



June 15, 2000

To: The Board of Governors of Exhibition Place

From: Dianne Young
General Manager & CEO

Subject: Comments on Waterfront Revitalization Task Force Report

Recommendation:

It is recommended that the Board endorse this report and the issues highlighted within the document and forward it to the Toronto Waterfront Revitalization Task Force ("Task Force") and to City of Toronto Urban Planning for consideration in its review of the Task Force Report.

Background:

At its meeting of June 19, 1998, the Board adopted the Exhibition Place Development and Concept Plan (the "Concept Plan") which document established areas for redevelopment on the grounds and potential uses. On November 3, 1999, the formation of the Task Force was announced by Mayor Lastman, Premier Harris and Prime Minister Chretien with the mandate to develop a business plan and make recommendations for the development of the central Toronto waterfront stretching from Exhibition Place to the easterly portlands. The Task Force presented its report on March 27, 2000.

Discussion:

In its report the Task Force outlined several major recommendations which can be summarized as follows:

- Make the water's edge an accessible, public amenity;
- Reconnect the City with its waterfront;
- Remove the elevated Gardiner from Strachan Avenue to the eastern limit and provide new road and transportation networks;
- Create in the core of the City major new neighbourhoods for working, living and recreation;
- Create a "convergence community" that crosses all disciplines of creativity;

- Provide a clean environment by improving water and cleaning contaminated soils; and,
- Create a corporation with the mandate and powers to implement the development concept.

With respect to Exhibition Place, the Task Force Report speaks in general terms to the development proposed for the combined site of Exhibition Place and Ontario Place referring to this combined area as the "Exhibition District" made up of the "Trade Centre Precinct" (eastern 2/3rds of grounds), the "Marina Island Precinct" (Ontario Place & Marilyn Bell Park) and the "Exhibition Gardens Precinct" (western 1/3 of grounds). This section of the Task Force Report is attached as Appendix "A". Briefly, the development concept proposed by the Task Force for Exhibition Place is as follows:

- Ontario Place and Exhibition Place being a combined prime waterfront location of 270 acres;
- Normalize the area as a part of the City while still maintaining healthy activities;
- Area would become the Western ring of the Olympic Games facilities;
- Series of three north/south plazas linking Princes' Boulevard and the Lake creating 44 acres of festival space;
- Band of housing development, with retail and entertainment south of Lake Shore Boulevard in front of new waterfront boulevard;
- Development of major entertainment complex, urban resort hotels and new family waterfront entertainment;
- Expansion of the NTC and development of trade marts south of Princes' Boulevard; and,
- Urban park at western end of grounds fashioned after Copenhagen's Tivoli Gardens providing year-round entertainment.

The development concept proposed by the Task Force is in many ways very similar to the Concept Plan adopted by the Board in 1998, excerpts of which are attached as Appendix "B" to this report. The discussion that follows highlights some of the similarities and the differences between the two. However, it must be noted that it is difficult for staff to itemize in detail similarities and differences because at this stage the Task Force Report is only a development concept as is the Concept Plan.

- (a) Combined Exhibition Place/Ontario Place Site – For many years the Board has supported a joint development vision for Exhibition Place and Ontario Place. In 1996, the two organizations issued a joint call for development proposals and in 1997, the Board and Ontario explored amalgamation of the two sites.
- (b) Festival/Entertainment Site – The Task Force Report provides for a series of three north/south plazas – one west of a Dufferin extension south and two other expanded plazas in the vicinity of the present bridges to Ontario Place. The Report highlights these bridges as providing both linkages from Princes' Boulevard to the Lake and creating 44 acres of open public space. The vision for the western part of the grounds is for a Tivoli Gardens entertainment area which is in keeping with the suggested

developments in the Concept Plan which were for an animation centre, heritage amusement park, international gardens, horticultural centre and bio/eco centre. Again, these proposed uses echo the principles set out in the Concept Plan. However, one of the principles stated in the Concept Plan is that future developments should be reviewed in light of their effect on the annual CNE.

