009 and 2010 as a model to build cultural capacity in the areas of Arts and Culture, Volunteerism and Education/Literacy;
- in 2009 and 2010, with federal support, expanding the reach of cultural programming across Canada;
- developing national committees to select programming for Expo and collaborate on exhibitions and programs;
- seeking national "sneak peek" opportunities by touring cultural and educational projects prepared especially for Expo;
- Attracting leaders in various fields to hold and participate in theme conferences that highlight certain facets of Expo;
- by 2014, touring shows and exhibitions internationally through the embassy network to build awareness and excitement and invite the world to Toronto;
- inviting international cultural organizations to collaborate and participate in the World Cultural Festival; and
- linking culturally diverse communities with their countries of origin with the goal of promoting international participation and cooperation.

11.7 Cultural Legacies

Almost all stakeholders consulted reiterated the importance of both physical and programmatic legacies for Toronto as a result of hosting Expo 2015. Legacies cited would include:

- ***Humanitas*** - a permanent waterfront home for Humanitas, Toronto's new initiative to explore the story of Toronto and its contribution to Canada's international identity;
- ***World Museum of Aboriginal Art*** - a museum celebrating the cultural heritage of Canada's and the world's Aboriginal people;

- ***500 Seat Theatre*** - a new mid-sized theatre with 500 seats;
- ***Imagination Centre for Creative Cities*** - a facility where the City's most creative minds can converge to display, demonstrate and collaborate in an interactive and learning environment;
- ***Great Lakes Discovery Centre*** - a centre which will feature the natural evolution of the formation of the Great Lakes including information on the use of the lakes during periods of war/battles and any known shipwrecks;
- renovations and refurbishments to historic venues and buildings around Toronto used for cultural programming;
- public artworks commissioned and on display for Expo, providing increased exposure for artists;
- a new body of art, including plays, concerts, visual art, or dances commissioned and created specially for Expo with emphasis on Canadian artists;
- a capital fund for the arts and continued development of funding and grant programs; and
- a web-based repository of stories and learning, to facilitate ongoing exchanges and new friendships among Canadian and international students.

11.8 Conclusion and Next Steps

Expo 2015 would represent a major opportunity to showcase Toronto's excellence in culture, arts and education, collaborate with international organizations, and build awareness and appreciation of world diversity. Ongoing cultural and educational program planning resulting from the Expo bid would involve respected leaders from those communities. Creating an advisory committee of such stakeholders, both private and public from across Canada, would ensure programs that are creative, interactive, fun, relevant, inclusive and memorable.

12. SPONSORSHIP PROGRAM MARKETING STRATEGY

12.1 Study Purpose

The Sponsorship Program marketing strategy was undertaken by Wakeham Associates to develop a framework for a corporate/private sector sponsorship strategy to be implemented during the official bid phase of the Toronto 2015 World Expo project (June 2006 to February 2008). In addition, the strategy also examined a private-sector approach for the operational and legacy (post-Expo) phases, should the Bureau International des Expositions (BIE) award the 2015 World Expo to Toronto/Canada in February 2008.

The Sponsorship Program marketing strategy would seek to engage private sector entities, and identify opportunities that could be positioned and packaged to maximize revenue generation through both cash and in-kind donations. Sponsorships would support the international bid campaign required to successfully compete with other international cities vying for the right to host the 2015 World Expo. Sponsorships would also play a vital role during the operational and legacy phases in areas of new revenue streams, promotion, branding and ticket sales.

12.2 The Role of Sponsorship

Historically in Canada, the public, not-for-profit, and private sectors have collaborated to host major international events of significance, such as Expo '67 (Montreal), Expo '86 (Vancouver) and the 2010 Olympic Games (Vancouver). The sectors have also joined forces to bid on Expos '98 and 2000 (Toronto), the 2008 Olympic Games (Toronto), the 2010 Olympic Games (Vancouver), and the 2014 Commonwealth Games (Halifax).

The bid strategy for the Toronto 2015 World Expo would be publicly driven with strong support from the corporate/private sector. This approach engages valued expertise while also sharing the organizational, financial, and promotional requirements of the event. Expo 2015 would require collaboration between the various levels of government and the corporate/private sector throughout the entire project initiative, including the official bid phase (approximately two years), the operational phase (approximately seven to eight years following selection as host city), and the post-Expo legacy phase.

The operational phase of Expo 2015 would generate significant opportunities to sponsor physical assets (such as venues, pavilions, themes, and publications), educational and entertainment programs, and other customized platforms.

The legacy phase primarily would provide an opportunity to extend venue-naming rights for upwards of 15 years. In addition, legacy programs that are national or international in scope may go beyond the Expo itself.

The role of sponsorship would be to offset many of the hard and soft costs associated with each stage of the bid process, while at the same time creating national awareness, enthusiasm, and support across Canada for World Expo 2015.

The private sector would potentially meet several corporate objectives, such as “strategic philanthropy,” the enhancement of corporate brand awareness and public image, the generation of new business-to-business ventures, new product development, the development of mutually beneficial relationships with the public sector, and the augmentation of consumer loyalty. Orders of government alone cannot be expected to absorb all costs and risks; therefore, winning the bid and successfully implementing and operating Expo 2015 would require the engagement of both the corporate/private sector and volunteers.

12.3 Sponsorship Strategy: Official Bid Phase

The consultants benchmarked previous Expos (including Expo ‘86 in Vancouver and various Toronto bids), conducted interviews with corporate executives and utilized industry valuations to recommend a strategic direction that maximizes corporate/private sector sponsorship for the Toronto 2015 official bid phase. The corporate/private sector target revenue for the official bid phase, which includes in-kind sponsorships, was identified at a minimum of \$5 million.

The sponsorship strategy for the official bid phase involves two elements: sponsor solicitation and the campaign process.

12.3.1 Sponsor Solicitation

The World Expo 2015 sponsorship would be presented to corporate Canada as a “strategic philanthropic” opportunity allowing for “corporate goodwill.” However, there would not be any association with any charitable organization. Similar to the successful sponsorship approach led by businessman Jim Pattison for Expo ‘86, a bid champion(s) would co-ordinate a committee of senior executives who would, in turn, invite “peers” from corporations across the country to support Canada’s bid to host World Expo 2015. In addition, high-profile Canadian celebrities (such as Avril Lavigne, Dan Aykroyd, Shania Twain, Mike Myers, Bryan Adams, etc.) would be invited as ambassadors of the bid to make appearances at special events and provide testimonials.

12.3.2 Campaign Process

The official bid campaign that would build awareness, enthusiasm, and support among citizens and corporations across Canada. The campaign would commence in June 2006 and continue through to February 2008.

The goal would be to raise a minimum of \$5 million through donations and contributions as a philanthropic gift, without any exclusivity granted to any participating corporate entity. Participating sponsors would become part of the “Friends of Expo 2015” at one of three levels: Gold (\$150,000), Silver (\$100,000), or Bronze (\$50,000).

