

Exhibition Place – Cultural Heritage Landscape Assessment and Next Steps for Master Plan

Date: April 10, 2019

To: Toronto and East York Community Council

From: Director, Community Planning, Toronto and East York District

Ward 10 – Trinity-Spadina

Planning Application Number: 19 109258 STE 10 TM

SUMMARY

The purpose of the report is to provide a summary of the Cultural Heritage Landscape Assessment (CHLA) completed for Exhibition Place, to affirm its importance in informing the on-going Master Plan exercise for Exhibition Place and to outline the next steps for the Exhibition Place Master Plan process.

Exhibition Place is a unique City-owned site comprising approximately 192 acres of land within the Central Waterfront area. The lands are situated between the Gardiner Expressway and Lake Shore Boulevard West, with access points from Lake Shore Boulevard West, Dufferin Street and Strachan Avenue. Exhibition Place is an important asset to the City, hosting major public events and celebrations and is the City's only dedicated downtown "exhibition" ground. It is also an important venue for trade and consumer shows, conferences and major sports and entertainment events.

The CHLA provides a comprehensive assessment of the heritage of Exhibition Place and its significance. Exhibition Place is home to a remarkable collection of heritage buildings set in a heritage landscape tracing its origin back to the original Provincial Exhibition. There are 18 listed or designated buildings on the site, many surrounded by unique landscaped open spaces which reflect the character and era of the buildings and structures they support. The site also includes interpretative installations, landmark entrances, commemorative and historical plaques and public art, as well as known archaeological resources and areas of archaeological potential.

Exhibition Place has evolved over time, but it has sustained a dedicated focus on agricultural education and exhibition use. Through its architecture, designed landscapes and the axial planning that characterized the design of exhibition grounds across the continent in the early twentieth century, Exhibition Place remains a unique surviving example of this kind of cultural heritage landscape in North America.

Over the years, a number of planning exercises have focused on Exhibition Place, including some that have referenced a joint planning exercise with Ontario Place. Concurrently, new facilities such as Hotel X and the BMO Field have opened on the grounds. City staff have continued to work with the Exhibition Place Board of Governors and the Province on updated plans for Exhibition Place to identify opportunities and guide change. The Exhibition Place Master Plan and the Cultural Heritage Landscape Assessment will play a critical role in the continued evolution of Exhibition Place, including future business planning and decision making for this unique City-owned property. The Master Plan exercise will be informed by and coordinated with work on the new Exhibition Place Strategic Plan.

RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council adopt the recommendations of the Exhibition Place Cultural Heritage Landscape Assessment (CHLA) attached at Attachment 4 to the report dated April 10, 2019 from the Director, Community Planning, Toronto and East York District, and direct City Planning staff to utilize the CHLA and its recommendations in the development of the Exhibition Place Master Plan.
2. City Council direct City Planning staff to use the CHLA to inform more detailed study and to bring forward recommendation for inclusion of Exhibition Place as a "significant cultural heritage landscape" on the City's Heritage Register and/or designation under either Part IV or Part V of the Ontario Heritage Act.
3. City Council adopt the proposed Master Plan study framework as described in this report to guide on-going work on the Master Plan.
4. City Council direct City Planning staff to undertake public consultations on the development of the Master Plan, including consultations with various stakeholder groups, the community at large and the Indigenous community.
5. City Council request that the Province of Ontario work jointly with the City on the revitalization of Ontario Place and develop a coordinated planning process that leverages the opportunities and synergies of both the Ontario Place and Exhibition Place sites, and has regard for the City's Guiding Principles, City objectives for the development of the central waterfront, and existing City and Exhibition Place plans.
6. City Council forward a copy of this report to the Board of Governors of Exhibition Place for its information and direct City Planning staff to work with the Exhibition Place Board of Governors to coordinate work on the Master Plan with development of the new Strategic Plan for Exhibition Place.

FINANCIAL IMPACT

There are no immediate financial implications resulting from the implementation of the recommendations in this report.

DECISION HISTORY

At its meeting of April 16, 2003, City Council adopted the Central Waterfront Secondary Plan (CWSP). The CWSP is the overarching policy document guiding waterfront renewal and includes both Ontario Place and Exhibition Place. Council's 2003 Decision can be found at this link:

<https://www.toronto.ca/legdocs/2003/agendas/council/cc030414/plt5rpt/cl001.pdf>

At its meeting of December 16, 2013, City Council directed staff to work on a co-operative and co-ordinated approach to planning Ontario Place and Exhibition Place and requested the, then, City staff working group develop general terms of a draft agreement to guide this co-operative venture, and report back to the Executive Committee in 2014. Council's Direction can be found at this link:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.MM45.17>

At its meeting of August 25, 2014 City Council further directed staff to work with the province on a joint planning approach for Ontario Place and Exhibition Place in response to the then provincial government's long term vision to revitalize Ontario Place announced in July of 2014. Council's Direction can be found at this link:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.EX44.4>

At its meeting In February 3, 2016, Toronto City Council adopted recommendations in a report dated September 4, 2015 entitled "Official Plan Amendment for Exhibition Place" from the CEO of Exhibition Place for an Official Plan Amendment (OPA) for Exhibition Place to determine the actions necessary to amend the Official Plan to allow buildings within the lands designated Parks/Open Space within the Exhibition Place Grounds to be leased for a term longer than 21 years.

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

At its meeting on June 14, 2016 Toronto and East York Community Council directed staff together with the Ward Councillor to schedule a community consultation meeting for an Official Plan Amendment to consider leases in excess of 21 years, and established a subcommittee to which staff were directed to submit a report on all studies, reports and plans relevant to Exhibition Place and on the status of a coordinated planning approach for Exhibition Place and Ontario Place.

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

At its meeting on November 30, 2016, the Official Plan Amendment Subcommittee met and requested that staff report back on the results of the 2017-2019 Exhibition Place Strategic Plan, the outcome of negotiations with the Province on a coordinated planning approach for Exhibition Place and Ontario Place and the results of the Exhibition Place

Cultural Heritage Landscape Assessment (CHLA). The Sub-Committee also requested staff to establish a public working group and that the working group meet when all of the relevant policy documents, background material and studies necessary to review the proposed Official Plan Amendment are available.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.TX1.2>

ISSUE BACKGROUND

Exhibition Place – Context and Character

The Exhibition Place lands are organized in a campus-like setting on 192 acres of land located within the Central Waterfront area. The grounds are characterized by large sports, trade and convention facilities at the east end and a significant collection of heritage buildings in a "pavillion in the park" setting at the west end. Situated between the Gardiner Expressway and Lake Shore Boulevard West, Dufferin Street and Strachan Avenue, Exhibition Place is also located at the convergence of streetcar, bus and Metrolinx lines.

The lands are an important asset for the City in their ability to host major public events and celebrations and are the City's only dedicated downtown "exhibition" grounds. Exhibition Place is also an important venue for trade and consumer shows, conferences, conventions and sports events, along with unique entertainment venues such as Medieval Times and the Liberty Grand. Exhibition Place also serves as an informal recreation space for thousands of new residents in the nearby Fort York and Liberty Village neighbourhoods. Exhibitions and shows such as the Royal Agricultural Winter Fair, the Boat Show, the Home Show, the Honda Indy and most notably the 18-day Canadian National Exhibition (CNE), bring large numbers of visitors to the site annually. In 2016, over five million people attended 365 events on the Exhibition grounds.