- (c) **Preservation of Heritage Buildings** - The Concept Plan states that heritage buildings and elements contribute to the character of Exhibition Place and should be protected and enhanced and the rehabilitation and the adaptive reuse of these buildings should be incorporated where feasible. The Task Force Report also protects this principle and all designated buildings have been preserved as have the historic Victorian buildings at the west-end of the site. Following the Olympic Plan, some buildings in the center of the grounds (Food Building, BLC, Halls of Fame) are designated areas of redevelopment. While the map attached to the Task Force Report is only conceptual, it appears that the Medieval Times arena is slated for redevelopment which brings into question the Task Force's understanding of the 35-year lease between the Board and this tenant.
- (d) **Public Open Space System** - The Concept Plan emphasizes the importance of balancing public open space and new developments. It recommends not only the preservation of the existing green open space but enhancing it and cites the importance of preserving the park setting at Centennial Park and Bandshell Park and enhancing green space around Stanley Barracks and Gore Park. The Task Force also preserves parkland in the Exhibition Gardens Precinct and is proposing a substantial new park extending from Trinity Bellwoods to Coronation Park. One major difference between the two reports is that the Task Force is recommending that Centennial Park be converted to a development site as opposed to the Concept Plan which recommends this continue as green space supporting the community use of the grounds.
- (e) **Roadways/Transit** - Both reports recommend a reconfiguration of some of the roadways throughout Exhibition Place in order to improve accessibility, safety and amenity to the public. These improvements include maintaining and enhancing Princes' Boulevard as the major entrance to the grounds and the ceremonial route; extension of Dufferin Street south to Lake Shore Boulevard; improvement to the connection of Ontario Drive to Lake Shore along with an additional north-south roadway generally in area of New Brunswick Way; and extension of Manitoba as a service road. In addition, the Concept Plan also recommends the extension of the streetcar loop to the west-end of the grounds terminating at Ontario Place and suggests several possible alignments for this extension. Major changes to the roadways would need to be sensitive to the needs of the Molson Indy track if this important entertainment venue is to continue in downtown Toronto.
- (f) **Expansion of Trade Show Facilities** - Both reports support an expansion of trade show space and supporting facilities at the east end of the grounds. These include an addition to the NTC, development of trade mart facilities and location of a hotel. The

Task Force Report proposes approximately three million square feet of new commercial gross floor area which is triple the size of the NTC. In addition to supporting the trade show business, these additional facilities could be utilized by the annual CNE.

- (g) Residential Developments – The Concept Plan does not propose any residential developments while the Task Force Report proposes substantial residential developments on the south side of Lake Shore Boulevard from Marilyn Bell Park to Coronation Park. There is no indication in the Task Force report on the density of this development.
- (h) Financial - The Task Force Report proposes that 70% of the entire development concept for the central waterfront can be funded by the private sector. With respect to Exhibition Place, the expansion of the NTC and the Trade Marts constitute 1/3 of the total commercial yield of the waterfront and are included in the financing model at zero value. The revenue generated by an entertainment complex ranges from \$100 million if it encompasses only a hotel, restaurants and entertainment, to \$800 million if it includes a casino.
- (i) Olympics – The Task Force Report speaks to the legacy buildings that will remain on the site following the Olympics indicating that these will consist of the Tennis Centre and Velodrome. At its meeting of May, 2000, the Board approved of an Memorandum of Understanding with TO-Bid which set out the location of the following venues on the grounds: expanded NTC, Training Centre, Velodromē, Training Pool and Temporary Stadium. However, the concept plan as proposed by the Task Force does not appear to take into account the footprint needed for the full list of Olympic venues to be located on the grounds, whether temporary or permanent.

Conclusions

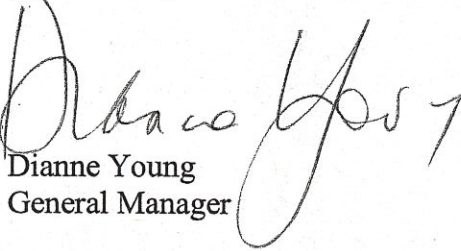
As summarized above, many of the major principles within the Concept Plan adopted by the Board have been reflected within the Task Force Report. However, some of the differences or issues that need to be addressed are as follows:

- i. Ensuring the needs of the annual Canadian Exhibition are met within the reconfigured public open space created (approximately 44 acres) and the new exhibit space within the expanded NTC and trade mart facilities;
- ii. Accommodation of major users/tenants such as Medieval Times and Molson Indy;
- iii. Ensuring there is a balance between parkland and development and specifically, preservation of the present parkland for community use specifically Centennial Park;
- iv. Ensure developments are not in conflict with heritage preservation;
- v. Review the residential proposals south of Lake Shore that form a wall of buildings south of Exhibition Place and eliminates parkland at Marilyn Bell Park replacing it with residential developments. This wall of development will block all view corridors of the Lake from Exhibition Place. This intensity of residential may also

cause conflicts between neighbourhoods and the Canadian National Exhibition and other festival/event business at Exhibition Place especially within the eastern and central areas of the grounds;

- vi. Consideration of the extension of the Waterfront LRT to service the west end of grounds and Ontario Place; and,
- vii. Further development of the business case to support an expanded NTC and trade marts.

