

November 30, 2016

To: The Board of Governors of Exhibition Place

**ACTION REQUIRED**

From: Dianne Young  
Chief Executive Officer

Subject: **Official Plan Amendment – Actions of the City Subcommittee**

**Summary:**

Attached for the information of the Board is the decision and direction from the first meeting of the Subcommittee of the Toronto & East York Community Council held on November 30, 2016 related to the Exhibition Place Official Plan Amendment which direction was initiated at following a request from the Board to amend the Open Space / Parks designation as it affects the areas at the west end of the grounds.

**Recommendation:**

**It is recommended that the Board receive the attached report for its information.**

**Financial Implications:**

There are no immediate negative financial implications to this report.

**Decision History:**

*As a part of the 2014 to 2016 Strategic Plan, Exhibition Place has a goal to seek additional revenue opportunities and as strategy to support this goal we will seek new and / or expand revenue opportunities within our existing operations and increase revenues from tenants / naming partnerships / third parties.*

At its meeting of September 4, 2015, the Board considered Report No. 20 entitled "Official Plan Amendment for Exhibition Place.

<http://www.explace.on.ca/database/rte/files/Item%2020-Muzik%20Official%20Plan%20Amendment.pdf>

At its meeting of February 3, 2016, City Council the Board report entitled "Official Plan Amendment for Exhibition Place" and directed the Chief Planner and Executive Director, City Planning take certain actions.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.EX11.13>

At its meeting of June 14, 2016, Toronto East York Community Council considered a report from the Director, Community Planning, Toronto and East York District on the "Exhibition Place Official Plan Amendment Application - Preliminary Report" and directed certain actions to be taken.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.TE17.62>

At its meeting of July 28, 2016, the Board considered Report No. 8 entitled "Official Plan Amendment - Decision of Toronto East York Community Council"

[http://www.explace.on.ca/database/rte/files/Item%208-Official%20Plan%20Amendment%20Request-Decision\\_Teycc.pdf](http://www.explace.on.ca/database/rte/files/Item%208-Official%20Plan%20Amendment%20Request-Decision_Teycc.pdf)

### Issue Background:

At its meeting of June 14, 2016, Toronto and East York Community Council directed staff to schedule a community consultation meeting for the proposed Official Plan Amendment to consider extending leases in excess of 21 years for the lands designated Parks and Open Space Areas at Exhibition Place. Toronto and East York Community Council also established a subcommittee to provide recommendations, undertake public consultations, and consider reports from various divisions in relation to the proposed Exhibition Place Official Plan Amendment. Staff were directed to submit a report to the Exhibition Place Official Plan Amendment Subcommittee of all studies, reports, and plans relevant to Exhibition Place.

### Comments:

On November 30, 2016, the Exhibition Place Official Plan Amendment Subcommittee held its first meeting and considered the attached report dated November 17, 2016, which resulted in the following approval of the following motions:

The Exhibition Place Official Plan Amendment Subcommittee:

- (a) Requested the Chief Planner and Executive Director, City Planning to report back to the Exhibition Place Official Plan Amendment Subcommittee, at the appropriate time, on the following:
  - (i) the results of the Exhibition Place 2017-2019 Strategic Plan;
  - (ii) the outcome of Provincial negotiations and opportunities for joint planning the future of the Ontario Place/Exhibition Place precinct; and
  - (iii) the results of the City-initiated Exhibition Place Cultural Heritage Assessment to be completed in 2017.
- (b) Requested the Chief Planner and Executive Director, City Planning to establish a public working group, including local residents' associations, Exhibition Place users and any members of the public and other stakeholders as appropriate; requested the first meeting of the Working Group to take place once all relevant policy documents, background material and studies are available that are necessary to inform the review of the proposed Official Plan Amendment and, to report back to the Subcommittee as appropriate.

### Contact:

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## Appendix "A"


**STAFF REPORT  
ACTION REQUIRED**
**Exhibition Place- Status Report on Ongoing Studies and Initiatives**

<b>Date:</b>	November 17, 2016
<b>To:</b>	Exhibition Place Official Plan Amendment Subcommittee
<b>From:</b>	Director, Community Planning, Toronto and East York District
<b>Wards:</b>	Ward 19 – Trinity-Spadina; Ward 14 – Parkdale-High Park
<b>Reference Number:</b>	16 140616 STE 19 OZ

**SUMMARY**

This report addresses the request from Toronto and East York Community Council that the Director, Community Planning, Toronto and East York District in consultation with the General Manager, Transportation Services and the Executive Director, Exhibition Place submit a report to the Exhibition Place Official Plan Amendment Subcommittee on all studies, reports, and plans relevant to Exhibition Place.