Planning Framework

Any decisions related to planning, policy, heritage or land use are governed by a number of provincial and municipal statutes and By-laws. The Planning Act cites regard to "the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest" and the Provincial Policy Statement states that the wise use and management of cultural heritage and archaeological resources is a key provincial interest.

The Ontario Heritage Act (OHA) is the key piece of legislation for the conservation of heritage resources in Ontario. It regulates, among other things, how municipal councils can identify and protect heritage resources, including archaeological resources, within municipal boundaries and identifies the tools to achieve this.

In the City of Toronto Official Plan, the Exhibition Place lands are within the Downtown and Central Waterfront. The lands are designated as Regeneration Areas and Parks and Open Space Areas – Other Open Space (see Attachment 2).

Broadly speaking, the City's Official Plan builds on Provincial legislation to set out more specific policies to guide growth in the City, including: land use; parks and open spaces; the natural environment; built form; the public realm and economic development. The Official Plan also contains policies that seek to protect and manage cultural heritage resources, including significant buildings, properties, districts, landscapes and archaeological sites.

The Exhibition Place lands are located within the boundary of the Central Waterfront Secondary Plan (CWSP) (see Attachment 3). The Central Waterfront Secondary Plan is founded on four core principles:

1. Removing Barriers/Making Connections;
2. Building a Network of Spectacular Waterfront Parks & Public Spaces;
3. Promoting a Clean & Green Environment; and
4. Creating Dynamic & Diverse New Communities.

The CWSP states that development is to respect and celebrate Exhibition Place's existing heritage architecture and views of heritage buildings from the water. Adaptive re-use of heritage buildings is encouraged. New development within lands designated Parks and Open Space Areas may only be considered if existing open space areas are maintained or alternatives to expand the size and usability of City-owned parks are provided.

Other Plans and Guidelines

Exhibition Place has prepared a number of detailed plans to provide further guidance, including the Exhibition Place 2017 – 2019 Strategic Plan, the Exhibition Place 2010 Structure Plan and the Festival Plaza at Exhibition Place Master Plan. City staff will be reviewing these and other Exhibition Place plans and consulting with the Exhibition Place Board of Governors to ensure that the Master Plan will be able to support and guide the Board's on-going business planning process.

Zoning

Unlike other areas of the City where development is governed by zoning by-laws, development within Exhibition Place is regulated by the City of Toronto Act, 2006. Section 406 of the Act entrusts its management and operations to the Exhibition Place Board of Governors and outlines the permitted uses. The Act directs that the lands will be used primarily for parks and exhibition purposes. It provides for expansion of permitted uses subject to approval by the City. The Act also requires that an exhibition be held annually within the lands.

Building heights are also impacted by the proximity to the Billy Bishop Toronto City Airport (BBTCA). Though BBTCA's Airport Zoning Regulations do not extend to

Exhibition Place, airspace restrictions associated with the airport's instrument procedures do apply over much of the property.

Recent / Proposed Developments

Over the past decade, a number of features have been added to Exhibition Place.

- BMO Field - Opened in 2008, BMO Field is home to Toronto FC and the Toronto Argonauts. Expansions to the field were made in 2014 and 2017 to create a seating capacity of over 30,000.
- Hotel X - The 404 room Hotel X opened in 2018, set within new landscaped open space that replaced surface parking. The Hotel operator has an option for a second phase on the adjacent lands to the west.
- OVO Athletic Centre (formerly BioSteel Centre) - opened in 2016 as a new basketball practice facility at the west end of Exhibition Place and is used by both the Toronto Raptors and community groups.
- Festival Plaza - A 2011 study proposed the development of a plaza at Exhibition Place to provide flexible gathering and event space which could double as parking when needed.

Transportation and Transit

The existing transit services at the site include the TTC Dufferin 29 bus, 121 Fort-York Esplanade bus, and the Bathurst 511 streetcar and Harbourfront 509 streetcar lines which turn around at the Manitoba Drive loop north of the Horse Palace building. Other transit services include the Exhibition GO Station on the Lake Shore West Line and the Ossington 63 TTC bus route just north of the GO Station in the Liberty Village Neighbourhood. Access to the Liberty Village Neighbourhood is provided via a pedestrian tunnel that also connects the GO Station platforms. Cycling facilities exist primarily along the perimeter of the site, including along Strachan Avenue to the east and the Martin Goodman trail to the south.

Improvements to the Exhibition GO Station including an additional pedestrian tunnel to Liberty Village are planned in the near-term. Also planned is the extension of the TTC waterfront streetcar line between the Exhibition Loop and the Dufferin Gate Loop.

Sewer and Water Infrastructure

There is an existing network of servicing infrastructure operated and maintained by Exhibition Place within the Exhibition Place site that ties into a well-distributed servicing network (water, sewer, storm sewer) located both within and adjacent to Exhibition Place.

Exhibition Place Cultural Heritage Landscape Assessment (CHLA)

A Cultural Heritage Landscape is a defined geographical area modified by human activity and identified as having cultural heritage value or interest. A Cultural Heritage Landscape is defined and referenced in the Provincial Policy Statement (2014) and the City of Toronto Official Plan.

In June 2018, City Planning initiated a Cultural Heritage Landscape Assessment (CHLA) of Exhibition Place to appropriately identify and assess the site's cultural heritage resources, including its cultural heritage landscapes and archaeological resources. This study was undertaken to evaluate the site's cultural heritage value and to recommend, as appropriate, conservation strategies that will support master planning activities for the future of Exhibition Place.

The CHLA study was led by the City Planning Division in close collaboration with Exhibition Place Staff and consultation with external stakeholders. The CHLA is a foundational document to guide the Exhibition Place Master Plan and will enable the City to focus on conserving the cultural heritage value and heritage attributes of the Exhibition Place site, and to manage and guide future change in accordance with the Official Plan and the Ontario Heritage Act.

City Planning staff have reviewed and support the findings and recommendations of the consultants, including the determination that the identified area qualifies for inclusion on the City of Toronto's Heritage Register and designation under Part IV of the Ontario Heritage Act. The consultants further recommend in the CHLA that the Exhibition Place site be considered for Part V designation under the Ontario Heritage Act, as a Heritage Conservation District (HCD). Staff anticipate bringing forward a designation report upon the completion of the Master Plan process.

The CHLA meets the requirements of the Provincial Policy Statement (PPS 2014), Ontario Heritage Act and other provincial legislation and municipal policies, including requirements for consultation, evaluation and content. The study was undertaken in four key phases and included a public, stakeholder, and Indigenous engagement program.

Community and Stakeholder Consultation

The Exhibition Place CHLA included consultation with community members, stakeholders, tenants and major event organizers at Exhibition Place. The CHLA process included two stakeholder consultation meetings and one "Planners in Public Places" (PIPS) pop-up consultation at the 2018 Royal Agricultural Winter Fair.

The Indigenous engagement program for the Exhibition Place CHLA study followed the approach of separate and direct engagement with rights-bearing Indigenous communities or organizations, beginning in June 2018 with the circulation of a project notice by mail to the five identified nations. The notice invited recipients to contact City staff if they had any preliminary comments on the project or would like to organize a

meeting to discuss the project further. This notice was followed by a conference call with core project team members and representatives from the Huron-Wendat Nation on October 23, 2018.