Submitted by:



Dianne Young
General Manager

early program element, the area is proposed to include an Olympic Media Village, consisting of 2,000 residential units. The urban design character of the area is related to the successful development in the neighbouring St. Lawrence district, namely medium rise and townhouse forms aligned along a central open space. Extensive planning, including a recent community design review, indicates that some 5,000 residential units could be accommodated. Commercial development, primarily local retail and office space would be built along the easterly extension of the Esplanade Park.

New local roads will be added by extending the pattern of roads in surrounding areas and connecting to the Bayview Extension. Eastern Avenue will be the extended across the Don River as part of the new road infrastructure to increase access to the downtown.

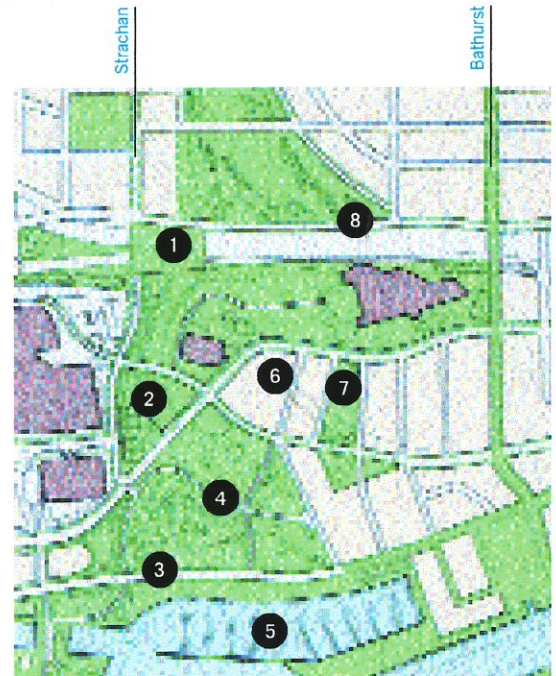
v Garrison Common

Garrison Common is the area between Bathurst Street and Strachan Avenue that includes Coronation Park, Old Fort York and the Molson's/Wittington lands. The district will change dramatically when the Gardiner Expressway is buried under Fleet Street. The new Garrison Creek open space will provide a strong north-south connection from the Lake to north of the rail corridor. Old Fort York will be linked to this open space system and, for the first time since the Expressway was built, will also be linked to the City. The new waterfront boulevard extension would cross from Stadium Road along a southern extension of Coronation Park to Ontario Place. This waterfront drive with its new associated park will increase the park size by almost 10 acres. The Park's regimental memorial trees, located at the west end, currently one of the most beautiful and solemn places on the waterfront, will be enhanced by giving it a wider park context and connection to the surrounding city. With the major realigned open space, this area will become attractive for the development of housing along its edges.

vi Exhibition District

Ontario Place and Exhibition Place, with their combined prime waterfront location of 270 acres, are desperately in need of new direction. With the exceptions of the new investments in the National Trade Centre and the Molson's Amphitheatre both Ontario Place and Exhibition Place are losing market share and public attractiveness and must have a new vision.

Many recent attempts have been made to re-energize these lands, with limited success. The new vision for this area builds on its extraordinary



Garrison Common: concept

- 1 Garrison Land Bridge
- 2 Princes Plaza/Bremner Promenade
- 3 New waterfront boulevard
- 4 Enlarged Coronation Park
- 5 Marina
- 6 Gardiner below grade
- 7 York Park vista
- 8 Front Street extension