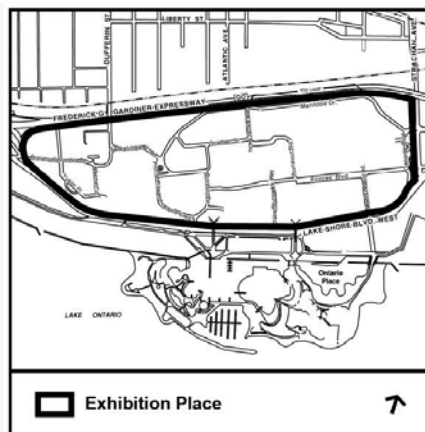
**RECOMMENDATIONS**

**The City Planning Division recommends that:**

1. The Exhibition Place Official Plan Subcommittee receive this report for information.

**Financial Impact**

There are no financial implications arising from this report.



## DECISION HISTORY

At its meeting of December 16, 2011, the Exhibition Place Board of Governors approved the Festival Plaza Master Plan, directing the development of a plaza at Exhibition Place. The development of Festival Plaza has not yet been implemented.

A link to the minutes of the Exhibition Place Board of Governors meeting can be found below:

[http://www.explace.on.ca/database/rte/files/Item%201-Minutes\(4\).pdf](http://www.explace.on.ca/database/rte/files/Item%201-Minutes(4).pdf)

At its meeting of August 25, 26, 27, 29, 2014 City Council adopted business terms associated with the lease for a Basketball Training Facility at Exhibition Place, including the requirements that Maple Leaf Sports and Entertainment Limited (MLSE) provide funding towards a grounds-wide parking study and the contribution of \$2 million (less the \$200,000 for the parking study) to be matched by the City to create a new parking facility at Exhibition Place.

A link to the City Council decision and report from the City Manager can be found here: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.EX44.3>

At its meeting of February 14, 2014, the Exhibition Place Board of Governors approved the 2014-2016 Strategic Plan to provide direction to the Board of Governors and staff at Exhibition Place to guide their actions and decisions for the duration of the plan.

A link to the minutes from the Exhibition Place Board of Governors meeting can be found here:

[http://www.explace.on.ca/database/rte/files/Item%201-a\(1\).pdf](http://www.explace.on.ca/database/rte/files/Item%201-a(1).pdf)

At its meeting of November 3 and 4, 2015, City Council directed City staff in consultation with the TTC and Waterfront Toronto to undertake a Phase 1 comprehensive review of waterfront transit initiatives and options for a large study area along the City's waterfront between Long Branch in the west and Woodbine Avenue in the east (Waterfront Transit "Reset").

A link to the City Council decision and the report from the Deputy City Manager, Cluster B can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.EX9.9>

At its meeting on February 3 and 4, 2016, City Council adopted the following recommendations in the report "Official Plan Amendment for Exhibition Place" from the Chief Executive Officer, Exhibition Place:

"City Council request the Chief Planner and Executive Director, City Planning to determine the appropriate actions and conditions necessary to amend the Official Plan for the buildings within the lands designated Parks/Open Space on the Exhibition Place grounds to permit leases in excess of twenty-one years".

and,

"City Council:

- a. request the Chief Planner and Executive Director, City Planning, in consultation with the Board of Governors of Exhibition Place, the Chief Executive Officer, Exhibition Place, and local Councillors, to report to the appropriate committee by the end of the second quarter of 2016 on the development of an appropriate Official Plan Amendment for the Exhibition Place / Ontario Place precinct with the objective of protecting and preserving heritage properties, public space, event accommodation and public enjoyment of this site, among other considerations, and to include details of a public consultation strategy in the report; and
- b. request the City Manager, in consultation with the Chief Planner and Executive Director, City Planning to continue the joint planning process currently underway, including public consultation, with the Province of Ontario for Exhibition Place and Ontario Place."