In total, 60 companies (10 Gold, 20 Silver, 30 Bronze) would be targeted over a 20-month period to become part of the Friends of Expo 2015. The companies that form part of the targeted list for the official bid phase would be largely Canadian business-to-consumer corporations operating in the domestic marketplace.

The Friends of Expo 2015, in addition to being recognized for their respective corporate goodwill, would receive a number of benefits. The benefits the Friends of Expo 2015 receive would depend upon their level of sponsorship:

The Gold Sponsorship Package for a \$150,000 contribution would include the following:

- corporate identification on signage and banners erected throughout the Toronto region supporting the bid process, on a rotational basis;
- logo inclusion in selected collateral material created in conjunction with the bid, such as brochures, site maps, posters, letterhead, and the Expo 2015 website;
- mention in a pre-determined number of television and radio advertisements on a rotational basis, created in conjunction with the bid;
- a hot-link from the Expo 2015 website to the corporation’s website;
- exclusive access to all Friends of Expo 2015 functions from 2006 through the presentation of Expo 2015;
- exclusive, on-site access to the executive-class business centre and lounge at Expo 2015;
- VIP season passes plus complimentary tickets to premiere entertainment programs; and
- profile at the Expo 2015 Welcome Centre, to be opened in 2014.

The Silver Sponsorship Package for a \$100,000 contribution would include the following:

- corporate identification on select signage and banners erected throughout the Toronto region supporting the bid process, on a rotational basis;

- mention in selected collateral material created in conjunction with the bid, such as brochures, site maps, posters, letterhead, and the Expo 2015 website; and
- exclusive access to all Friends of Expo 2015 functions throughout the bid process from 2006 through February 2008, involving other bid stakeholders, such as government representatives and other corporate entities for business-to-business enhancements.

The Bronze Sponsorship Package for a \$50,000 contribution would include the following:

- mention in selected collateral materials created in conjunction with the bid, such as brochures, site maps, posters, letterhead, and the Expo 2015 website; and
- exclusive access to all Friends of Expo 2015 functions throughout the bid process from 2006 through February 2008, involving other bid stakeholders, such as government representatives and other corporate entities for business-to-business enhancements.

12.4 Sponsorship Strategy: Operational and Legacy Phases

The operational and legacy phases would offer greater opportunities for corporate/private sector involvement than the bid phase would. There are more tangible benefits for sponsors in the operational and legacy phases, whereas the bid phase is more philanthropic in nature. The operational and legacy phases would only occur if the BIE awarded Expo 2015 to Toronto/Canada which would represent a true opportunity for potential sponsors on a number of platforms.

There are numerous examples of corporate/private sector involvement at recent World Expos. Past corporate/private sector involvement has included: Expo '86—General Motors, Kodak, IBM, RBC Financial, Coca Cola, Air Canada; Expo 2000—Carlsberg Beer, Deutsche Telecom, Daimler Chrysler; and Expo 2005—Toyota, to name only a few.

12.4.1 Sponsor Solicitation

In the operational and legacy phases, a matrix of benefits would allow for bundling and customizing that should prove attractive to corporations. Some of this customizing would include Expo 2015 physical assets (such as naming rights for legacy and non-legacy venues, enterprise pavilions, pavilion sponsorship, theme zones, and program sponsors), educational and entertainment programs, marketing programs, business-building initiatives, and other special programs. Sponsorships would be defined by three distinctive categories and allow for the participation of large corporations as well as medium and small businesses. The categories include:

- Premier—the top category would offer fully integrated alliances between corporations and Expo 2015;
- Proud Partner—would be attractive to medium-size firms who would be able to utilize the Expo logo on products and promotions, and act as a supplier to Expo of selected products and services; and
- Pride of Expo 2015—would be targeted towards small businesses and would offer them on-site small sponsorships, such as recognition planters and benches.

The post-Expo or legacy sponsorship opportunities would be primarily attributed to extended periods of time for naming rights of legacy venues. Typical contract terms are for 10 years; however, a suggested strategy would be to look at 15-year sponsorships and allow revenues to be captured during the operational phase of Expo 2015. In addition, unique post-Expo programming could also yield additional revenue streams that could be attractive for large, medium, and small businesses. At this stage, interest from the corporate/private sector would include corporate Canada; however, given Toronto's positioning in North America's large consumer and trade marketplace, global firms and organizations would be approached to participate in World Expo 2015.

12.5 Campaign Process

During both the bid and operational phases, a professional sponsorship marketing sales agency would work closely with Expo 2015. The sales team would develop target lists, sales materials, and presentations, and would host events/receptions as well as undertake legal and contract management and media/communications campaigns.

12.6 Sponsorship Restrictions

The Toronto 2015 World Expo would adhere to all Canadian laws on sponsorship and would solicit corporate sponsors that maintain high ethical standards, including hiring practices and human rights-related issues.

13. CORPORATE GOVERNANCE

13.1 Study Purpose

The World Expo Corporation is currently a subsidiary of the Toronto Economic Development Corporation (TEDCO). To facilitate the due diligence process, TEDCO matched a contribution from the Province of Ontario and provided \$1.0 million in funding plus office space. In addition, TEDCO staff assisted World Expo staff with the due diligence process.

While this structure was effective during the feasibility and due diligence phase of exploratory work the governance structure of the Expo Corporation needs to be re-engineered should Council elect to submit a formal bid for 2015 World Expo and the bid be successful.

Specifically, the Governance study examined the appropriate:

- corporate structure and organizational form, taking into account the need to be efficient and nimble in order to meet tight timelines, while also meeting the stakeholders' governance requirements, including the Bureau International des Exposition (BIE), governments, and private sponsors;
- governance relationship with key stakeholders, including governments, the private sector, the non-governmental sector and the institutional lending sector;
- composition of the board, its mandate and its committees, taking into account the needs of the many stakeholders of Expo would;
- options for the selection process for board members; and
- lessons learned from the governance of other World Expos and comparable events and the development of a list of critical success factors to assist in creating high quality corporate governance for a Toronto 2015 World Expo.

13.2 Methodology

The study comprised five areas of examination:

- the Bureau International des Exposition Convention and Protocols;
- corporate vehicle and governance best practice guidelines;
- Economic Feasibility Report for Phase I - Pre-Bid of the Toronto 2015 World Expo project;

- corporate governance structures for Expo '67, Expo '86, Expo '88, the Toronto Expo 2000 Toronto Bid; the 2008 Toronto Olympic Bid, and the Vancouver 2010 Olympic Bid; and
- interviews with major stakeholders in the World Expo.

13.3 Governance Structure for World Expositions

The BIE, the governing body for all World Expo initiatives, was created by a diplomatic international convention in 1928. The Convention sets out general conditions governing the organization of international exhibitions, the registration process for countries interested in hosting exhibitions and the obligations of organizers of registered exhibitions in participating nations.