Exhibition District: concept

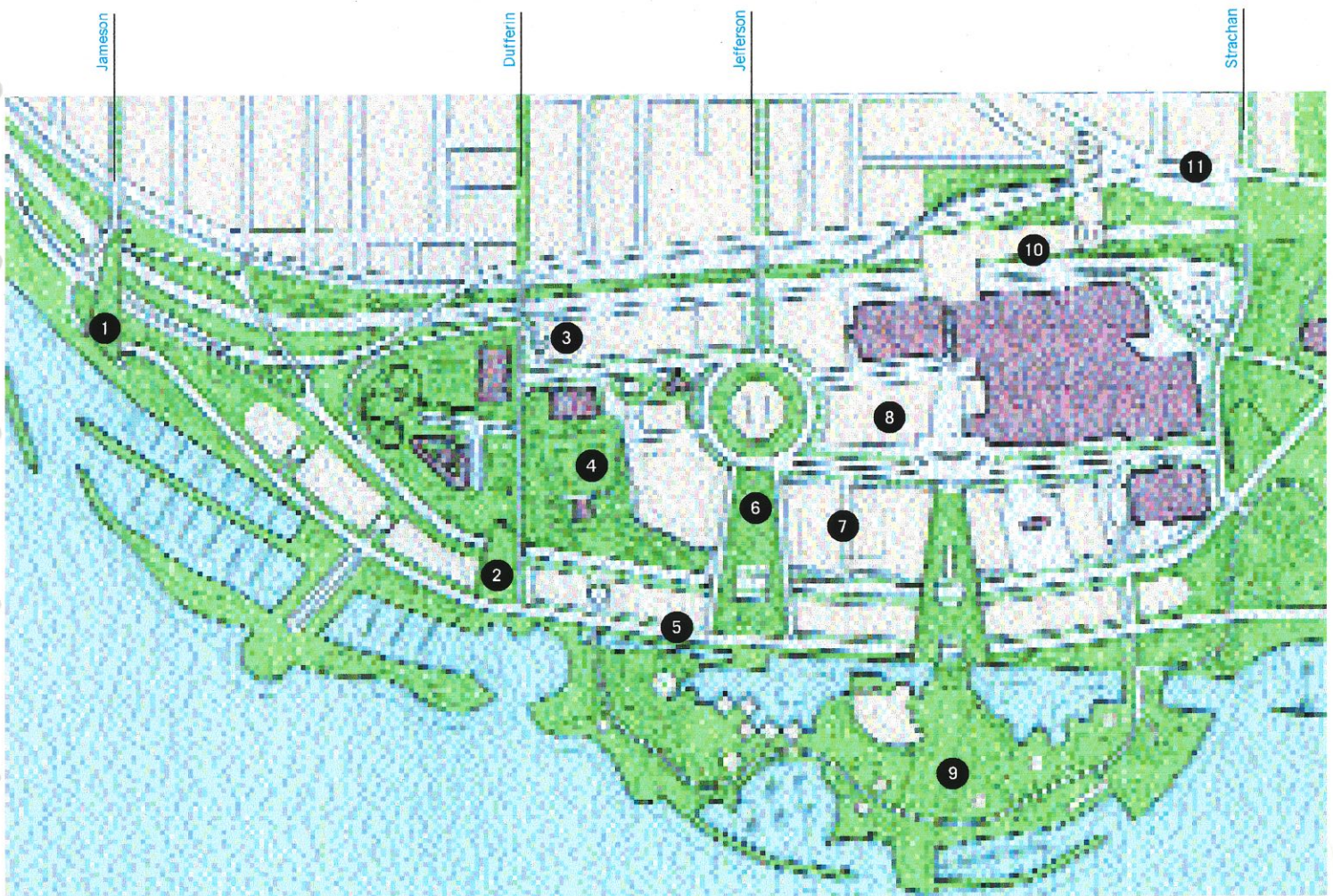
- 1 Jameson Land Bridge
- 2 Dufferin Plaza
- 3 Tennis over parking
- 4 Exhibition Gardens Precinct
- 5 New Waterfront Boulevard
- 6 Exhibition Court
- 7 Trade Centre Precinct
- 8 Trade Centre enlarged
- 9 Marina Island Precinct
- 10 GO Station
- 11 Front Street extension



New waterfront boulevard

location on the Lake, its proximity to a city core whose development is spreading inexorably in this direction. The Development Concept suggests normalizing this area as a part of the City, while still maintaining and enhancing the several healthy activities to be found within its precincts. These areas would accommodate the western “ring” of Olympic Games facilities.

The “green border” is extended through these lands, connecting to Dufferin Street and Jameson Avenue. Jefferson Street could be extended south over the railroad and road corridor. This, and the removal of the street/train grade conflict on Strachan Avenue could reverse the isolation of this area.



A series of north/south plazas could link the city with the Lake. Princes Boulevard could be a series of linked plazas providing some 44 acres in total for public festivities, such as the CNE and Caribana.

The area between Lake Shore Boulevard and the new waterfront boulevard offers the greatest potential for introducing permanent population to ensure year round activity for this section of the City. A band of housing development, with retail and entertainment uses at the street level, could create a lively new waterfront district.

In addition, the Exhibition and Ontario Place sites offer substantial opportunities for locating some of the major destination tourism infrastructure that Toronto is sorely lacking: a major entertainment complex, urban resort hotels and for new ventures for family waterfront entertainment, such as winter gardens, butterfly houses, museums, aquaria and the like. The district is comprised of three parts: the Trade Centre Precinct, the Exhibition Gardens Precinct and the Marina Island Precinct.