A link to the City Council decision and report from the Chief Executive Officer, Exhibition Place can be found below:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.EX11.13>

At its meeting of February 12, 2016, the Exhibition Place Board of Governors received a presentation about the parking study prepared by WSP Canada Inc. for Exhibition Place in response to the direction from City Council that MLSE provide funding towards a grounds-wide parking study and the creation of a new parking facility at Exhibition Place [EX44.3]. Included among the Board decision was the direction for Staff to report to the Finance and Audit Committee on the financial feasibility of building a new parking structure at Exhibition Place and the possible next steps on this direction.

A link to the minutes from the Exhibition Place Board of Governors meeting can be found below:

<http://www.explace.on.ca/database/rte/files/Item%201-Minutes%20Feb%2012-16-Board%20Minutes.pdf>

At its meeting of June 14, 2016, Toronto and East York Community Council directed staff to schedule a community consultation meeting for the proposed Official Plan Amendment to consider extending leases in excess of 21 years for the lands designated Parks and Open Space Areas at Exhibition Place. Toronto and East York Community Council also established a subcommittee to provide recommendations, undertake public consultations, and consider reports from various divisions in relation to the proposed

Exhibition Place Official Plan Amendment. Staff were directed to submit a report to the Exhibition Place Official Plan Amendment Subcommittee of all studies, reports, and plans relevant to Exhibition Place.

A link to the Community Council decision and the report from the Director, Community Planning, Toronto and East York District can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.TE17.62>

At its meeting of July 12, 2016 City Council adopted recommendations pursuant to the conclusion of the Phase 1 Study of the Waterfront Transit Network Vision. This included recommendations to move forward to a Phase 2 study for the large study area between Long Branch and Woodbine Avenue, to report back to Council on the results of the Phase 2 study during Q2 2017, and to advance to a preliminary design of the EA-approved extension of light rail transit service from the Exhibition Loop to the Dufferin Gate Loop.

A link to the City Council decision and report from the Deputy City Manager, Cluster B and the Chief Planner and Executive Director, City Planning can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.EX16.17>

## **ISSUE BACKGROUND**

The following provides an overview of all reports studies and plans relevant to Exhibition Place. Major decisions of the past 15 years are addressed.

A Chronology of matters related to Exhibition Place has been attached as Appendix 1 of this report to provide additional information.

## **Exhibition Place Official Plan Amendment**

City Council directed Staff to determine the appropriate actions and conditions necessary to amend the Official Plan for the buildings within the lands designated Parks and Open Space Areas on the Exhibition Place grounds to permit leases in excess of 21 years. An Official Plan Amendment is required to extend leases on the property beyond 21 years as the sale or disposal of City-owned Parks and Open Space Areas is prohibited by Official Plan policies and the granting of a lease exceeding a period of 21 years is considered to be a form of disposition.

The recommendations in the Preliminary Report on the proposed Official Plan Amendment along with additional recommendations were adopted by Toronto and East York Community Council at its meeting of June 14, 2016. Included in this direction was the establishment of the Exhibition Place Official Plan Amendment Subcommittee.

The review of the proposed Official Plan Amendment is underway and will be informed by the Exhibition Place Official Plan Amendment Subcommittee.

### **Strategic Plan 2014-2016**

Exhibition Place developed its first strategic plan in 2008, the 2009-2012 Strategic Plan. This was later replaced by the 2014-2016 Strategic Plan. The development of a new, updated Strategic Plan is currently underway.

The Strategic Plan is intended to provide direction to guide the Board of Governors and staff at Exhibition Place in their actions and decisions over the duration of the Plan. The Strategic Plan outlines the vision for Exhibition Place, which is to "foster Exhibition Place as an inclusive and accessible parkland and business destination for conventions, exhibitions, entertainment, recreation and sporting events and public celebrations and, in doing this, operate as a self-sustaining and environmentally-responsible entity".

