

EXHIBITION PLACE

November 17, 2001

To: The Board of Governors of Exhibition Place

From: Dianne Young
General Manager & CEO

Subject: Comments on "Making Waves: Principles for Building Toronto's Waterfront"

Recommendation:

It is recommended that the Board:

- 1. Endorse the principles in this report and forward this report to the Toronto Waterfront Revitalization Corporation, the City of Toronto Waterfront Reference Group and the City of Toronto Commissioner of Urban Development Services, for consideration.**

Background:

At its meeting of June 19, 1998, the Board adopted the Exhibition Place Development and Concept Plan (the "Exhibition Place Concept Plan") which document established areas for redevelopment on the grounds and potential uses. At its meeting of June 23, 2000, the Board considered a report of the General Manager & CEO entitled "Comments on Waterfront Revitalization Task Force Report" which reviewed the proposals found in "Our Toronto Waterfront: Building Momentum", the report of the Toronto Waterfront Revitalization Task Force ("Task Force Plan"), as these proposals related to Exhibition Place and the present activities at Exhibition Place and future developments as set out in the Exhibition Place Concept Plan. The Exhibition Place report made recommendations which were forwarded to the Task Force and City of Toronto Urban Planning.

Discussion:

Since June 2000, several actions have been taken by the City and senior levels of government on the waterfront initiative which are outlined on Appendix "A" attached to this report. As indicated, the most recent action was the release of "Making Waves: Principles for Building Toronto's Waterfront" which is a new Central Waterfront Part II Plan prepared by the City's Urban Development Services ("City Plan").

The City Plan has two parts. The first sections place the waterfront initiative in a national, provincial and local context and explain why the planning of the Central Waterfront warrants a

unique approach. The remaining sections of the document constitute a proposed statutory Plan which sets out broad principles focused around the following areas:

- i. Removing barriers/building connections;
- ii. Building a network of waterfront parks and public spaces;
- iii. Promoting a clean and green environment; and
- iv. Creating dynamic and diverse new communities.

The City Plan includes maps outlining a Roads Plan; Transit Plan; Parks, Open Space and Public Use Area Plan; Pedestrian, Cycling and Water Routes Plan; and Land Use Plan. The Land Use Plan proposes three designations: Development Area (allows for mix of commercial, residential and industrial uses), Existing Use Area (continues to be governed by existing planning regulations) and Parks, Open Space and Public Use Area. Copies of all these maps are attached to this report for the information of the Board.

Following public discussions of this Part II Plan, there may be modifications and revisions prior to approval by City Council. Following City Council approval, the Part II Plan will become the basis for the development of detailed strategies for each waterfront precinct. These "Precinct" plans will deal with street and block patterns, building heights and massing, urban design, permitted land uses, classes of development, community services and facilities, business relocation requirements and financing options.

The City Plan sets out principles to guide development and does not speak to specific uses as does the Task Force Plan or the Exhibition Place Concept Plan. Therefore, any assessment of the City Plan can only be in the form of general comments and the issues raised in the June 23rd report are revisited below adding to them commentary on the principles set out in the City Plan.

- (a) Combined Exhibition Place/Ontario Place Site – The Task Force Plan proposed integration of the two sites and the City Plan also speaks to integration but approaches this integration in a different manner. The City Plan speaks to Ontario Place being "woven into the waterfront park system with better access for the public" and the development parcels which the Task Force Plan identified as part of Ontario Place are now part of an expanded Exhibition Place precinct through the relocation of Lake Shore Boulevard West south to the Ontario Place parking areas. While the Exhibition Place Concept Plan does not address amalgamation of the property or relocation of Lake Shore Boulevard West, the Board has in the past supported a joint development vision for Exhibition Place and Ontario Place.
- (b) Festival/Entertainment Site – The Task Force Plan provided for a series of three north/south plazas across Lake Shore Boulevard West which were to provide 44 acres of open public space and ceremonial spaces. While these ideas have not been included in the City Plan because Lake Shore Boulevard West has been relocated to the south, the City Plan identified the creation of a "world-class public open plaza" which appears to be about 12 acres on the former Stadium Site which is also the prime location at present for the CNE Midway. Also the City Plan does show several pedestrian, trail links across the relocated Lake Shore Boulevard West. The Task Force Plan also envisioned a Tivoli Gardens entertainment area for the western part of the grounds which is in keeping with the suggested uses for the western part of the grounds provided in the

Exhibition Place Concept Plan (ie animation centers, international gardens, entertainment area, bio/eco centre). An active park area at the western end of the grounds is also preserved in the City Plan.