Trade Centre Precinct

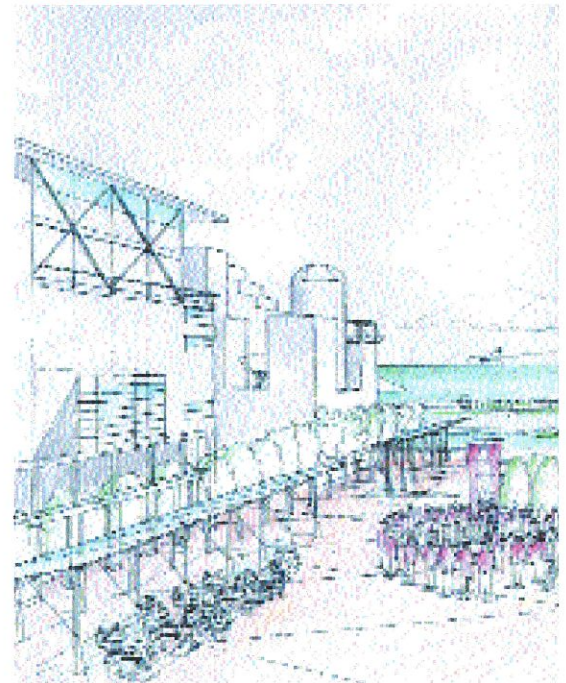
The National Trade Centre is the anchor for this District. Since opening, the National Trade Centre has exceeded expectations in terms of the number of event days, suggesting the medium to long-term expansion of this facility is possible up to one million square feet. The Olympics could provide a catalyst for this. South of Princes Boulevard trade marts could be developed as well as hotels and housing, with underground parking.

Marina Island Precinct

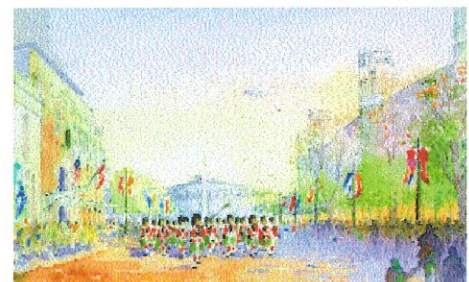
The land currently occupied by Ontario Place is proposed in the Development Concept as a marine-oriented all-year open public park. The number of mooring spaces are greatly increased, onshore services are provided, including boat supply and servicing, restaurants and related accommodations. Access is provided by a new local road and land bridges, and possibly water-taxi service.

Exhibition Gardens Precinct

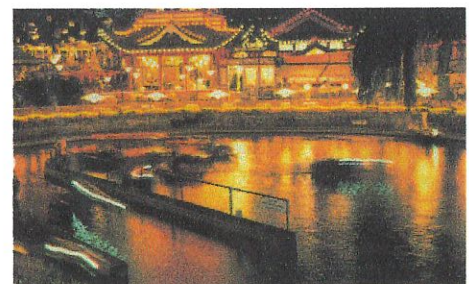
At the western end of Exhibition Place, an urban park is proposed. It includes the existing green area with its Victorian and historic buildings. Fashioned after Copenhagen's Tivoli Gardens, museums, restaurants, clubs and other entertainment uses will provide for year-round use. Permanent rides could be a feature. New housing can be provided here, with linkages to the neighbourhoods to the north.