Consultation with the Toronto Preservation Board took place at its meeting of February 27, 2019 to present the consultant team's key findings of the draft CHLA in order to gain feedback prior to the submission of the final CHLA. Staff also presented a summary of the CHLA and its findings and a review of the next steps in the Master Plan process at the April 10, 2019 meeting of the Exhibition Place Board of Governors.

Heritage and Archaeology

Research into the history and evolution of Exhibition Place was completed as part of the Cultural Heritage Landscape Assessment (CHLA) study process. This review provided an understanding of the history of development within the Study Area, and contributed to the analysis and evaluation of heritage resources.

A Stage 1 Archaeological Assessment was undertaken as part of the CHLA, resulting in refinements and revisions to the limits of the Archaeologically Sensitive Areas (ASAs) and the extent of archaeological potential identified within the Study Area. Any proposed future development within Exhibition Place that will affect any area identified as being of archaeological potential, or falling within an ASA, will be subject to further archaeological assessment. Through the Master Plan process, the need for additional policies ensuring the conservation of archaeological resources will be examined.

Existing Heritage Protections

Exhibition Place includes thirteen properties that are listed in the City of Toronto's Heritage Register, ten properties that are designated under Part IV of the Ontario Heritage Act (OHA), and one property which has an intention to designate under Part IV of the OHA.

The five buildings designed by prominent Toronto architect George Gouinlock were commemorated as a National Historic Site in 1985. This group includes: the Press Building (1904, former Administration Building); the Medieval Times Building (1912, originally Government Building, sometimes known as the Arts, Crafts and Hobbies Building); the Music Building (1907, former Railways Building); the Horticulture Building (1907); and the Fire Hall and Police Station (1912).

Cultural Heritage Landscape Analysis

Following the completion of the historical research, the consultant team undertook a character analysis to identify themes and typologies within the Study Area that could inform the identification of cultural heritage value, the determination of significance and the selection of heritage attributes. This analysis included the identification of existing heritage protections, dates of construction, landscape and architectural styles, circulation, public realm, building typologies and character sub-areas comprised of distinct cultural heritage landscapes.

Known construction activities within Exhibition Place date to 1751 and continue to the present day. A significant number of grand, early-to-mid 20th century exhibition buildings can be found throughout the Study Area contributing to its exhibition character, with more recent interventions at the site including BMO Field and Hotel X.

A representative variety of architectural styles prevalent in Toronto in the 19th and 20th centuries can be found within the Study Area. Many of the buildings represent diverse formal architectural styles, including Neo-Classicism, Beaux-Arts, Art Deco and Mid-Century Modern. Many of the buildings and structures also have designed landscapes which define, support and maintain the associated structures. These landscapes include Palatial Landscapes and Large Open Spaces, Parterre Gardens and Foundation Plantings.

Throughout the community engagement process, the importance of views, vistas, and gateways associated with Exhibition Place were mentioned. Significant views were noted and analyzed by the consultant team during initial site visits and further reviewed after the public consultation meetings. These views, vistas and gateways help define a sense of place by orienting the viewer to their immediate surroundings, and have been categorized into three groups: views looking at particular objects, places or buildings; vistas looking at much larger landscapes or built form; and gateways that create a sense of entrance and transition from one area to another. The full list of views, vistas and gateways can be found in the CHLA Study (Volume 1 pg. 92-101).

Character Sub-Areas and Periods of Significance

Four character sub-areas (Gouinlock Collection, Lakefront Edge, The Royal Agricultural Winter Fair Complex, and Modernist Core) were identified as part of the CHLA Study. These sub-areas define three distinct and significant periods of the history of Exhibition Place. These three periods, spanning the majority of the twentieth century, were confirmed through the historical evolution of the site, including archaeology, and the cultural heritage landscape analysis phases, which together facilitated an understanding of which properties convey the story of Exhibition Place.

- Gouinlock Collection (1902-1912)
- Lakefront Edge (1912-1920)
- Royal Agricultural Winter Fair Complex (1921-1931)
- Modernist Core (1950s & 1960s)

Evaluation of Significance

Following the completion of the character analysis, the consultant team evaluated Exhibition Place as a whole applying Ontario Regulation 9/06, the criteria prescribed for municipal designation under Part IV, Section 29 of the Ontario Heritage Act, which the City of Toronto also applies when evaluating properties for its Heritage Register. This step is crucial in determining whether Exhibition Place, or portions of Exhibition Place, have sufficient cultural heritage value to warrant designation under Part IV of the OHA, and if it retains sufficient integrity to communicate those values.

CHLA Results and Recommendations

The results of this assessment conclude that Exhibition Place is a provincially significant cultural heritage landscape that incorporates a rich layering of designed areas that have gradually changed and coalesced over time to create a unique complex located in Ontario's capital city and which has organically evolved in relation to its strategic location on the Lake Ontario shoreline. See Attachment 5: Exhibition Place Statement of Significance

The site potentially retains pre-contact archaeological resources that would relate to the site's Indigenous land uses dating to as early as 9000 B.P. and retains significant and rare archaeological resources that represent the French Regime's control and presence in Upper Canada and later, the consolidation of the British administration in Ontario. The site also represents Ontario's tradition of establishing provincial fairgrounds which flourished in the mid-nineteenth century with Exhibition Place dramatically positioned in relation to Lake Ontario and showcasing monumental pavilion buildings situated in attractively-landscaped large open spaces. Whereas all other early exhibition sites in North America were decommissioned after their inaugural use and replaced with either new developments or entirely new exhibition complexes at later times and at new sites, Exhibition Place evolved as a permanent exhibition space that was added to and adapted over time. It was never fully reinvented, replaced, nor relocated. Rather, the site sustained a dedicated focus on agricultural education and exhibition use. It enshrined the Beaux-Arts style of architecture and axial planning that characterized the design of exhibition grounds across the continent in the early twentieth century. This design tradition would provide a template for the site upon which to introduce modernist buildings and interventions in the mid-twentieth century. Together, this impressive collection makes Exhibition Place the most remarkable Canadian exhibition grounds and a unique surviving, and active, example of this kind of cultural heritage landscape in North America.

Overall, the site retains integrity in terms of location, design, setting, materials, workmanship, feeling and association. It continues to maintain a physically prominent and iconic position on Toronto's waterfront and is strongly characterized by and comprises elements and features that have endured across the site over time and which are associated with its defensive origins and design as an exhibition complex. It clearly expresses itself as a unique exhibition complex that is rare in the Province of Ontario and within North America. As a whole, the site retains extensive original and significant building fabric and forms, landscape features and relationships, known archaeological resources, and open space coverage patterns that make it a provincially significant cultural heritage landscape. Some of the site's elements, and connections between them, have been disconnected in places or their quality degraded. However, these alterations are neither irreparable nor irreversible. A carefully planned management framework for the site can improve these deficiencies by applying rehabilitation treatments that seek to achieve continuity across the site and creation of strong relationships between the site's distinct internal areas and heritage attributes. Such an approach will ensure that this provincially significant cultural heritage landscape is conserved and reinvigorated as an evolving and important waterfront asset in the City of Toronto.

Through the rehabilitation of Exhibition Place, historical relationships within the grounds should be addressed as well as its relationship to Lake Ontario and interconnections with and contributions to its surrounding areas that is defined by culturally significant places including Fort York National Historic Site, Coronation Park and Ontario Place. At the same time, Exhibition Place is an extensive site and distinct complex heritage place which requires tailored planning that is sensitive to the needs of the site itself and its constituent elements.