- (c) **Preservation of Heritage Buildings** - The Exhibition Place Concept Plan states that heritage buildings and elements should be protected and enhanced and the rehabilitation and the adaptive reuse of these buildings should be incorporated where feasible. The City Plan also speaks directly to the "adaptive reuse of heritage buildings" at Exhibition Place. The Task Force Plan also protects this principle and all designated buildings were preserved as were the historic Victorian buildings at the west-end of the site. The Task Force Plan demolished the Food Building, Better Living Centre and Halls of Fame to support the Olympic structures and the City Plan appears to continue to suggest that the footprint of the Food Building and Halls of Fame is a development area.
- (d) **Public Open Space** - All three plans emphasize the importance of balancing public open space and new developments. The Task Force Plan introduced a substantial waterfront park extending from Trinity Bellwoods to Coronation Park and this idea is repeated in the City Plan. All three plans recognize the importance of preserving Bandshell Park as open space and both the Exhibition Place Concept Plan and the City Plan (but not the Task Force Plan) recognize and preserve Centennial Park for public open space. The City Plan also suggests that Marilyn Bell Park will be expanded by three hectares with the relocation of the Lakeshore Boulevard West and this expanded park will form a gateway to the waterfront at the western end of Exhibition Place for residents of South Parkdale.
- (e) **Roadways/Transit** - All three plans recommend a reconfiguration of some roadways throughout Exhibition Place in order to improve accessibility, safety and amenity to the public such as the extension of Dufferin Street south and the extension of the Waterfront Rapid Transit Line to the west end of the grounds. However, because of the relocation south of Lake Shore Boulevard West, the City Plan does not include an additional north-south roadway in the area of New Brunswick Way and seems to eliminate the connections of Ontario Drive and Newfoundland Drive to the relocated Lake Shore Boulevard West. The City Plan also provides for a streetcar track on Princes' Boulevard in the long-term which would be in conflict with any continuation of the Molson Indy in its present location as would a relocated Lake Shore Boulevard West.
- (f) **Expansion of Trade Show Facilities** - The Exhibition Place Concept Plan and the Task Force Plan both support the expansion of the trade show facilities with an expanded trade centre, trade mart and supporting facilities such as a hotel. The City Plan does not address these particulars as such uses will be addressed in the Precinct Plan although the City Plan speaks of the National Trade Centre "as a magnet to attract new businesses".
- (g) **Residential Developments** - The Exhibition Place Concept Plan does not propose any residential development while the Task Force Report proposes substantial residential development on the south side of Lake Shore Boulevard West. In the City Plan, the south side of Lake Shore Boulevard West is now part of the development parcel of the Exhibition Place precinct and is designated for a mix of commercial, residential and industrial uses although the

details of specific zoning and densities is to be determined in the future Precinct Plan. The City Plan differs from the Task Force Plan and limits residential uses and states that "Housing at select peripheral locations will not detract from Exhibition Place's primary role" as a place for celebration and exhibition. The issue with the location of housing on or near Exhibition Place is the inherent conflicts that may arise between neighbourhoods and the Canadian National Exhibition and the festival/event business at Exhibition Place especially within the eastern and central areas of the grounds.

Conclusions:

This report updates the Board on the proposals contained in the Exhibition Place Concept Plan as compared with the Task Force Plan presented in May, 2000 and the City Plan released in October, 2001. While the summary above highlights the major directions of all three plans, staff would recommend that the Board reiterate and support the general principles endorsed by the Board at its meeting of June 23, 2000, which are as follows:

- A. Oppose, in principle, the construction of residential housing on the grounds of Exhibition Place or on adjacent or reconfigured lands or development parcels south of the present southerly property line of Exhibition Place;
- B. Ensure the needs of the annual CNE are met within any reconfigured public open space or new exhibit halls developed or expanded;
- C. Ensure the accommodation of major users/tenants, present and future, such as Medieval Times, Liberty Grand, Molson Indy;
- D. Ensure continued balance between parkland and development;
- E. Ensure developments are not in conflict with heritage preservation;
- F. Take into consideration the roadway and transit configuration to ensure they meet needs of present users and Ontario Place; and,
- G. Develop a business case to support an expanded NTC and trade mart.