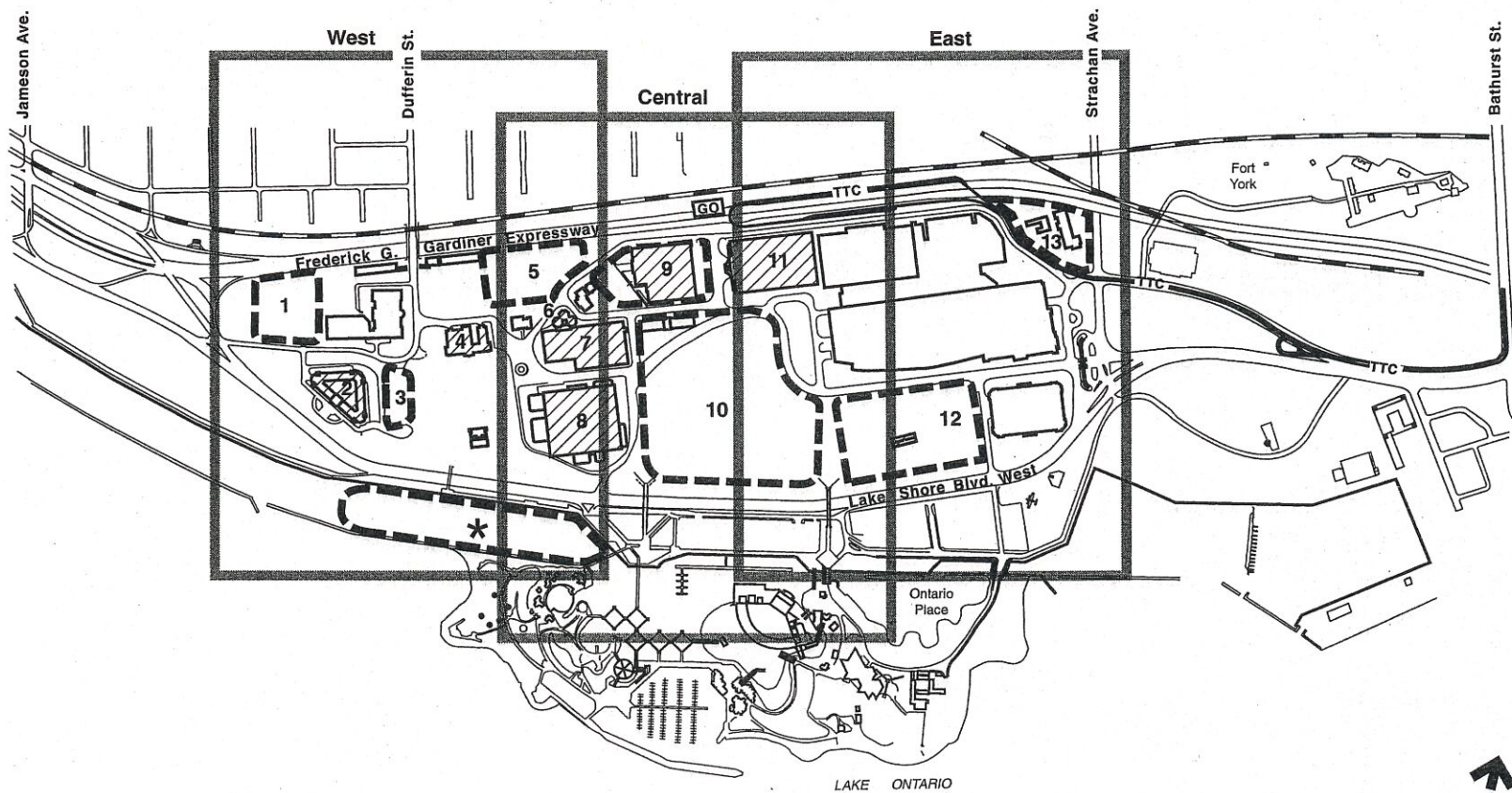
Exhibition Court looking south






Princes Boulevard festival looking west



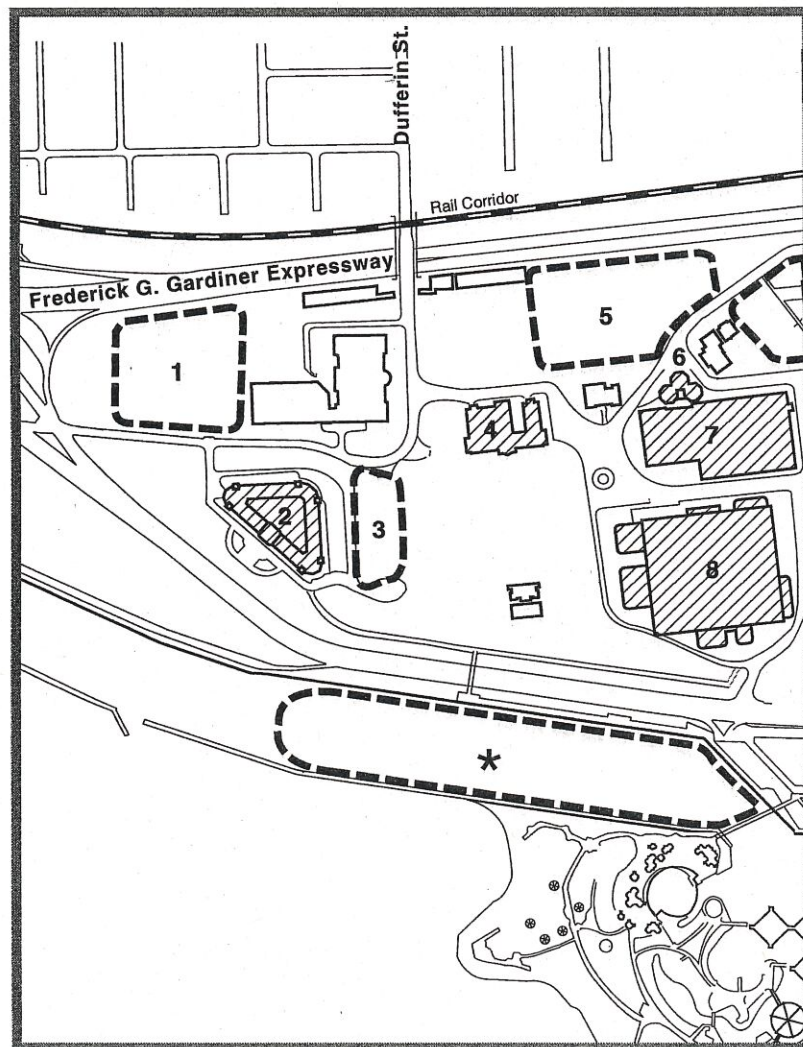
Tivoli Gardens, Copenhagen



-  Potential Development Opportunities
-  Adaptive Re-use Opportunities
-  Area of Further Study

Program and Development Framework

Exhibition Place



Adaptive Re-use Opportunity



Potential Development Opportunity



Area of Further Study

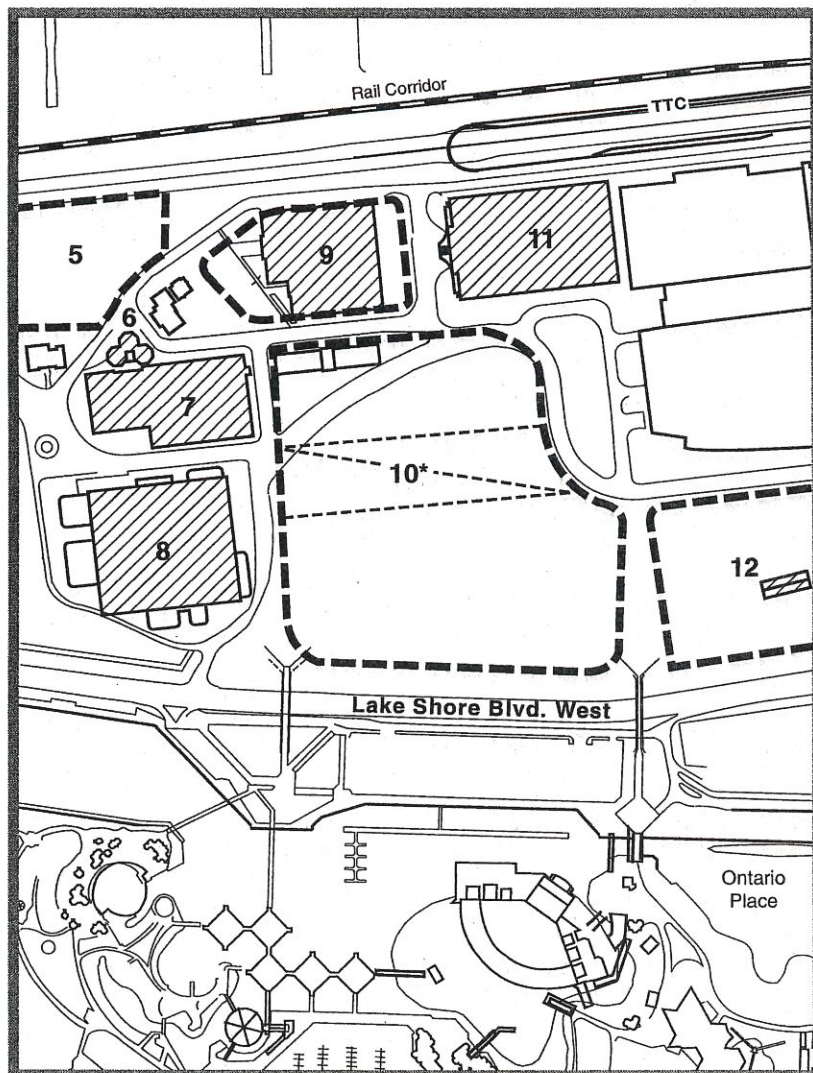
Program and Development Framework Exhibition Place West



Potential Uses

Cultural	Animation Centre Heritage Amusement Park International Gardens Nashville North
Trade & Exhibitions	TV Studio
Nature/Exhibition Grounds	Bio/Eco Centre Horticultural Centre
Open Space	

Site Information

		SITE AREA		BUILDING GFA
		(sq. metres)	(acres)	
1.	Potential Development Opportunity	19 000	4.7	
2.	Ontario Government Building			4 000
3.	Potential Development Opportunity	8 000	2.0	
4.	Horticulture Building			2 800
5.	Potential Development Opportunity	16 000	4.0	
6.	Music Building			900
7.	Queen Elizabeth Building			10 100
8.	Better Living Centre			19 500