Master Plan for Exhibition Place

Staff are undertaking a Master Plan exercise to provide direction for the future development of Exhibition Place. Staff also recommend that the development of the Master Plan be coordinated with the proposed revitalization of Ontario Place, as described in the report entitled Ontario Place Revitalization - Results of the Subcommittee Consultation, Guiding Principles and Next Steps, dated April 5, 2019 from the Director, Community Planning, Toronto and East York District. That report will be presented concurrently with this report at the April 24, 2019 meeting of Toronto and East York Community Council.

A joint planning exercise for these unique publicly-owned sites will take advantage of the natural connections between Exhibition Place and Ontario Place, both with regard to the entertainment and recreation uses on both sites and the need for improved connectivity.

Staff will be aiming to report on the final form of the Master Plan and any necessary planning policy changes required to implement the Master Plan in the first quarter of 2020.

In 2016, City Planning was requested to initiate an Official Plan Amendment (OPA) for Exhibition Place to extend leases beyond 21 years for facilities on lands designated open space. A subsequent subcommittee set up by Toronto and East Toronto Community Council on the request recommended that staff coordinate any recommendations on an Official Plan amendment with development of a Cultural Heritage Landscape Assessment, the Master Plan for Exhibition Place and any coordination with Ontario Place. Staff were also requested to set up a public working group to provide input on these plans. Since that time, the CHLA has been completed which is a precursor to the Master Plan and conversations were initiated with Provincial staff, however these were put on hold by the Province prior to the 2017 Provincial election. The OPA request will be evaluated as part of the current master plan process outlined below.

Co-ordination of the Master Plan process with other initiatives at Exhibition Place, particularly development of the new strategic plan will be another important part of the study. This will ensure that the Master Plan also contribute to the business and economic success of Exhibition Place

Staff recommend that the Master Plan study include the following elements:

Heritage and Archaeology

- The appropriate conservation and enhancement of built and cultural landscape elements identified in the Cultural Heritage Landscape Assessment(CHLA), prepared by Archaeological Services Inc. (ASI).
- The appropriate conservation measures for identified archaeological resources as identified in the Stage 1 Archaeological Assessment prepared by Archaeological Services Inc. and on file with the City.

Public Realm / Open Space

- Improving connectivity both within Exhibition Place and to the surrounding public realm including the Ontario Place lands
- A review of open space and opportunities to improve the public realm
- Protection and enhancement of the prevailing character of the grounds with buildings surrounded by generous landscaping
- Important views within Exhibition Place
- Views to Lake Ontario
- Views to Exhibition Place
- Gateway treatments
- Additional public art opportunities

Connectivity / Linkages

- Relationship to Ontario Place and means to improve connectivity
- Possible improvements to streets, bridges and potential land bridges
- Other opportunities to improve connectivity between Exhibition Place and its surrounding neighbourhoods and the waterfront

Mobility

- Existing transit (TTC and Metrolinx) infrastructure and capacity
- Planned TTC and Metrolinx improvements to transit infrastructure and capacity
- Potential future transit improvements
- Challenges posed by major events and surge crowds
- Potential demand associated with Ontario Place revitalization
- Vehicular network and parking
- Pedestrian circulation network and possible improvements
- The potential for an improved and integrated bicycle network

Resilience

- Accommodating new technologies and approaches to adapt to climate change
- Replacement of hard surface with permeable or landscaped space
- Opportunities for tree planting and increased tree canopy
- Design to encourage a better modal split to non-automobile transportation

Built Form

- A overall approach to built form across the site and the appropriate response to different character areas within the site
- The review of potential locations for additional development within Exhibition Place and the appropriate form of that development.
- The development of built form guidelines to inform the development of additional buildings and structures.
- Opportunities to add additional uses within Exhibition Place and/or for the intensification of existing uses
- Existing infrastructure, capacity, constraints and required improvements

Operations

- Canadian National Exhibition, Royal Winter Fair and Honda Indy requirements
- Parking and loading requirements
- Management of traffic and pedestrian volumes during major events

Stakeholder Engagement Process

- community meetings will be held to obtain public input on the development of the master plan.
- Consultations should be scheduled with the Exhibition Place Board of Governors and stakeholders both within the Exhibition Place grounds and in the surrounding areas.
- Staff will coordinate with the Indigenous Affairs Office on consultations with First Nations, including Mississaugas of the Credit First Nation.
- Staff will review the possibility for additional workshops, charrettes, stakeholder advisory groups, etc.
- Consultation with the Province and coordination with Ontario Place.

Conclusion

Staff recommend that a Master Plan exercise be undertaken to provide a basis for the continuing evolution of Exhibition Place. The Master Plan will recognize the unique attributes of Exhibition Place and the role these City-owned lands have played in the development of Toronto. The Master Plan will be informed by the Planning framework as described in this report, including the Central Waterfront Secondary Plan. The Cultural Heritage Landscape Assessment (CHLA) and the Stage 1 Archeological Assessment. A key component of the Master Plan exercise will be its coordination

with the on-going revitalization of Ontario Place and with other initiatives at Exhibition Place including the development of the Strategic Plan.

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SIGNATURE

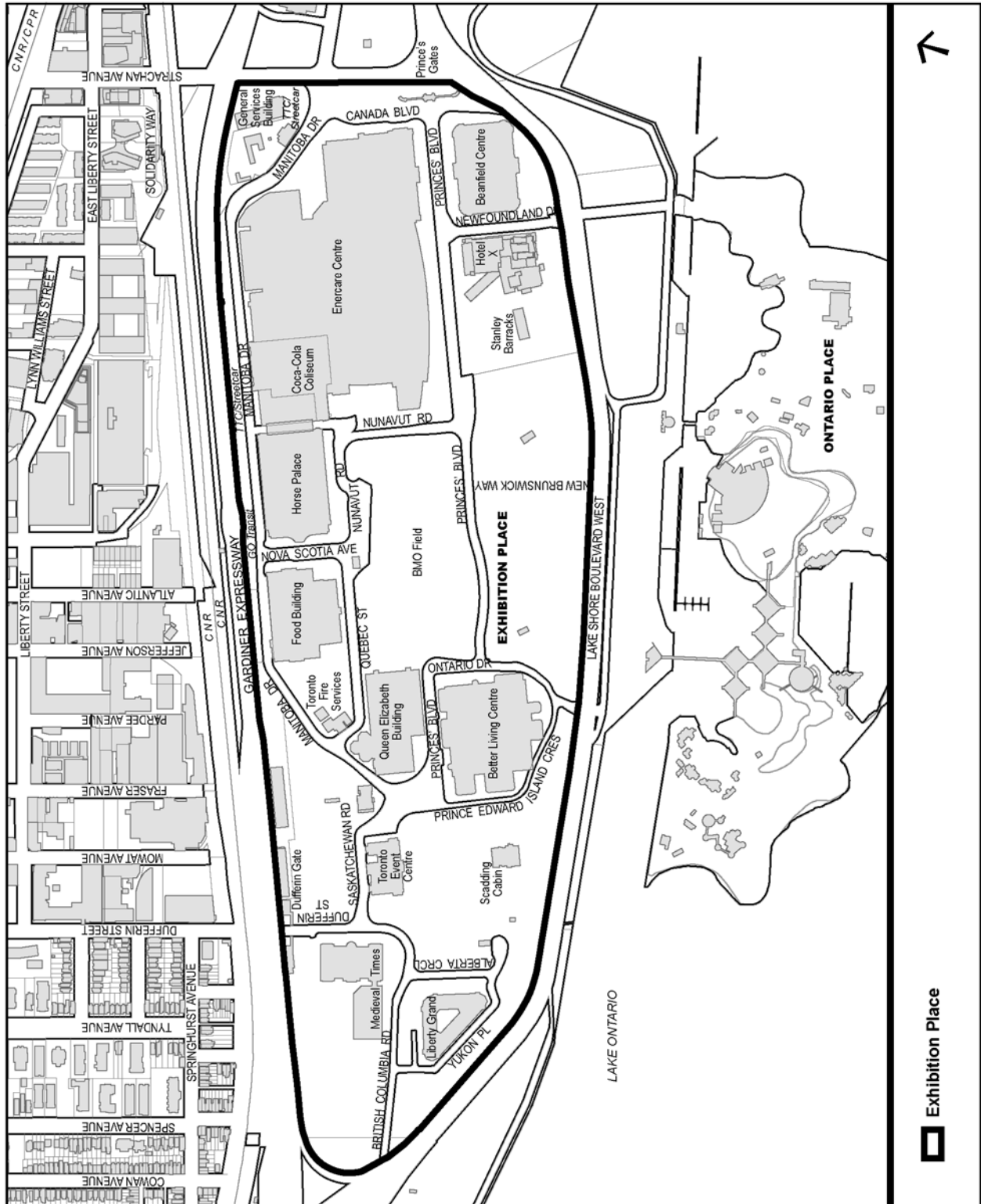
Lynda H. Macdonald, MCIP, RPP, OALA
Director, Community Planning
Toronto and East York District