In Toronto's case, the BIE Convention requires that the Government of Canada, as the signatory to the Convention, be ultimately responsible for undertaking the legal, financial and other measures necessary to ensure the success and prestige of an exhibition. Specific registration requirements would include confirmation of the Government of Canada of the legislative and financial measures supporting the proposed bid and the legal status of the future exposition organizer.

The federal government exercises its authority and control through a Commissioner General of the World Exposition, who reports through a Federal minister. The Commissioner General is responsible for:

- ensuring that commitments taken vis-à-vis the participants are honoured;
- ensuring that the provisions of general regulations and special regulations are carried out; and
- exercising powers over the exhibition, including the authority to suspend or stop any activities that can negatively affect the Expo.

The Commissioner General also has responsibilities to the BIE, such as:

- informing the BIE of decisions taken by governments regarding their participation;
- keeping the BIE fully informed of all developments and progress relating to the preparation of the exhibition;
- ensuring that the use of the BIE flag complies with regulations laid down by the BIE;
- welcoming delegates sent by the BIE on official missions to the exhibition; and

- communicating to the BIE the legislative, statutory or other text adopted by the organizing state and local public authorities in order to facilitate the participation of foreign states and ensuring the success of the exhibition.

First, as a result of the above Convention requirements, the Government of Canada will take a much more active role in the planning of a World Expo during the critical bid phase. While it will assume this role in close consultation with other stakeholders, including the City of Toronto, Ottawa's effectiveness would require amendments to the governing structure of the current Expo Corporation, which is a subsidiary of a municipal corporation with no Federal or Provincial representation at the Board level.

There is a second issue necessitating a governance change. During the World Expo bid phase the primary function of the Corporation is to develop support from BIE delegates for the proposed bid, and to win the bid. This phase is similar to conducting a marketing campaign, with less emphasis on the technical components of hosting international exhibitions. The organizational competencies and functions of World Expo Corporations during this phase of planning are unique.

With respect to developing international support for a bid, it is more appropriate that these activities be carried out by arms-length bodies that are outside the traditional structures of municipal governments and agencies, provided they have a clear understanding of public sector process.

Third, by convention the BIE requires that the Corporation carrying out the World Expo operate as an independent corporation. Not only does this allow the corporation to focus on its core business of producing Expo and opening on time, but it shields the stakeholders, particularly the National Government, from liability.

Fourth, the governance of the World Expo Corporation needs to evolve in order to reflect the contributions of its various government partners. In Canada the loan guarantee required to support a World Expo, which is a pre-condition for bidding on and hosting a World Expo is held by an order of Government, generally the Province where the Expo is held. This guarantee is likely to be worth a large sum of money, at least hundreds of millions of dollars. As a result, the guarantor has a right to participate in the governance to help ensure prudent financial management.

Fifth, the needs of the host city must be accounted for. Their role as host is to assist the effective execution of the World Expo through the provision of services such as public transit. It therefore is also integral to the implementation of the World Expo. In addition, in the case of a Toronto 2015 World Expo, the Municipality is the primary land owner.

Finally, the private sector, which invests significant sums of money in capital to build corporate pavilions, operate the pavilions, or participate in corporate sponsorship, need to ensure that the Expo Corporation is accountable. Therefore, they too should have a role in corporate governance.

13.4 Governance Principles

A good governance model for a World Expo will account for the legitimate interests of all the stakeholders. The principles listed below attempt to frame what kinds of interests need to be taken into account in the governance model for a World Expo Corporation.

The governance structure must:

- be nimble and fluid, capable of making timely decisions that permit the Expo, a major capital project, to be effectively managed and delivered on time;
- attract Board members according to their skill and expertise as it applies to both developing and implementing a bid; and achieve the highest standard of Board members who are recognized leaders in Canada and internationally;
- not to duplicate existing institutions and understand how to partner effectively with the public and private sector;
- be capable of sound financial management and financial risk mitigation;
- be autonomous from the political actions of the governments who are stakeholders;
- be oriented towards consensus and actual results with a consistent focus on achieving an excellent World Expo;
- be transparent so that taxpayers feel that the public money invested is being well spent;
- liaise effectively with officials of other organizations involved in revitalizing the Port Lands;
- be designed to ensure that the participation in the Expo Corporation, including Board representation, aligns with the risk and reward assigned to each stakeholder in the project;
- permit the governance structure to evolve on a continuum rather than be dismantled and built afresh between the bid phase and implementation phase;

- allow for participation on the Board by diverse communities with the skills required to govern;
- allow for the Commissioner General to play an effective role with the Board, but also distinguish the role of Commissioner General and senior executives of the World Expo Corporation who are responsible for day to day management;
- attract Board members and staff who are passionate about World Expos and committed to delivering the best World Expo to date, on time and on budget; and
- attract Board members and staff with high ethical standards and moral principles.

13.5 Corporate Status and Structure

It is recommended that the Toronto 2015 World Expo Corporation be established as a non-profit non-share corporation under the Corporations Act (Ontario). Under this act, the following basic corporate principles apply to these types of corporations:

- limited liability protection is afforded to the directors and members;
- directors can be elected by the members at an annual general meeting or special meeting of the corporation or hold office by virtue of their office - e.g. "ex-officio";
- there must be a fixed number of directors; and
- members can be admitted by resolution of the board or they can also be members by virtue of their office;
- directors are responsible for the governance and management of the corporation;
- members elect directors, approve and appoint the auditors and approve certain identified fundamental decisions by special resolution (e.g. sale of all or substantially all of the assets of the corporation, change in the number of directors, change of name, amalgamation and dissolution);
- the corporation's by-law can specifically grant members the corporate authority to remove non-performing directors; and
- the corporation cannot be carried on for gain of its directors or members.

The primary benefits of incorporating under the Corporations Act (Ontario) are the following:

- the incorporation process is straightforward and quick;
- limited liability for the directors and members; and
- the corporation will have the capacity of a natural person (section 214).

A crown corporation incorporated by provincial statute may have been a better vehicle as the corporation could have been assigned special powers, such as those granted to the Expo 86 corporation. However, the time constraints relating to the BIE bid timelines prevent this option from being a practical one. On the other hand, if the bid is successful, the province can consider granting the corporation special provisions under various provincial statutes (environmental, building code, others), in order to facilitate the Corporation's ability to complete the required work in a timely and cost-effective manner.

In the event that the stakeholders wish to limit the powers of the World Expo Corporation, they can do so in its letters patent.

The directors of the Corporation are responsible for the governance and management of the Corporation pursuant to Section 283. The Corporations Act, Ontario does not contain the standard of care duty typically contained in corporate law statutes and it is recommended that the following provisions from the Business Corporations Act, Ontario be specifically set out in the Expo Corporation by-law:

“134(1) Every director and officer of a corporation in exercising his or her powers and discharging his or her duties shall:

- (a) act honestly and in good faith with a view to the best interests of the corporation; and
- (b) exercise the care, diligence and skill that a reasonably prudent person would exercise in comparable circumstances.”