Contact:

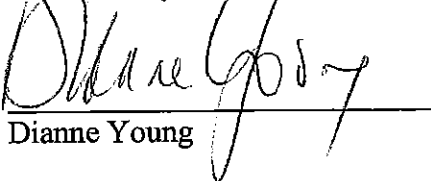
Dianne Young, GM & CEO

Telephone: 416-263-3611

Fax: 416-263-3640

E-Mail: dyoung@explace.on.ca

Submitted by:


Dianne Young

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Toronto Waterfront Revitalization

The scale of the project proposed would be the city's largest-ever construction project and would result in:

- Ten million square feet of new commercial and industrial space equal to the floor space of five SkyDomes
- 74 hectares (183 acres) of new parkland
- up to 35,000 new permanent jobs
- 165,000 person-years of employment during construction
- new homes for 68,000 people, at least one-quarter of which would be affordable rental and low-end-of-market housing
- \$100 million in new annual property tax revenue (based on current tax rates)
- two million more visitors to Toronto each year – an increase of 10 per cent
- \$800 million in transit improvements
- 100,000 additional TTC trips per day, an eight per cent increase in overall TTC ridership – equivalent to two new 504 King streetcar routes
- \$170 million to extend Front Street west from Bathurst Street to Dufferin Street with a new Gardiner Expressway interchange west of Strachan Avenue
- \$60 million to begin cleanup of contaminated soil and ground water in the Port Lands area
- \$58 million to expand and improve public transit facilities at Union Station
- \$2 million to begin cleanup of contaminated soil and ground water, enhance flood protection and restore the habitat of the mouth of the Don River

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Waterfront Revitalization Chronology

November 3, 1999	<p>Mayor Lastman, Prime Minister Chrétien and Premier Harris announce the formation of the Toronto Waterfront Revitalization Task Force headed by Robert Fung. A renewed waterfront will meet the objectives of enhancing Toronto's economic vitality, social development, transportation system, housing stock and environmental sustainability</p> <p>Mayor Lastman releases vision document <i>Our Toronto Waterfront! The Wave of the Future</i></p>
March 2000	<p>Release of the report of the Toronto Waterfront Revitalization Task Force – <i>Our Toronto Waterfront: Gateway to the New Canada</i> – a strategic master plan that combines open space, recreational, residential, commercial and entertainment uses and examines infrastructure requirements, including transportation and transit services, parks and environmental remediation</p>
June 2000	<p>The Toronto Waterfront Revitalization Task Force holds four public meetings on the proposed plans</p>
August 2000	<p>City Council approves <i>Our Toronto Waterfront: Building Momentum</i> in response to the task force report. <i>Building Momentum</i> contains the City's preliminary analysis of the strategic master plan and recommends an implementation strategy for revitalization</p>
October 4, 2000	<p>The City places an Interim Control Bylaw on key lands between Jameson Avenue and Leslie Street to protect future options for a publicly accessible waterfront and a reconfigured transportation network</p>
October 20, 2000	<p>Prime Minister Chrétien, Premier Harris and Mayor Lastman announce their commitment to Toronto's waterfront and pledge \$1.5 billion to kick-start the project</p>

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Subway Platform Expansion at Union Station

The expansion of the Toronto Transit Commission's (TTC) Union Subway Station will double the size of the current subway platform and improve the flow of TTC and GO Transit commuter and tourist traffic through the City's most important transit hub. The expansion will accommodate future passenger flows, which are expected to increase 80 to 90 per cent by 2021.

Key features of the expansion include:

- separation of east and westbound TTC subway platforms by the addition of a second platform in the Union Subway Station
- a pedestrian corridor for GO Transit riders to bypass TTC's paid area
- improved connections to the Harbourfront Light Rapid Transit (LRT) system
- full accessibility at all levels of the TTC Union Subway Station
- better access to TTC fare lines and a revised concourse layout.

This larger, safer and more efficient Union Subway Station will accommodate higher volumes of TTC, GO Transit and LRT passengers. As Toronto's population grows over the next 25 years and TTC and GO Transit ridership increases, this expansion will set the stage for future public transit improvements to accommodate commuter traffic to and from a vibrant new Port Lands district.

An enhanced TTC and GO Transit system is a key cornerstone of environmentally sustainable development in the City, with Union Subway Station the focal point for travel through downtown Toronto. Increased traffic flows through Union Station's TTC and GO Transit concourses are key components of the overall waterfront renewal plan.

Substantial planning has been underway and redevelopment plans were simplified by the City's acquisition of Union Station in 2000. In 1999, the TTC completed a feasibility study for this project and in September 2000, it approved a \$600,000 commitment to proceed with preliminary planning and conceptual design in conjunction with City and GO Transit. An intergovernmental agreement is being negotiated to proceed with the project on a priority basis.

An environmental assessment will be carried out in 2002. Design and preparation of construction contracts for the new platform and mezzanine will be initiated in 2003. Union Subway Station's new platform and mezzanine will open to passengers in 2007.

The project will be overseen by the Toronto Waterfront Revitalization Corporation and managed by the TTC.

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Toronto's Port Lands and West Don Lands

The eastern shore of Toronto Harbour will gain a new lease on life as a \$61-million project is initiated to clean up and service valuable land in the Port Lands district that holds great promise as a significant residential community and a node for new economy businesses.