ATTACHMENTS

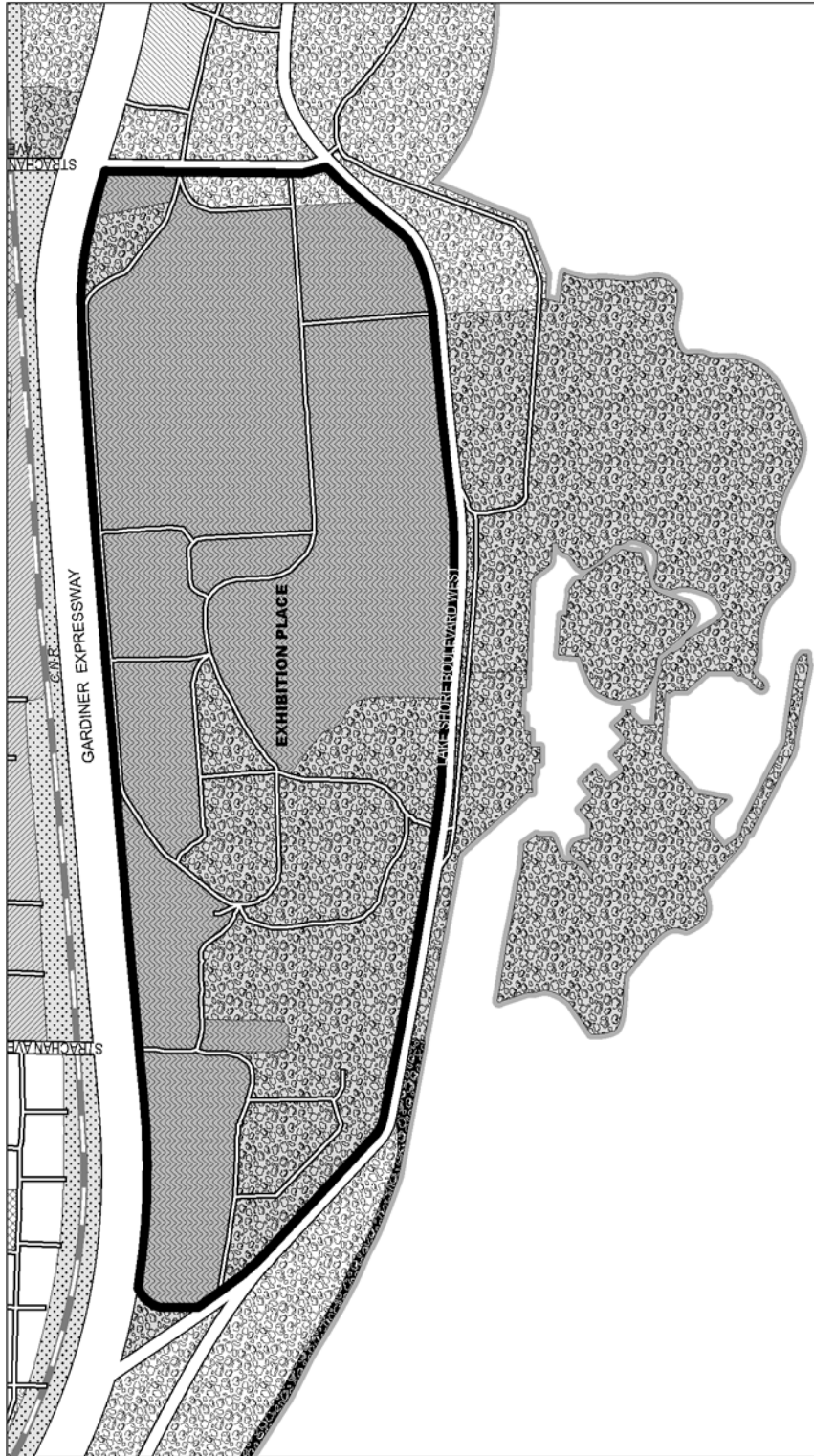
City of Toronto Data/Drawings

Attachment 1: Map of Exhibition Place
Attachment 2: Official Plan Land Use Map
Attachment 3: Central Waterfront Secondary Plan – Map E – Land Use Plan 1-3
Attachment 4: Cultural Heritage Landscape Assessment - Executive Summary
Attachment 5: Cultural Heritage Landscape Assessment - Statement of Significance (Reasons for Inclusion)