The consultant advises that adopting the duty of loyalty in the World Expo Corporation by-law raises the issue of the responsibilities of having elected officials on the board, particularly city councillors whose code of conduct is in possible conflict:

The City of Toronto's Code of Conduct specifies that council members serving as directors “balance their role as custodian of city tax dollars and representative of city policies with fiduciary duties” and “provide an essential link between the body and Council such that Council positions can be conveyed to the body and vice versa.”

As a result, the consultant recommends that careful thought should be given to whether elected official should sit on the Board of Directors for the Expo Corporation. Similarly, government officials whose governments are participating in the Corporation could face the same potential conflict of interest. They may be put in difficult positions of Conflict of Interest and may incur possible liability if they do not disclose pertinent information to either the government or the Board of the World Expo Corporation. It requires them to be additionally sensitive to such matters.

City practices and current precedents, such as TEDCO, TWRC, Toronto Hydro and other agencies have successfully operated with a minority of councillors on the board. The potential for conflict of interest can be lessened by a strong Conflict of Interest Policy and Code of Conduct. Based on this, it is recommended that the model whereby limiting politicians to a minority position on the board could be adopted

13.6 Evolution of the Toronto 2015 World Expo Corporation

Currently the Toronto 2015 World Expo Corporation is a subsidiary of the Toronto Economic Development Corporation. The Toronto 2015 World Expo Corporation was established to facilitate the due diligence process that resulted in this report. Should City Council endorse a bid, a new independent Corporation will be formed as a successor Corporation to bid for the World Expo and the old Corporation which undertook the due diligence would be wound down. If the bid is successful, the bid phase Corporation formed would be modified to fit the tasks of implementing an Expo. The BIE has advised the 2015 World Expo Corporation that transitioning from a bid to implementing Corporation can be difficult. As a result the model proposed is to simply transition the Toronto 2015 World Expo Corporation between bid and implementation phases without creating a new successor Corporation for the implementation stage.

13.7 Nomination Process

There are at least three ways to structure a nomination process for the Board. They include:

- Option A - City Council, the province and the federal government would agree that the nomination process will be similar to that set out in the TWRC Act whereby each stakeholder appoints an agreed upon number of directors to the board. The appointments would occur within an agreed to skills matrix.
- Option B - a Nominations Committee could be responsible for identifying members and recommending them for election by the member(s) of the World Expo Corporation. The Nominations Committee would comprise three people who would be selected respectively by the Mayor, Premier and Prime Minister.

Under Options B, the Nominations Committee, based on an objective matrix, would identify an agreed upon number of candidates that would be vetted by the three stakeholders. The three stakeholders would review the names for the purpose of identifying candidates that are not acceptable and would rank the balance.

- Option C - the same process as identified above, except that the Nominations Committee would not be required to have the candidates vetted by the stakeholders, the theory being that the Expo Corporation's ability to attract persons of the profile we are contemplating may be prejudiced if the candidates are required to go through an approval process.

The approach provided in Option A is recommended. It ensures equal representation to each of the stakeholders in a manner that reflects their particular interests in delivering a successful World Expo.

13.8 Board Chair

Since the City is the principal landowner and host of the Expo it has significant stake and should have a say in choosing the Chair. Likewise, the Province of Ontario may be the principal guarantor. The Government of Canada is responsible for leading the bid and ensuring that World Expo is implemented effectively. Therefore, the model used for the Waterfront Revitalization Corporation, where the stakeholders choose the Chair by consensus between stakeholders should be used. Regardless of which method is employed, the Chair should be required to meet a skills matrix agreed to between the stakeholders

13.9 Board Composition

The Board should comprise 15 voting Directors plus the Chair. The Prime Minister, the Premier, and the Mayor would nominate or appoint 5 members. The Chair would be appointed through consensus between the Prime Minister, the Premier, and the Mayor. The Commissioner General would be a member of the Board. The Board members would be selected using an agreed to skills matrix.

It is suggested that the board members terms of office should have some flexibility to allow the board members to be transitioned as the World Expo Corporation migrates from the bid phase, to construction, operation and winds down for the purposes of continuity. However, it is necessary to have moderate turnover on the Board. This is especially important when the types of decisions they make change. For example, during the bid phase the Board will primarily be concerned about tactics and strategies of winning the bid. During implementation the Board will need skills around understanding matters such as capital

investment, financial management and project management. Each requires a different skill set to be an effective Board member.

13.10 Board Members

The members of the Expo Corporation could have, pursuant to their by-law, the ability to remove non-performing directors. As such, the member(s) should have ultimate control over the board in the event the Expo Corporation fails to meet pre-identified performance objectives. In the event a non-performing director is removed, the agreed upon nomination process shall be followed.

13.11 Board of Directors

The role of the Board of Directors is to act as the formal decision making body of the Toronto 2015 World Expo Corporation. With this privilege come all the typical roles, responsibilities and fiduciary duties of being a Board member. The Board members will be subject to the corporate governance policies of the Corporation and would be required to work in the best interests of the Corporation. In the implementation phase, where significant amounts of funds need to be managed in a prudent way and there is a firm deadline for opening the World Expo, the responsibility and fiduciary duties of Board members will be significant.

13.12 Board of Governors

The Board of Directors should establish a Board of Governors which allows interested persons of international status and influence to champion or assist the World Expo Corporation's bid. Their role will be to win votes using their own interpersonal skills and their extensive network of international contacts. These people will meet the board's matrix requirements but may not have the time or desire to take on the commitment of being a board member. They should however be more than willing to assist and champion the bid and, if successful, assist the 2015 Toronto Expo on a more limited or task specific basis. A Chair and Co-Chair for the Board of Governors could be selected by the stakeholders.

13.13 Community Advisory Committee

The Board of Directors should strike a Community Advisory Committee which is comprised of community and business leaders in our community who wish to assist and champion the bid. The participation should be inclusive and be citizen based. The Community Advisory Committee would be available to help promote the bid locally and regionally, assist the World Expo Corporation in hosting BIE delegates and getting the city, province and country to support the Expo bid. A Chair and Co-Chair for the Community Advisory Committee could be selected by the stakeholders.

13.14 Executive Committee

The Board of Directors should establish an Executive Committee comprising at least the Chair, the Commissioner General, as an ex-officio, and four members. This allows for rapid decision making when it is impossible to convene the Board quickly. The Corporation's By-laws would have to set limits to the Executive Committee's decision making abilities, including signing authority, so it does not infringe on the Board's role. The Executive Committee's role will change over time as the Expo Corporation moves from one phase to the next (e.g. from bid to construction to operating to windup).

13.15 Risk Management Committee

Risk management is key to successful financial management of a bid. A Risk Management Committee of the Board would help identify, assess and provide guidance to management on risk mitigation. In the bid phase this committee would also help formulate tactics and strategy. Any variances from expected performance, with the reasons for the variances set out together with recommendations to address the variances would also be considered by the Committee.