Many sites contained in the Port Lands, East Bay Front and West Don Lands are a prime target for redevelopment. Environmental remediation will be a key component in this effort. Using a mix of full-scale remediation, bioremediation and risk management approaches based on future uses, human health hazards and ecological risks will be eliminated or contained so that the lands can be used for a variety of purposes. The project will be overseen by the Toronto Waterfront Revitalization Corporation and managed by Canada Lands Company, Ontario Realty Corporation and City of Toronto Economic Development Corporation (TEDCO).

The Central Waterfront Plan prepared by the City of Toronto proposes a wider range of commercial/ industrial uses for the area in recognition of the changing nature of the new economy. This would include a future centre for mixed residential and business uses, particularly high-tech companies. The Plan is currently the subject of City-wide public meetings.

The three levels of government through the Toronto Waterfront Revitalization Corporation will lay the foundation for a revitalized Port Lands district by removing the most obvious impediments to new public use and private sector investment. Specific initiatives will include:

- introducing new economy business opportunities
- developing an overall land management strategy for the area
- remediating soil and groundwater
- improving access to and from transportation routes, including transit, in the area
- implementing a sanitary sewer separation program
- enhancing recreational opportunities and waterfront access.

This Port Lands preparation work is one of four projects to be addressed on a priority basis. Plans for environmental remediation, transportation routes, infrastructure servicing and land preparation are an integral component of the business strategy and development plan to be prepared by the Toronto Waterfront Revitalization Corporation for the Port Lands and the Toronto Waterfront as a whole. The project is to be launched early in the new year.

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Governance Structure for Toronto Waterfront Revitalization

This spring, the City of Toronto, Province of Ontario and Government of Canada joined forces to establish the Toronto Waterfront Revitalization Corporation that will oversee the renewal of Toronto's waterfront.

The corporation will act on behalf of all three governments. The governments will exercise their interests, obligations and responsibilities through membership in the corporation and the appointment of representatives to its board of directors. The new corporation's business strategy and development plan will be subject to the approval of the government partners. In addition, a legally binding agreement will outline the principles of governance for the corporation.

On July 26, 2001, Robert Fung was endorsed as chair of the new corporation. Mr. Fung had earlier headed the task force that provided a conceptual blueprint to revive Toronto's waterfront. The Part II Plan for the central waterfront is a refinement of the blueprint.

In addition, each government will appoint three citizens to the corporation's board of directors this fall. The board of directors, in consultation with the government partners, will be responsible for hiring a chief executive officer.

Initial Projects

The first activities of the new corporation will involve construction of large-scale waterfront infrastructure projects that will permanently improve Toronto's waterfront. Work has already begun on the first four projects, which represent a total of \$300 million in new investment. They are:

- an expansion and improvement of public transit facilities at Union Station
- environmental assessment of plans to transform the mouth of the Don River
- environmental improvements to former industrial land in the Port Lands area
- extension of Front Street from Bathurst to Dufferin Streets with a new Gardiner Expressway interchange west of Strachan Avenue

Interim Governance Structure

The long-term governance structure of the corporation will require provincial legislation, which is expected to be tabled this winter. In the interim, the corporation will proceed with its work as a sole shareholder, not-for-profit corporation guided by an agreement among the three governments.

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Toronto Waterfront Cooperative Environmental Assessment Process

The revitalization of Toronto's waterfront will involve numerous public and private projects. Regardless of the development scenario, the quantity and rate of development anticipated is unprecedented. Depending on the technical nature of these projects, provincial and federal environmental assessments and other environmental approvals will be required. If these projects undergo normal environmental assessment (EA) processes, the regulatory review periods alone could slow the revitalization process.

A process is being developed to ensure that the regulatory EA requirements for waterfront revitalization projects are met in a timely manner. To this end, the City of Toronto, in consultation with the federal and provincial governments, is developing a Cooperative Environmental Assessment process for all waterfront infrastructure undertakings.

The objectives of the Toronto Waterfront Cooperative Environmental Assessment are to:

- meet the requirements of applicable EA agencies; at a minimum, the process will comply with all requirements of the federal and provincial Environmental Assessment Acts
- assist Toronto in assessing the degree to which proceeding with the development of the waterfront will assist in achieving the City's sustainability goals
- provide a more comprehensive assessment of the overall relationship between waterfront revitalization and the environment. Projects will be assessed within the context of waterfront renewal as a whole and at an individual project level. This will assist in determining the relative environmental impact of the undertaking and in developing a process that will optimize the environmental performance of all renewal projects
- maximize information and resource sharing – the common elements of all EAs will be performed collectively, thus reducing duplication of effort. Information sharing will improve the quality of assessments
- facilitate the EA and approval process – the environmental assessment requirements for all undertakings will be clearly defined, thus reducing the time required to complete and review assessments.

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