Attachment 1: Map of Exhibition Place



Attachment 2: Official Plan Land Use Map



100 Princes' Boulevard and
955 Lake Shore Boulevard West

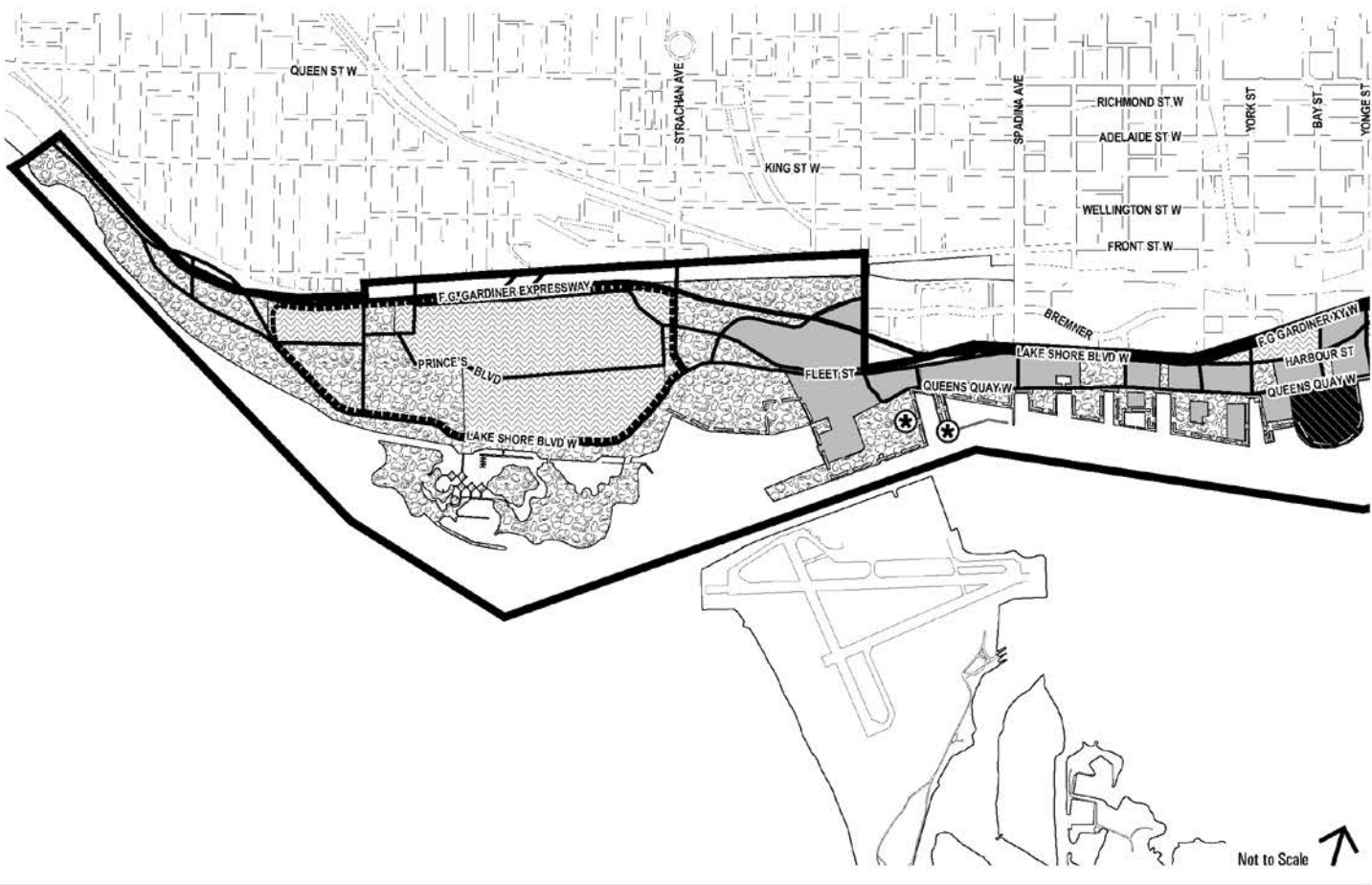
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Toronto
Official Plan Land Use Map #18

- Exhibition Place
- Neighbourhoods
- Institutional Areas
- Regeneration Areas
- Employment Areas
- Utility Corridors
- Parks
- Other Open Space Areas

↑
Not to Scale
04/03/2019

Refer to MAP E-2



Central Waterfront Area Secondary Plan

MAP E - Land Use Plan 1-3

- Secondary Plan Boundary
- Parks and Open Space Areas
- Regeneration Areas
- Existing Use Areas
- Foot of Yonge Special Study Area
- Public Promenade (Dockwall/Water's Edge)
- Inner Harbour Special Places
- Port Lands
- Area of Amendment for Lower Don Lands
- Exhibition Place

- Note:
- (1) See Map C for Further Detail
 - (2) New Mouth of Don River and Port Lands Shown Conceptually (2010)
 - (3) See Definitions Section Five: Making it Happen, 1) A Simplified Approach to Land Use Regulation
 - (4) Intersection and/or Alignment Configuration Subject to Further Study
 - (5) See Maps F1 and F2 for Further Details
 - (6) See Maps G1 and G2 for Further Details
 - (7) See Maps H1 and H2 for Further Details

October 2018

Attachment 4: Cultural Heritage Landscape Assessment - Executive Summary

Executive Summary

The City of Toronto retained Archaeological Services Inc. (A.S.I.) in collaboration with Brown + Storey Architects to prepare a Cultural Heritage Landscape Assessment of Exhibition Place. Located at 2 Strachan Avenue, owned by the City of Toronto and managed by a Board of Governors, Exhibition Place contains: buildings that have been included on the City of Toronto's Heritage Register; numerous commemorative plaques; works of art; landscaped areas and open spaces; iconic entrances; and known archaeological resources and areas of archaeological potential.

Exhibition Place is a special and unique waterfront asset located in the City of Toronto. It hosts over 350 events a year and attracts 5.3 million visitors annually. It is a visually prominent site defined by iconic entrances, connected to a network of waterfront attractions and is well known to Torontonians and people all across the province and country. It is also a place that through its history, has presented opportunities to its site planners, users, and city inhabitants. It has showcased critical periods and crowning achievements in Toronto's history, and which are also significant within the Province of Ontario. It is a place nestled on the north shore of Lake Ontario that would have attracted Indigenous populations. It is the site where the French chose to establish a defensive and commercial fort in the 1700s. It is here that the British sought to expand their defensive position on Lake Ontario in the mid-1800s. It has also been the place where the city and the province created a hub to promote agricultural education and excellence beginning in the nineteenth century. This site then became a place for making grand gestures when it hosted the Provincial Agricultural Fair in 1878 and was then selected in 1879 to annually host the Toronto Industrial Exhibition. Beginning in the early twentieth century, and continuing until the 1970s, site organizers embarked on ambitious building programs that would support the site's permanent and continued use as the Canadian National Exhibition and the Royal Agricultural Winter Fair. The complexes and features established during this period signaled that Toronto and Ontario's capital had become a world class and cosmopolitan city.

A Cultural Heritage Landscape Assessment of Exhibition Place was initiated to appropriately identify and assess the site's cultural heritage resources, including its cultural heritage landscapes and archaeological resources. This study was undertaken to evaluate the site's cultural heritage value and to recommend, as appropriate, conservation strategies that will support master planning activities for the future of Exhibition Place.

The study was undertaken in four key phases and included a public, stakeholder, and Indigenous engagement program. The results of this assessment conclude that Exhibition Place is a provincially significant cultural heritage landscape that incorporates a rich layering of designed areas that have gradually changed and coalesced over time to create a unique complex located in Ontario's capital city and which has organically evolved in relation to its strategic location on the Lake Ontario shoreline.

Overall, the site retains integrity in terms of location, design, setting, materials, workmanship, feeling and association. It continues to maintain a physically prominent

and iconic position on Toronto's waterfront and is strongly characterized by and comprises elements and features that have endured across the site over time and which are associated with its defensive origins and design as an exhibition complex. It clearly expresses itself as a unique exhibition complex that is rare in the Province of Ontario and within North America. As a whole, the site retains extensive original and significant building fabric and forms, landscape features and relationships, known archaeological resources, and open space coverage patterns that make it a provincially significant cultural heritage landscape. Some of the site's elements, and connections between them, have been disconnected in places or their quality degraded. However, these alterations are neither irreparable nor irreversible. A carefully planned management framework for the site can improve these deficiencies by applying rehabilitation treatments that seek to achieve continuity across the site and creation of strong relationships between the site's distinct internal areas and heritage attributes. Such an approach will ensure that this provincially significant cultural heritage landscape is conserved and reinvigorated as an evolving and important waterfront asset in the City of Toronto.