13.16 Audit Committee

The Ontario Coalition for Good Governance's recommendation that Audit Committees "comply fully with the enacted and emerging regulatory standards and has no further standards to propose" and accordingly, recommend that the Ontario Securities Commission's recommended terms of reference for an audit committee - Multilateral Instrument 52-110 - Audit Committee be adopted with whatever modifications that may be required to comply with the stakeholders' legislative audit requirements.

13.17 Expo Reference Committee

In order to secure advice during consideration of Expo-related issues, initiatives and developments it is recommended that City Council create an Expo 2015 Reference Group comprising Councillors. The group, among other things, would hear the perspectives of City divisions, Agencies, Boards and Commissions and the general public on the impact of Expo 2015 on advancing City priorities during the bid phase. The group would also update Councilors, be local champions for the bid, and create a Charter for the World Expo, in consultation with the Toronto 2015 World Expo Corporation. In this way an independent World Expo Corporation would still have a liaison relationship with the City Government.

13.18 Bid Phase Governance Structure

During the bid phase, the Toronto 2015 World Expo Corporation would be structured towards winning the bid. Its main activities would be domestic outreach, international outreach, project management, finance, and sponsorship.

Its Board of Directors would be included with a Board of Governors, and Citizen Advisory Committee. The Board of Directors would have an Audit Committee and a Risk Management and Strategy Committee.

Corporate Sponsors will also play a role in the success of the bid and will be expected to promote the bid. Their entry point into the Toronto 2015 World Expo Corporation will be through the functional area responsible for Sponsorship and the General Manager and they will have no relationship to the Board. In the Bid phase the corporate sponsorship will be philanthropic and a relatively small amount (up to \$150,000 in total) with no expectation of gain or return by the sponsor.

It is estimated that staffing needs of the Toronto 2015 World Expo Corporation during the Bid phase will be 25 to 30 people, and that a mix of public sector staff and private sector staff will be retained based on a competitive process, tailored to the appropriate skills that are needed. The hiring will occur once it is clearer if the Government of Canada is going to submit a bid for Expo 2015.

13.19 Implementation Phase in 2008

Should Toronto win the right to host the 2015 World Expo, it will be necessary to transform the Toronto 2015 World Expo Corporation from a bidding Corporation to one focused on constructing and operating the World Expo. While the bid phase Corporation would remain, it would be modified. At that point both governance and organizational change would be required and the size of the organization will grow incrementally from 25 to 30 staff to a staff of 800 to 1,000 at its peak when the World Expo is operating, with a wind-down phase after the Expo is completed.

During the implementation phase the same governance structure for the Board of Directors and their committees would remain with two at least exceptions. The Board of Directors would require a much more rigorous risk management function and replace the Risk Management and Strategy Committee of the bid phase corporation. Also, there would be some other committees related to implementation such as planning, and construction.

The Board of Governors and the Citizen Advisory Committee Committees could remain intact and act as promoters and marketers of the World Expo.

The skill sets required by the Board of Directors will shift in the second phase and will require a Board more focused on implementation matters rather than winning the Bid. This will necessitate some turnover in the Board based on a revised skill set matrix and new Board Members will have to be recruited. In any event, term limits generally would necessitate some turnover.

The functional aspects of the organization will also change in the implementation phase.

13.20 Corporate Governance and Risk Management

Risk mitigation is crucial for the control of known, significant risk factors for a 2015 Toronto World Expo. As discussed in Section 4 of this report, the key financial risk factor identified for World Expo is cost overruns on capital expenditure and, to a lesser extent, the risk of financial support for International pavilions.

In order to ensure that mitigating financial risk is “top of mind” a corporate and governance culture needs to be created at the World Expo Corporation. The Mission Statement for the World Expo Corporation needs to imbue the importance of effectively managing public money, maximizing economies and using resources wisely. Effective and transparent financial controls must also be developed, implemented and communicated to all levels of the World Expo Corporation, with training support provided where needed. This will require establishing spending and decision making limits and parameters, developing and implementing fair and transparent procurement processes and employing effective communications initiatives. This will allow the Expo Corporation to establish and apply objectives related to identifying and mitigating risk, as well as performance measures to determine the effectiveness of risk management practices.

The Board of Directors also needs to have a risk aware culture. This can be developed in several ways. First, orientation as a Board member by senior staff and third party financial and legal advisors will help board members become familiar with the risk aware culture of the organization. Also, the presence of a Risk Management Committee of the Board will help promote awareness of risk and make corporate decisions around it in a structured and disciplined way.

Performance reviews and compensation of staff and Board members can be, in part, based on how well they identify and cope with risk mitigation.

There are many ways to help reduce and mitigate risk. These include:

- commitment to integrity and ethical values and adherence to a Corporate Code of Conduct;
- clear assignment of authority, and delegation thereof Signing Authority and Delegation Policy;
- proper cash flow monitoring;
- sound procurement policy and procedures;
- proper procurement and contract management;
- commitment to skills, knowledge and competence;
- implementation of anti-fraud program;
- adopting an organization structure that promotes transparent information and communication flow; and
- management oversight and establishment of board sub-committees such as governance, compensation and internal audit

In the end, a sound governance framework sets the foundation for an effective Financial Risk Management Framework for a Toronto 2015 World Expo Corporation.

13.21 TWRC, TEDCO and the Toronto 2015 World Expo Corporation

At its January 2006 meeting City Council adopted a Memorandum of Understanding between the City, TEDCO and TWRC regarding the redevelopment of the Port Lands and East Bayfront. The agreement has now been signed by the affected parties. Its purpose is to clarify the respective roles of the agencies involved in Port Lands revitalization. Generally, TWRC is the Revitalization Lead and Planner for the Port Lands.

TEDCO is the City's general redevelopment entity (urban or economic development corporation). Under the Memorandum of Understanding TEDCO maintains its role as an asset and property manager of the properties it owns in the Port Lands until those lands are required for revitalization purposes. The City's Waterfront Secretariat currently acts as an intermediary between these parties when disputes arise and helps integrate involvement in waterfront revitalization by the City's various divisions, agencies, boards, commissions and corporations, and undertakes negotiations with government partners on funding and other tri-government initiatives.

13.22 Next Steps

If the Government of Canada agrees to submit a formal Bid by November this year, the transition to implement the Toronto 2015 World Expo Corporation into a bona fide Bidding Corporation will have to be made quickly. The Province of Ontario is being requested to establish the new bid phase Corporation and ultimately the timing will be determined by them. Although the Toronto 2015 World Expo Corporation would be a Non-Profit Corporation under the Ontario Corporations Act, with its own Board of Directors, it would report back to the City quarterly on the bid activities and receive advice.

The staff of the 2015 World Expo Corporation would undertake to administer the Board selection process and the establishment of the organizational structure and additional staffing required for the Corporation. The process for reporting back to City Council quarterly on the bid activities will also be formalized.