The 2014-2016 Strategic Plan outlines seven Strategic Goals, which are intended to serve as the overarching guide for Exhibition Place. These seven Strategic Goals are as follows:

- Business Development: Integrate and develop each of the business enterprises across Exhibition Place and pursue new complementary business enterprises to stimulate local and regional economic growth and promote Exhibition Place as an international centre of business excellence.
- Public Space and Infrastructure: Enhance and sustain our dynamic and diverse public assets and integrate these assets into the urban fabric for the benefit of the surrounding community.
- Environment: Exemplify and demonstrate environmental stewardship and leadership in all aspects of our businesses and operations.
- Safety and Security: Ensure a safe and secure environment for employees, guests and for our property and our assets
- Recognition/Public Understanding: Sustain a high level of public understanding that builds confidence and recognition of excellence within the marketplace.
- Organizational and Staffing: Encourage a high-performing organization through alignment of people, processes and systems and through the recognition of our dedicated and excellent staff
- Financial: Maintain a positive operating financial performance across Exhibition Place and all its businesses.

The Strategic Plan outlines objectives to help achieve each of these seven goals.

City Planning Staff have been engaged in the update of the Strategic Plan 2017-2019 which is currently underway and is being led by the Exhibition Place Board of Governors.

## 2010 Structure Plan

The 2010 Structure Plan undertaken and adopted by the Exhibition Place Board of Governors outlines the development vision for Exhibition Place and sets out a framework for the development of the land based on the 2009-2012 Strategic Plan. The 2010 Structure Plan provides maps detailing the potential locations of new developments, where major new open spaces would be preserved or created, locations for new roads, bridges, transit, bicycle and pedestrian routes, and identifies important buildings and landmarks to be conserved and integrated into any new developments.

Earlier documents guiding the development of Exhibition Place were developed in consultation with City Planning Staff. These documents included: the 2004 *Development Concept Plan*, the 1998 *Exhibition Place Program and Development Concept*, and the 1982 *The Redevelopment of Exhibition Place* document. The 2010 Structure Plan supersedes these previous documents, and is the latest update.

Primary ambitions for future development were identified in the 2010 Structure Plan. These primary ambitions, along with their current status, are detailed in the table below:

**Table 1 – Primary Ambitions in 2010 Structure Plan and Current Status**

Primary Ambition	Current Status
Plan and develop a Festival Plaza (generally in the area bounded by BMO Field and the Enercare Centre to the north, Better Living Centre to the West, and Stanley Barracks to the east)	Festival Plaza Master Plan has been approved by the Board of Governors. This has not yet been implemented.
Design the extension of Dufferin Street south to Lake Shore Boulevard West	This has not yet occurred and requires further review in the context of recent Transportation initiatives.
Continue the Harbourfront LRT west initially to Dufferin Street and then further west linking to the Queensway LRT	The Waterfront Transit "Reset" Study detailed below, is addressing this issue.
Enhance the network of on-street bicycle routes	This has not yet occurred and requires an updated review.
Construction of a hotel facility including enhancements to the surrounding landscape area	Hotel X is under construction and improvements to the surrounding landscape are part of this development.
Design for an expansion of the Enercare Centre	This has not yet occurred.

## Festival Plaza Master Plan

In December, 2011, the Board of Governors of Exhibition Place approved the Festival Plaza Master Plan prepared by Urban Strategies, consistent with the 2010 Structure Plan. The Festival Plaza site is on a 6.7 hectare surface parking lot located directly south of

BMO Field and the Enercare Centre and bounded by the Better Living Centre to the west and the Stanley Barracks to the east. The Festival Plaza Master Plan illustrates the desired concept for Festival Plaza. Festival Plaza is intended to be the central focus of Exhibition Place, to be environmentally sustainable and to provide a flexible space that can be used to accommodate a large number of people for an event or can be used as surface parking when an event is not occurring. The realignment of Nova Scotia Avenue and Nunavut Road is also proposed to enhance connectivity through the site. The addition of a weather-protecting canopy linking Princes' Boulevard to the GO and TTC stops is also proposed as part of the Festival Plaza. The Festival Plaza Master Plan also contemplates the development of a land bridge linking to Ontario Place. While the Master Plan has been approved by the Board of Governors of Exhibition Place, Festival Plaza has not yet been implemented.

### **Parking Study**

At its meeting of August 14, 2014, the Exhibition Place Board of Governors approved the development of the Basketball Training Facility at Exhibition Place which removed from use approximately 200 parking spaces. As a result of this proposed loss of parking, there was a motion adopted by City Council at its meeting of August 25, 26, 27, and 28, 2014 (EX44.3) which required Maple Leaf Sports & Entertainment (MLSE) to fund a grounds-wide parking study costing up to \$200,000 and a contribution by MLSE of \$2.0 million (less the \$200,000), matched by the City, towards the creation of “new parking facility” at Exhibition Place. The Council motion also required a contribution by MLSE of \$1.0M to a reserve fund for the restoration of the green space at Exhibition Place being used for the temporary parking associated with the Basketball Training Facility.