Key study recommendations include:

1. Integrate results of this assessment into the forthcoming Master Plan, ensuring that conservation of the site's cultural heritage value is identified as a primary goal and objective of the master planning process.
2. As an interim measure, include 2 Strachan Avenue on the City's Heritage Register using the recommended Statement of Significance and review the ten existing Part IV Designations to consider their consolidation into a single Part IV Designation for the entire property.
3. Identify Exhibition Place as a significant cultural heritage landscape in the City of Toronto's Official Plan through an Official Plan Amendment which would identify the site's cultural heritage value and objectives and policies for conservation as part of future Master Plans, transit planning, and environmental assessments undertaken at the site. Designation of Exhibition Place in the City of Toronto's Official Plan would also include a statement of significance for the site and proposed boundary identified on a map or schedule of the Official Plan. At this time, the Exhibition Place cultural heritage landscape is defined as including all lands associated with 2 Strachan Avenue in the City of Toronto.
4. City of Toronto Planning to develop a Conservation Plan to conserve the site as a significant cultural heritage landscape. Urban Design Guidelines will also be developed to conserve the site.
5. Heritage Impact Assessments will be submitted as part of a complete application for development proposed on, or adjacent to, Exhibition Place.

6. The City of Toronto may explore undertaking a Heritage Conservation District Study, as a future option, to determine if Part V designation under the Ontario Heritage Act is appropriate for the site. This option may be appropriate to conserve and manage an expansive cultural heritage landscape that includes Exhibition Place, Ontario Place, Coronation Park, Gore Park, and the Waterfront Trail.

7. Where the site is protected as a significant cultural heritage landscape in the City of Toronto's Official Plan or as a Heritage Conservation District under Part V of the Ontario Heritage Act, an advisory group should be established to provide direction and input on proposed interventions at the site. Such an advisory group would consist of a range of site stakeholders including leaseholders, neighbourhood association representatives, members of the general public, representatives of Indigenous communities with an interest in the site, and representatives of the Canadian National Exhibition and the Royal Agricultural Winter Fair.

Attachment 5: Cultural Heritage Landscape Assessment - Statement of Significance (Reasons for Inclusion)

The Exhibition Place property at 2 Strachan Avenue is worthy of inclusion on the City of Toronto's Heritage Register for its cultural heritage value, and meet Ontario Regulation 9/06, the provincial criteria prescribed for municipal designation, which the City of Toronto also applies when evaluating properties for its Heritage Register.

Description

Exhibition Place is a historic exhibition grounds and former military fort located at 2 Strachan Avenue. The property is generally bounded by Strachan Avenue to the east, Lake Shore Boulevard West to the south and west, and the Gardiner Expressway to the north. The site overlooks Lake Ontario to the south and is located adjacent to Ontario Place and near the Fort York and Garrison Common National Heritage Conservation District and National Historic Site located to the east. The site represents an assemblage of built heritage resources and cultural heritage landscape features that trace their origins back to the original conception of the Provincial Exhibition. The approximately 192 acre site is now comprised of: approximately 22 hectares of designed open space areas including gardens and parks and representing various landscape types of palatial, parterre and foundation planting types; approximately 27 hectares of designed circulation routes including pathways and boulevards and roads and parking areas; and 18 buildings and numerous structures with a combined footprint of approximately 24 hectares, including numerous art installations, interpretative installations, landmark entrances, views and vistas, known archaeological resources and areas of archaeological potential, and commemorative and historical plaques.

Statement of Cultural Heritage Value

Exhibition Place is a significant cultural heritage landscape

The Exhibition Place site contains a rich layering of designed and evolved landscape systems over time, from the demonstrated potential for Indigenous use, to the original defensive installations of Fort Rouillé and the New Fort, the provincial fairgrounds, the Beaux-Arts style architecture and axial planning that defined the exhibition grounds in the early 20th century, modernist interventions and innovations, and the thoughtful growth of the site through gradually expanded site boundaries, a desire for permanent buildings of excellent design, careful replacement of buildings and structures lost to fire and external forces, the planting of showcase landscapes and public display of works by renowned artists.

Together, this impressive collection comprising various periods of significance in the site's history and executed by numerous significant individuals intertwines and overlaps to provide an overall understanding of the rich architectural, historical and contextual dialogue of formal design languages that makes Exhibition Place the most remarkable Canadian exhibition grounds and a notable surviving, and active, example of this kind of cultural heritage landscape in North America.

Design Value

Exhibition Place is valued as a unique and rare surviving and active organically evolved landscape originally sited on the Lake Ontario shoreline, and comprised of building and landscape complexes that together form a rare example of the finest and largest exhibition complex from the twentieth century located in the City of Toronto and in the Province of Ontario. Containing groupings of buildings, structures and landscape features corresponding to four distinct planning and development phases that occurred at the site between 1902 and the 1960s, the site showcases four designed landscapes which include a range of purpose-built and designed features that were developed to permanently function for exhibition purposes. These features were executed to demonstrate a high degree of design excellence and are valued as fine representative examples of numerous architectural styles and technical innovations in construction methods and materials, including the Gouinlock collection, which is recognized as a National Historic Site and more than twenty individual buildings and structures recognized on the City of Toronto Heritage Register.

As well as the design value of the collection of exhibition buildings, the site contains Stanley Barracks, which represents the military uses of the property and is a rare example of a surviving military building in Toronto from this period and is distinguished by and valued for its rare stone construction.

Historical Value

Exhibition Place is a unique, organically evolved landscape that expresses significant administrative, economic and social imperatives and themes that were instrumental in shaping Ontario's post-contact land uses, governmental and administrative regimes, cultural settlement patterns, and social life. It reflects various periods of interaction between human uses and the natural landscape dating to between ca. 1751 and ca. 1975 and has the potential to contribute to an understanding of earlier Indigenous land uses dating to 9000 B.P. The site represents and commemorates its earliest documented uses dating to the eighteenth century when used as Fort Rouillé, the only demonstrated site in Toronto dating to the French Regime and one of the few remaining across the entire Province. The site also documents the solidification and expansion of the British regime's presence in the Province of Ontario that occurred during and following the Battle of York, as the site comprised parts of the 1813 battlefield and then was subsequently selected for purposes of constructing a new fort situated on Lake Ontario.

The site is also deeply associated with and representative of the development and solidification of Ontario's mid-nineteenth-century agricultural sector, which served as an economic engine to support the growth of new communities and settlement centres in the Province. Agricultural fairs were established to promote excellence in agriculture and education and the first Provincial Fair held at this site in 1878 focused on animal husbandry and crop cultivation, an exhibition tradition that continued at the site through the twentieth century as it became the permanent host for the Royal Agricultural Winter Fair.

The site was also significantly developed as an exhibition complex at a time when the Province was becoming the economic and political centre of British North America. With the province's capital city uniquely positioned within the Great Lakes system, it was ready to compete with other comparable American and European cities to showcase innovations in technology and industry by the end of the nineteenth century in an exhibition format and attracting domestic and continental audiences. Simultaneously, the site also clearly expresses the rapid urbanization, economic development, and cultural aspirations that underpinned development of the western edge of the City of Toronto situated on the Lake Ontario shoreline in the early twentieth century and which continued in the intervening decades until the 1970s when the site and its surroundings to the south became a recreational and cultural destination area with the opening of Ontario Place in 1971.