14. ISLAND AIRPORT VISIONING CHARETTE

14.1 Purpose

In April 2005, City Council directed that, as part of an exploration into the feasibility of Toronto's Expo bid, the Toronto 2015 World Expo Corporation would conduct a visioning charette.

The three-day event, held April 20th to 22nd, brought together residents and representatives with design professionals and academics, both local and international, to generate a series of visions for the future use of the Toronto Island Airport site, regardless of the outcome of a World Expo Bid.

14.2 Process

A team experienced in public consultation and urban design was retained to organize and facilitate the Island Airport Visioning Charette. Concurrent with the planning and organization phase and in cooperation with TEDCO and the Toronto 2015 World Expo Corporation staff, the team engaged stakeholders and community representatives in a series of consultations. The meetings introduced, refined and solicited participation in the charette, which included five distinct elements.

- briefing and site tour
- public workshop
- breakout session I
- breakout session II
- public open house

The detailed charette program and activities were framed around the five elements as shown below in Table 15.

Day	Activity	Description
Day 1	Briefing & Site Tour	<ul style="list-style-type: none"> ▪ Background briefing session for the charette staff and international design professionals ▪ Site tour of Toronto Island Airport ▪ Walking tour of Toronto waterfront and downtown core
	Public Workshop	<ul style="list-style-type: none"> ▪ Public workshop for the general public at Metro Hall ▪ Briefing for attendees on the charette process, objectives and schedule of events ▪ Discussion with community and design professionals to generate guiding principles for the charette
Day 2	Breakout Session 1	<ul style="list-style-type: none"> ▪ Presentations by community

Day	Activity	Description
		<p>representatives to give background on the site</p> <ul style="list-style-type: none"> ▪ Presentation by international design professionals of their unconstrained visions for future uses of the site ▪ Participants broken into small working groups ▪ Working groups and facilitators generate and refine design concepts for future uses of the site
Day 3	Breakout Session 2	<ul style="list-style-type: none"> ▪ Working groups continue to refine design concepts ▪ Design concepts translated to visual images
	Public Open House	<ul style="list-style-type: none"> ▪ Opening remarks by Mayor David Miller ▪ Groups formally present their visions to the general public ▪ General public comment on and discussion of the individual designs

Table 15 : Island Visioning Charette Program

14.3 Participants

The participation of a diverse cross-section of community groups, residents, design professionals and academics represents a critical success factor for the charette.

Participants included:

- residents and community representatives from the waterfront, Toronto Islands and the City of Toronto;
- local design professionals;
- non-local design professionals included Dominic Papa of S333, Amsterdam; Michael Rojkind of Rojkind Arquitectos, Mexico City; and Michael Gordon, Planning Department, City of Vancouver;
- academics and students from York University, the University of Toronto and Ryerson University; and
- City of Toronto urban design staff.

Levels of participation varied throughout the course of the three-day event as shown below in Table 16.

Day	Activity	Participation
Day 1	Briefing & Site Tour	<ul style="list-style-type: none"> International design professionals and charrette staff Site tour of the Toronto Island Airport organized by the Toronto Port Authority
	Public Workshop	<ul style="list-style-type: none"> Approximately 35 attendees, with significant representation from waterfront and Toronto Island communities Representation from some 15 community groups and organizations, including: <ul style="list-style-type: none"> Bathurst Quay Neighbourhood Association West Don Lands Committee Toronto Port Authority Waterfront Action Community Air City of Toronto Toronto Island Residents Participants working in groups with facilitators and international design professionals to generate a series of principles to guide the charrette outcomes and designs
Day 2	Breakout Session 1	<ul style="list-style-type: none"> Participation limited to 55 (including facilitators and charrette staff) to enable maximum productivity among groups Representation from a cross-section of stakeholder interest 5 working groups of 6 to 8 each, generating and refining design concepts
Day 3	Breakout Session 2	<ul style="list-style-type: none"> Working groups expanded to include additional community representation Working groups (5 groups of 8 to 12)
	Public Open House	<ul style="list-style-type: none"> Mayor David Miller launched the event Approximately 90 individuals, including members of the public, charrette staff and participants Working groups formally presented their design concepts Public invited to view, comment and discuss the final visions with each team

Table 16: Activities and Participation

14.4 Future Visions Developed for the Toronto Island Airport

The public workshop on Day 1 focused on generating principles that would inform and guide the design charrette. The principles, representing the broad subjects and central ideas outlined by the workshops, are grouped according to three themes – Meaning, Linkage and Use – explained in more detail in Table 17 below.

Principle	Sub-Theme
1. Meaning	<ul style="list-style-type: none"> ▪ Respect First Nations heritage ▪ Consider geological, airport, marine, and environmental heritage ▪ Reinforce Toronto and Canadian values, including diversity and peace ▪ Be innovative and unconstrained by traditional planning ideas ▪ Promote iconic design that defines the site and the City
2. Linkages	<ul style="list-style-type: none"> ▪ Connections to the transit network should be created ▪ Access to the mainland should be through boat or ferry service (no fixed link) ▪ Appeal to broad interests and generations ▪ Limit personal motorized vehicles ▪ Link to the larger network of trails and open spaces in the city
3. Use	<ul style="list-style-type: none"> ▪ Host year-round uses ▪ Consider passive and active uses ▪ Design with children in mind ▪ Explore opportunities for recreation, creativity and learning on the island ▪ Be a model of sustainable development

Table 17: Island Visioning Charette Principles

Using the planning principles as a guide, the charrette generated five design concepts or visions. Each concept shares themes but offers a distinct vision for the future use of the Toronto Island Airport site. Working groups developed the visions to be presented at the Public Open House on Day 3.

14.4.1 Vision 1 - Evoscape

Figure 9 below illustrates the vision for the Evoscape vision for the Toronto Island Airport site and includes:

- acknowledging that the site will take many years to develop and should be developed in phases;
- maintaining existing runways and using them as a base for buildings and roads;
- promoting self-sustainability through the re-use of excavated on-site fill;

- creating a pattern of development that includes dunes made from the excavated fill, the creation of green spaces and urban links as transitions from the city to the park;
- developing a city in the park;
- using a bent street grid;
- using an iconic building at the eastern edge of the Toronto Island as a catalyst for development;
- creating the potential for special places, green spaces and an experimental green zone showcasing greening and self-sustainability; and
- creating on-site energy to contribute to the electrical power grid.



Figure 9: Evoscape Vision

14.4.2 Vision 2 - Earthscape

As shown in Figure 10, the innovative Earthscape vision for the Toronto Island Airport site includes:

- integration of the site into the city;
- maintenance of the hard edge at the northern boundary of Toronto Island;
- re-use of existing airport buildings, as shown in Figure 11, for market space area like St. Lawrence Market/Granville Island;
- development focused on an east-west orientation;
- creation of new topographies on the Island where the landscape ramps up on the north and south sides of an east-west runway;
- re-use of the east-west runway to form a central axis where the landscape comes down to the meet the ground in an artificial valley as shown in Figure 12;
- site division into inhabited, recreational and retail zones;
- on the hard-edged, northern boundary of the site, buildings such as covered piers bridged onto the water; and
- development of an iconic building overlooking the Toronto skyline from the eastern point of the island.