The Exhibition Place Board of Governors entered into an agreement with WSP Canada Inc. to prepare a Parking Study for Exhibition Place.

The Parking Study concluded the following:

- The existing parking supply is adequate
- A parking structure is not required in the next 10 years
- Whether a parking structure is required should be re-examined when plans for any future redevelopment of Ontario Place are available
- The contribution from MLSE associated with the construction of the Raptor's Basketball Practice Facility to be directed towards a new parking facility should instead be used to enhance transportation at Exhibition Place (transit, cycling, walking, enhance existing parking facilities)
- Measures should be taken to enhance existing and form new partnerships with Metrolinx and TTC to enhance transit at Exhibition Place

This study was received by the Exhibition Place Board of Governors at its meeting of February 12, 2016.

### **Stage 1 Archaeological Assessment – Bandshell Park**

The Exhibition Place Board of Governors is issuing a request for proposals for Consultant Services to provide a Stage 1 Archeological Study for Bandshell Park. The Stage 1 Archaeological Study is intended to investigate and make recommendations about the potential for the presence of archaeological remains associated with Bandshell Park. The assessment is a matter of due diligence as the project area is located within the Battle of York potential area as defined by the City of Toronto Archaeological Master Plan.

### **Waterfront Transit "Reset"**

Over the years, the City's waterfront has experienced significant and transformative population, employment, and recreational growth that has been accompanied by only sporadic and incremental transit improvements. This transformative growth and associated increasing demand on the transit network is forecast to continue.

At its meeting of November 3 and 4 2015, City Council directed City staff in consultation with the TTC and Waterfront Toronto to undertake a Phase 1 comprehensive review of waterfront transit initiatives and options for a large study area along the City's waterfront between Long Branch in the west and Woodbine Avenue in the east (EX 9.9). This review process was named the "Waterfront Transit Reset".

Phase 1 of the Waterfront Transit "Reset" was completed earlier in 2016, and, importantly, it established a vision for the City's future integrated Waterfront Transit Network:

"To provide high quality transit that will integrate waterfront communities, jobs, and destinations, and link the waterfront to the broader City and regional transportation network".

This vision recognizes the wide variety of land uses that transit must serve, the need to strengthen connectivity both east-west and north-south, and the importance of considering the context of other major emerging transit initiatives.

With the vision as a foundation, the Phase 1 study concluded with a number of potential Light Rail Transit (LRT) alternatives for further study that could form an improved waterfront transit network. Staff recommendations with additional recommendations pursuant to the Phase 1 Study were approved by City Council at its July 12-15, 2016 meeting (EX16.17). This included recommendations to move forward to a Phase 2 study for the large study area between Long Branch and Woodbine Avenue, to report back to Council on the results of the Phase 2 study during Q2 2017, and to advance to a preliminary design of the EA-approved extension of light rail transit service from the Exhibition Loop to the Dufferin Gate Loop.

The Phase 2 study is anticipated to include: further development of the preferred transit improvement concepts. The City is retaining a consultant to assist with the Phase 2 study and will report findings to Council in Q2 2017.

The recommendation from the Phase 1 study - to move to preliminary design on extending the existing exclusive streetcar network from the Exhibition Loop to the Dufferin Gate Loop, is most pertinent to Exhibition Place. It was recommended that TTC staff initiate a 30% level of design for this EA-approved section of the transit network, with funding to be identified through the 2017 capital budget process. Design work is expected to be coordinated with plans to replace the Dufferin Street bridge connection across the Gardiner Expressway and Lake Shore West Rail Corridor. The extension was identified to have the following benefits: 1) increased transportation network connectivity and flexibility; 2) improved transit service to the Liberty Employment Area and Exhibition Place; and, 3) potential relief of transit congestion on the 504 King Streetcar, and other TTC routes. The extension of the exclusive streetcar network through the northwest quadrant of Exhibition Place is expected to be a critical and required component of a preferred waterfront transit network solution expected to be identified at the conclusion of the Phase 2 study.