-  Adaptive Re-use Opportunity
 Potential Development Opportunity

Program and Development Framework Exhibition Place Central

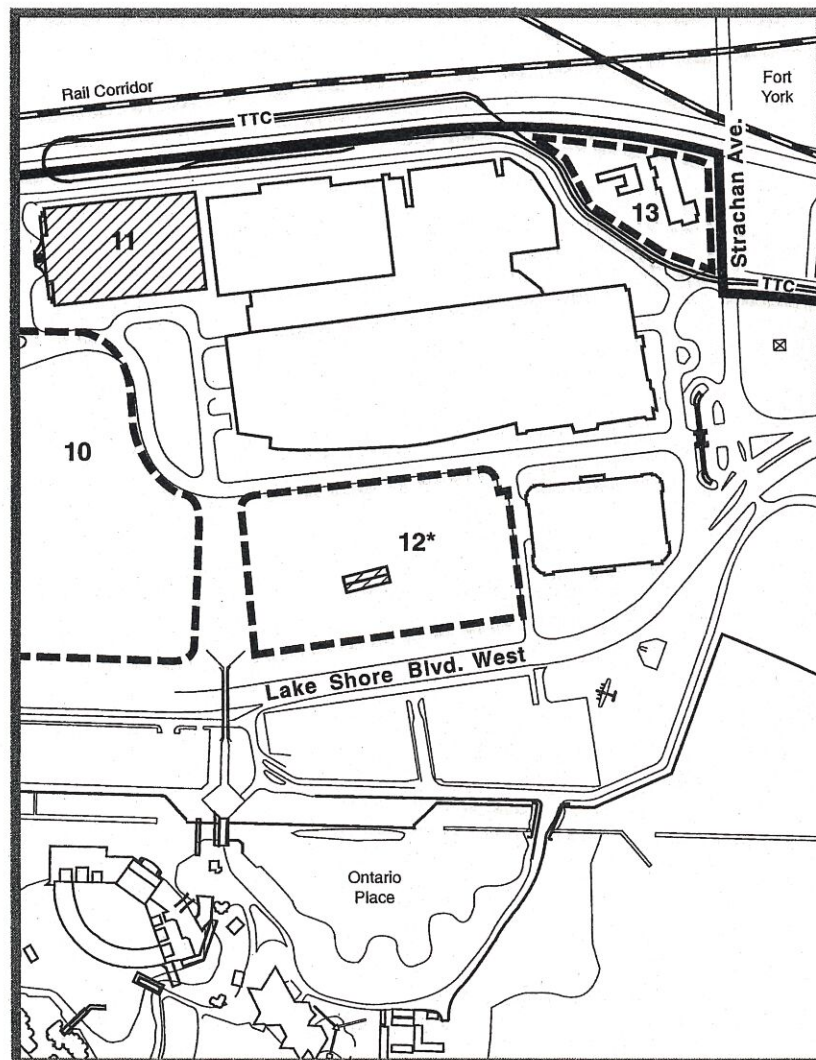
Potential Uses



Sports	Aquatic Centre Field House High Performance Training Centre Stadium Velodrome
Cultural	Animation Centre Heritage Amusement Park Nashville North Fairgrounds
Trade & Exhibitions	Antique Centre Crafts Market Hotel
Open Space	

Site Information

	SITE AREA		BUILDING GFA
	(sq. metres)	(acres)	(sq. metres)
6. Music Building			900
7. Queen Elizabeth Building			10 100
8. Better Living Centre			19 500
9. Potential Development Opportunity (Food Building)	18 000	4.5	14 000
10* Potential Development Opportunity (Sports Hall of Fame)	75 000	18.5	650
11. Horse Palace			30 300

* Note: Site 10 is proposed as an Olympic Stadium site. Future development of this site should take into consideration the open space requirements of the Canadian National Exhibition.



-  Adaptive Re-use Opportunity
-  Potential Development Opportunity

Program and Development Framework Exhibition Place East

Potential Uses

Trade & Exhibitions

Antique Centre
Crafts Market
Hotel
Trade-Mart
Conference Centre
TV Studio

Open Space

Site Information

	SITE AREA		BUILDING GFA
	(sq. metres)	(acres)	(sq. metres)
11. Horse Palace			30 300
12.* Potential Development Opportunity (Stanley Barracks)	29 000	7.2	2 080
13. Potential Development Opportunity	11 000	2.7	

* Note: Site 12 is proposed as a significant open space in the east part of the grounds. Development of this site could be permitted provided that open space is achieved on the site in accordance with the Exhibition Place Structure Plan.