Figure 10: Earthscape Vision

The Earthscape vision offers a future use of the Toronto Island Airport site that embraces green principles of extended parkland and sustainability.

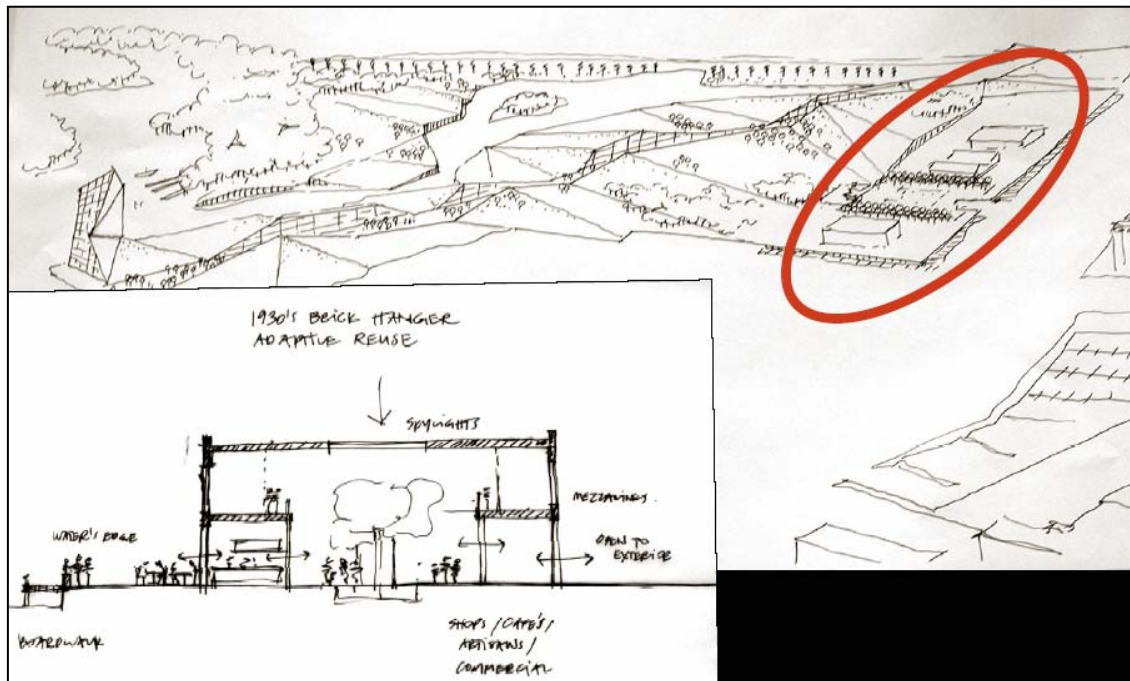


Figure 11: Re-use of the Toronto Island Airport Buildings

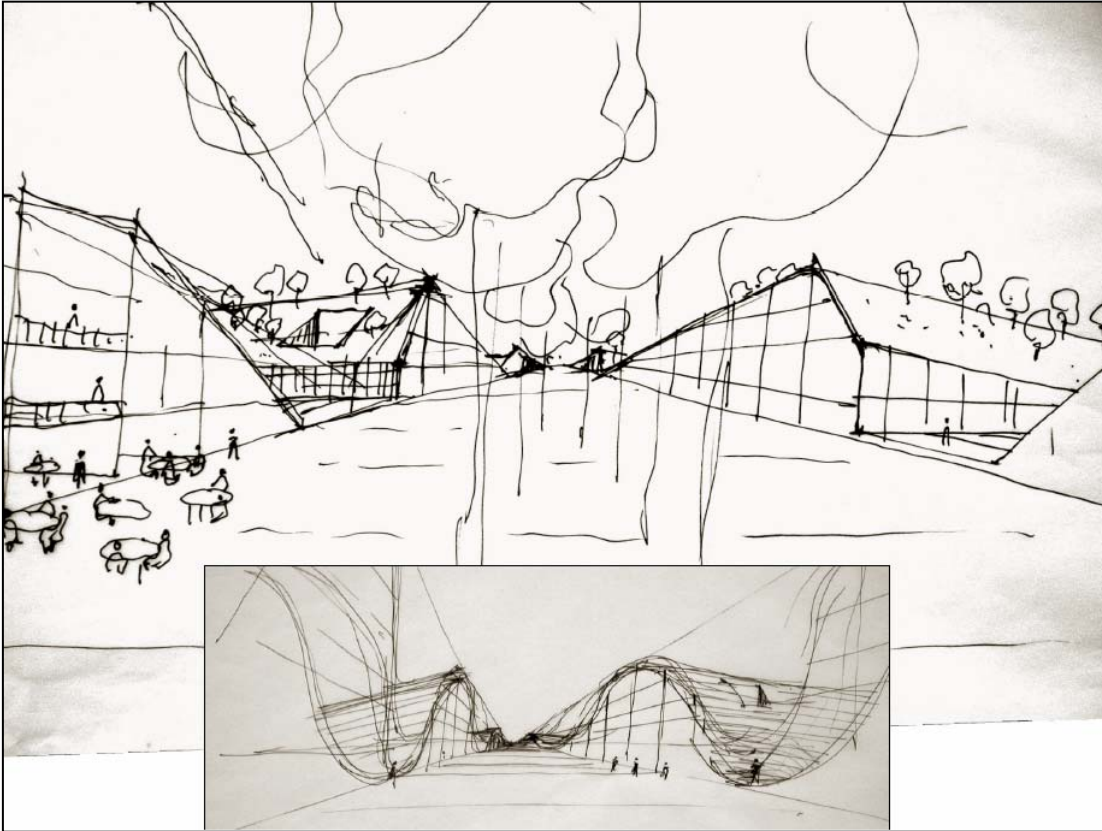


Figure 12: Re-use of the east-west runway as the central axis

14.4.3 Vision 3 - Village in a Park

The Village in the Park vision for the Toronto Island Airport is shown in Figure 13 below and includes:

- an urban core or "eco-town" that is completely sustainable and includes newly formed canals and residences;
- a cultural precinct on the Toronto Islands that will act as the new eco-learning centre for Toronto;
- re-use of the existing runway infrastructure as well as the new in-between green spaces;
- an iconic building on the eastern tip of Toronto Island to house a major facility such as a new museum; and
- use of the debris from deconstructed runways to form a new landscape as an organizing principle of the site itself.