### **Joint Planning with Ontario Place**

City Staff have been in discussions with the Province of Ontario regarding opportunities for joint planning for Exhibition Place and Ontario Place. An update on these discussion will be provided by the City Manager's office at a later date.

### **Exhibition Place Cultural Heritage Assessment**

Staff will be issuing a Request for Proposals in Q4 2016 to obtain a consultant to undertake a cultural heritage assessment of Exhibition Place. This assessment will be targeted for completion in 2017 and will help inform future planning for Exhibition Place through the identification of cultural heritage resources.

### **Downtown West Study**

City Planning is currently undertaking a review of the area west of the Downtown, generally within the Garrison Common North Secondary Plan Area (Bathurst Street to Strachan Avenue and the Rail Corridor to King Street West). The study is intended to identify opportunities to improve the provision of community services, facilities, and park spaces; enhance existing public spaces; identify opportunities for improved pedestrian, cyclist and vehicle connectivity within and, adjacent, to the study area; assess area heritage resources, specifically in Liberty Village; and include updates to existing Secondary Plan policies.

The need for park space to service the anticipated growth in residents will be reviewed as part of the Downtown West Study. The synergy of Exhibition Place with Liberty Village to the north will be considered as part of this study. This is similar to the review of parkland adequacy which is part of the comprehensive TOcore Study, for the Downtown area east of Bathurst Street.

City Planning Staff will update Toronto and East York Community Council on this study in 2017.

## **CONCLUSION**

The summary of the reports and studies detailed above provide an overview of all reports, studies and plans relevant to Exhibition Place. This is in response to direction from Toronto and East York Community Council and is intended to provide context to the Subcommittee to evaluate changes to the planning policy context.

## **CONTACT**

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Gregg Lintern, MCIP, RPP  
Director, Community Planning  
Toronto and East York District

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## **ATTACHMENTS**

Attachment 1: Exhibition Place Chronology

### **Attachment 1: Exhibition Place Chronology**

- 1995: Construction begins for a new Trade Centre at Exhibition Place (Enercare Centre). The new Trade Centre opened in 1997.
- 2003: Central Waterfront Secondary Plan adopted by City Council. This document provides direction of planning on the Central Waterfront, including Exhibition Place. The Central Waterfront Secondary Plan is approved in part, but remains under appeal at the Ontario Municipal Board and is not yet fully in force for Exhibition Place.
- 2005: City Council approves the development of BMO Field. BMO Field opened in 2007.
- 2009: Automotive building renovated and reopens (Allstream Centre).
- 2011: Festival Plaza Master Plan approved by Exhibition Place Board of Governors.
- 2012/2013: Exhibition Place considered among potential sites for new casino development in Toronto. City Council decided to oppose the establishment of new gaming sites in the City of Toronto.
- 2013-Present: City Council endorses in principle the expansion of exhibition/convention facilities at Exhibition Place.
- 2013: Coordinated approach to master planning at Exhibition Place and Ontario Place discussed between the City of Toronto and the Province of Ontario.
- 2014: Hotel X receives site plan approval. (Hotel X is now under construction.)
- 2014: Exhibition Place Board of Governors approves 2014-2016 Strategic Plan to guide actions and decisions at Exhibition Place.
- 2014 : City Council directs funding from MLSE to be matched by the City for a grounds-wide parking study and the construction of a new parking facility at Exhibition Place.
- 2014: City Council approves expansion of BMO field. Phase 1 of the expansion opens for the 2015 Pan Am Games. Phase 2 completed 2016.
- 2015-Present: Waterfront LRT Reset is underway providing a comprehensive review of existing and planned waterfront transit, including transit at Exhibition Place.

- 2016: Basketball Training Facility receives final site plan approval and opens.
- 2016: Parking Study prepared by WSP Canada Inc. for Exhibition Place is received by the Exhibition Place Board of Governors.
- 2016-Present: City Council directs Staff determine the appropriate actions and conditions necessary to amend the Official Plan for the buildings within the lands designated Parks/Open Space on the Exhibition Place grounds to permit leases in excess of twenty-one years.
- 2016-Present: A request for proposals is issued to find a consultant to undertake a Stage 1 Archaeological Assessment for Bandshell Park.
- 2016-Present: City Staff begin preparations to undertake a Cultural Heritage Assessment of Exhibition Place.