The site is associated with and valued for its breadth and number of renowned architects, planners, designers, builders and artists involved in the site's design and development. The property is also valued as the site of long-time and continued events of municipal and provincial significance, including the Canadian National Exhibition, Royal Agricultural Winter Fair, Canadian International Air Show, and Warrior's Day Parade as well as former long-standing events such as the Toronto Industrial Exhibition.

The property is also valued for its associations with significant organizations such as the Royal Canadian Regiment and Royal Canadian Dragoons as well as other temporary uses that occurred within Stanley Barracks and which have been commemorated, such as: the internment of the Ukrainians and Europeans (1914-1920); and use as the Manning Depot Royal Canadian Air Force during the Second World War.

These associations and themes are expressed and represented through various buildings, structures and landscape features as well as plaques and commemorative installations.

Contextual Value

Exhibition Place is a visually important landmark within the City of Toronto and within the Province of Ontario, defining a well-known point of reference within the urban landscape of the municipality and within the Province's capital city. Its iconic and visually prominent entrances, location on Lake Ontario and within a multi-modal transportation network, and permanent host to national and provincial events such as the Canadian National Exhibition and the Royal Agricultural Winter Fair make it a well-known site to Ontarians and local residents. Today it functions as a destination for entertainment, professional sport, and exhibition functions and attracts more than 5.5 million visitors a year.

Exhibition Place has contextual value for its location on the historical western edge of the City of Toronto and overlooking Lake Ontario and for defining, supporting and maintaining the character of this section of the waterfront as part of a larger collection of civic spaces designated as public entertainment, educational, recreational, and/or cultural heritage complexes, from Fort York National Historic Site to the innovative design and aspirational programming of Ontario Place and also including Marilyn Bell Park, the Toronto Inukshuk Park, Trillium Park and William G. Davis Trail, Coronation Park, the Gore Park; and Lake Ontario.

Exhibition Place is also valued for its functional, physical and visual connections and associations with Ontario Place as shared civic spaces of exploration and learning, where opportunities for exploration and education have established a ritual of visitation for many residents, including to both sites in a single visit. The contextual relationship between the two sites is also evident in their physical and visual connections via interconnected pedestrian bridges and views from Exhibition Place to Ontario Place.

Heritage Attributes

The heritage attributes of the Exhibition Place property at 2 Strachan Avenue are:

- Potential pre-contact Indigenous archaeological resources within some comparatively passively developed/altered parts of the site.

- Features that represent the site's associations with themes of military defence and territorial expansion in the Province of Ontario:
 - Orientation of the site and proximity to Lake Ontario shoreline;
 - Fort Rouillé archaeological site and Archaeologically Sensitive Area;
 - Commemorative landscaping representing the boundaries of the fort and monument.
 - Stanley Barracks;
 - The New Fort archaeological site and Archaeologically Sensitive Area; and
 - Nineteenth- and early twentieth-century discoveries of Battle of York burials and potential for additional remains.

- Features that represent the theme of developing agricultural economies and communities in the Province of Ontario and the site's associations with the Toronto Industrial Exhibition, the Provincial Agricultural Fair, and the site's subsequent and continued use for the Canadian National Exhibition and Royal Winter Fair events:
 - John Scadding Cabin;
 - The axial relationship and orientation of the buildings to Lake Ontario;
 - The western curvature of Manitoba Drive;
 - Purpose-built and designed pavilion buildings and landscape features dedicated for use as part of the Canadian National Exhibition and Royal Agricultural Winter Fair;
 - Meeting places within the Exhibition grounds including the Princess Margaret Fountain and associated circulation network linking the western grounds and the eastern side of the site and the core site of the Midway, bounded by the Horse Palace, Enercare Centre, Princes' Boulevard and BMO Field; and
 - Works of art located throughout the Exhibition grounds and associated with significant artists including: E.B. Cox; Jean Horne; Charles Keck; Francis Loring; Charles McKechnie; Ronald Baird; Arthur Donald Price; and Ron Satok.

- Features expressing the site's design value as a unique and rare surviving example of an Exhibition complex, showcasing design excellence, fine representative examples of numerous architectural styles, and technical innovations in construction methods and materials, including but not limited to:
 - The low scale and large massing of pavilion buildings throughout the Exhibition grounds and set within large lawns with horticultural displays.
 - Early twentieth-century core of the Exhibition grounds including:
 - The collection of buildings designed by G.W. Gouinlock and their associated landscapes;
 - Centennial Park and its diagonal pathway connection between the Dufferin Gate and the Princess Margaret Fountain;
 - Palatial landscape between the Horticulture Building and the Bandshell including horticultural displays and the Carlsberg Carillon;
 - Parterre landscape and pathways on the eastern edge of the Government Building (currently known as Medieval Times);

- Landscape features and structures that evolved from the Gouinlock period, including the Dufferin Gate and Bandshell;
- Rose Garden and the Shriners' Peace Memorial bronze sculpture set on a circular stone base and incorporated into a fountain; and
- Dufferin Street between the Dufferin Gates to the westward curve in the road.
- Strong expressions of the Beaux-Arts style and which provided a template for the site's
- on-going development in the twentieth century and as recommended in the 1920 Chapman and Oxley Master Plan:
 - The grand axial boulevard, Princes' Boulevard and Princes' Gate Piazza;
 - Ontario Government Building (currently known as Liberty Grand) and the palatial landscape and pathways at its southern elevation;
 - Automotive Building (currently known as Beanfield Centre) and the palatial landscape at its southern elevation; and
 - Charles McKechnie's concrete and cast stone sculptures.
- The modernist architecture, structures and landscapes that were introduced, and successfully integrated to expand the site's existing exhibition complex, beginning in 1954:
 - Food Products Building including the exterior water fountains and Jean Horne's bronze sculptures;
 - Queen Elizabeth Building including Francis Loring's polystyrene sculpture;
 - Better Living Centre;
 - Portion of Sports Hall of Fame at the west side of BMO Field;
 - Princess Margaret Fountain; and
 - McGillivray Fountain.
- Features that express the site's contextual value as a visually prominent landmark and as an important site that contributes to its surroundings and which establishes a distinct area on the Lake Ontario shoreline and defined by a network of public recreational, entertainment, and cultural assets, including but not limited:
 - Iconic and highly visible entrances including the Princes' Gates and Dufferin Gates;
 - Features which visually and physically connect Exhibition Place to Ontario Place including:
 - The West and East Bridges; and
 - Views north to the site from open spaces along Lake Shore Boulevard and south from the site and providing views of Lake Ontario and/or Ontario Place.
 - Lakefront edge along southern edge of grounds and the Bailey Bridge providing a physical connection between the Exhibition grounds and Lake Ontario;
 - Views within, to and from the Exhibition grounds:

Representative views of Dufferin Gate and Princes' Gate entrances, from Dufferin Street and Fleet Street respectively;

- Representative views of the domes of the Liberty Grand building and the Medieval Times building, east from the west end of the site and south on Dufferin Street respectively;
- Views between Horticulture Building and Bandstand;
- Views east and west along Princes' Boulevard from former location of Bulova Tower and from east of Princes' Gates respectively;
- Views of Princes' Gates entrance southerly from Strachan Avenue;
- Long-range views of southern edge of site from along Lake Shore Boulevard; and
- Views north to the site from open spaces along Lake Shore Boulevard and south from the site and providing views of Lake Ontario and/or Ontario Place.