Figure 14: The Mixed-Use Community and Ferry Service Connections

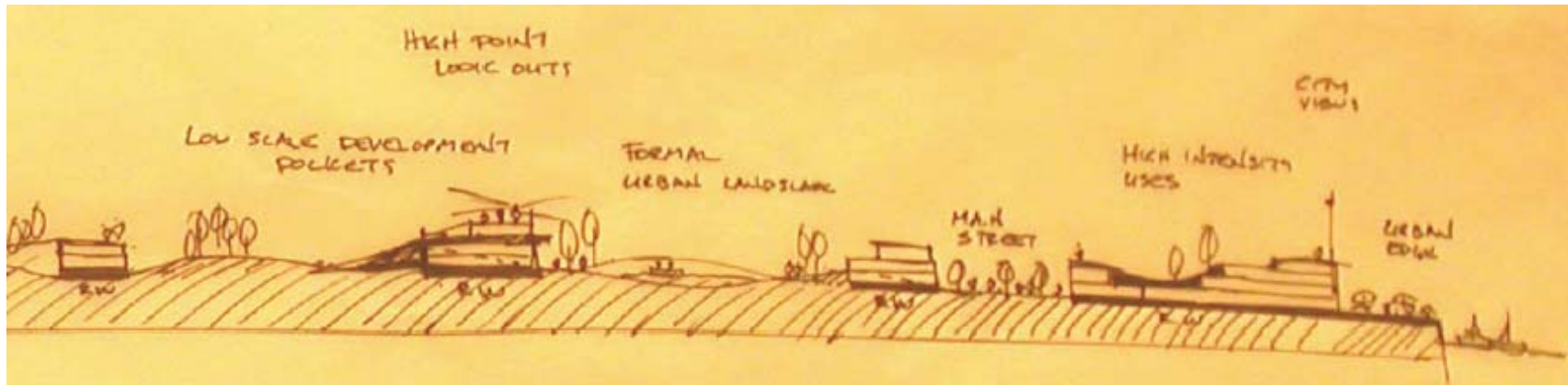


Figure 15: Innovative Buildings that Maximize Greenspace

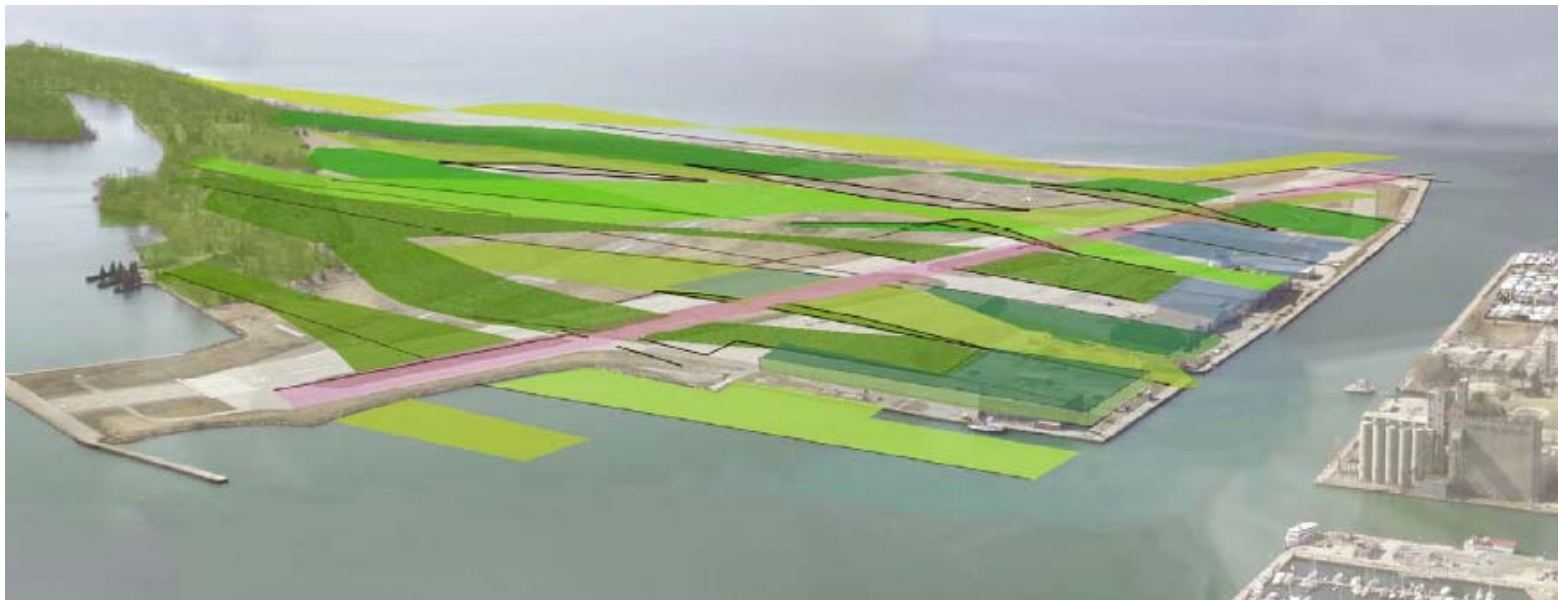


Figure 16: Waves Vision

The Waves vision illustrates a commitment to renewing the City as well as to sustainability and the future of today's youth.

14.4.5 Vision 5 - Patches & Runners

The vision entitled Patches and Runners includes:

- a mixed-use community that accommodates housing, commercial activity and greenspace;
- more intense development closer to the City, and more natural environment and wild areas towards Lake Ontario;
- new housing reflecting the character of existing Toronto Island residences;
- use of existing runways to form the structural backbone of the community;
- areas, or patches, between the runways forming new greenspaces that build upon existing environments, through the expansion of wetlands and bird habitats as shown in Figure 17; and
- a focal point at the eastern edge of the Toronto Islands (also shown in Figure 17).

The Patches and Runners vision as shown in Figure 18, illustrates the potential to accommodate structured as well as natural areas on the Island Airport site.



Figure 17: Patches and Runways Concept and New Focal Point



Figure 18: Patches and Runners Vision

15. CONCLUSION

Based on the information provided, City Council should endorse the bid for the Toronto 2015 World Expo and request that the Government of Canada submit a formal bid to the Bureau International des Expositions (BIE) by November 3, 2006. City Council should also engage in discussions with the Ontario government regarding a financial guarantee.

The City of Izmir, Turkey submitted its formal bid to host the 2015 World Expo on May 3 and any country that wishes to compete must send an official notification to the BIE within the next six months i.e., by November 3, 2006.

The BIE embodies the commitment of 98 member nations to lead, promote and foster exhibitions for the benefit of citizens of the international community. Exhibitions are unique global gathering places for participation fostering:

- Education through experimentation;
- Participation through co-operation; and
- Development through innovation

The success of the Toronto 2015 World Expo is dependant on effectively communicating that Expo is a one-in-a lifetime experience and that all Canadians can take great pride in hosting the World. Expo will have immeasurable, lasting memories for all people from Toronto, other parts of Ontario, Canada and for the international visitors. The City of Toronto will be able to take full advantage of this unique and memorable spectacle and use this event for all orders of government to create city building opportunities and other legacies.