

Northeast corner of Morningside Avenue and Military Trail – Pan Am Games Aquatic Centre – Rezoning Application – Preliminary Report

Date:	June 2, 2010
To:	Scarborough Community Council
From:	Director, Community Planning, Scarborough District
Wards:	Ward 44 – Scarborough East
Reference Number:	10 174838 ESC 44 OZ

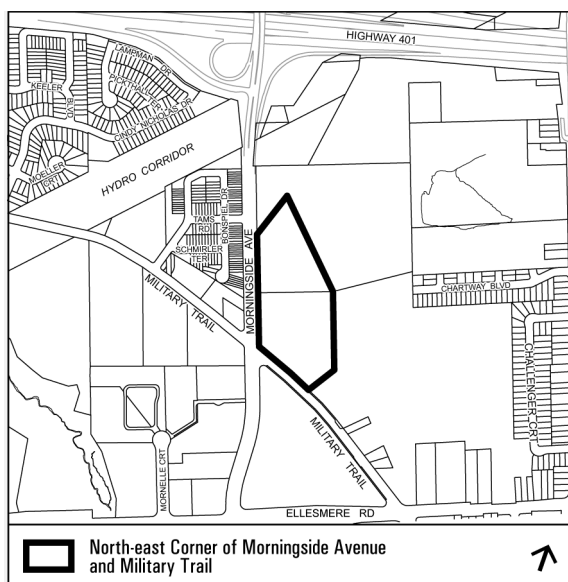
SUMMARY

This application was made on or after January 1, 2007 and is subject to the new provisions of the Planning Act and the City of Toronto Act, 2006.

The application proposes to rezone the subject lands to permit the use of the lands for a recreational sports facility. This facility will include two 50 metre swimming pools, a running track, gymnasium(s), meeting rooms, ancillary offices, food and retail uses. This facility will also serve as the Aquatic Centre for the 2015 Pan/Parapan American Games.

This report provides preliminary information on the application and seeks Community Council's directions on further processing of the application and on the community consultation process.

The application is currently considered “incomplete” under the Planning Act, and additional information is required from the applicant. The applicant is encouraged to submit additional required materials so that staff can properly evaluate the application.



This information must be available and satisfactorily reviewed before this application can proceed to a public meeting in accordance with the Planning Act.

RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff be directed to schedule a community consultation meeting for the lands at the north-east corner of Morningside Avenue and Military Trail together with the Ward Councillor.
2. Notice for the community consultation meeting be given to landowners and residents within 120 metres of the site.
3. Notice for the public meeting under the Planning Act be given according to the regulations under the Planning Act.

Financial Impact

The recommendations in this report have no financial impact.

DECISION HISTORY

In December 2008, City Council endorsed Toronto's participation in the bid to host the 2015 Pan and Parapan American Games (Pan Am Games). In November 2009, the City of Toronto won the bid to host the 2015 Pan Am Games.

One of the venues contemplated is the new competitive aquatic centre and multi sport field house. The facility is being developed in partnership with the City of Toronto and the University of Toronto, the Province of Ontario, the Government of Canada, the Canadian Centre for Sport Ontario and the Canadian Olympic Committee. The facility is proposed to be located on lands owned by the City and the University of Toronto Scarborough Campus. The link to the staff report considered by the Executive Committee can be found at:

<http://www.toronto.ca/legdocs/mmis/2008/ex/bgrd/backgroundfile-16632.pdf>.

Additional reports relating to the City's bid and the proposed aquatics facility can be found at: <http://www.toronto.ca/legdocs/mmis/2009/ex/bgrd/backgroundfile-18591.pdf> and <http://www.toronto.ca/legdocs/mmis/2009/cc/bgrd/backgroundfile-19072.pdf>

Pre-Application Consultation

Pre-application consultation meetings were held with the applicant to discuss complete application submission requirements.

ISSUE BACKGROUND

Proposal

The rezoning application proposes the development of a recreational facility that will be approximately 37,000 square metres (400,000 square feet) in size. The facility will be shared between the University of Toronto Scarborough Campus (UTSC) students and faculty and the City of Toronto, Parks Forestry and Recreation Division. It will also include space for the Canadian Sports Institute of Ontario (CSIO). Refer to Attachment 1 for the Conceptual Site Plan.

The facility will include two 50 metre swimming pools, a dive tank, gymnasium(s) and running and sprint track facilities, minor recreational facilities as well as offices, and the headquarters of the CSIO for training and development of high performance athletes. Ancillary food service and retailing is also proposed for the facility. A total of 400 parking spaces are proposed, and the overall building height is proposed to range between 24 and 30 metres. The facility will include 2,500 permanent spectator seats and 2,500 retractable seats for aquatic events, with an additional 5,000 temporary seats for the Pan Am event. This facility will replace the recreational amenities that currently service the UTSC campus, and will serve as a community recreation centre for the City.

To accommodate vehicular movements for this building a new road is proposed. The road is proposed to run east of the facility lining up with Tams Road on the west side of Morningside Avenue (Refer to Attachment 1 – Site Plan).

The building will be designed and constructed by Infrastructure Ontario (IO) who will begin their work on the design process in early 2011. The site plan included as Attachment 1 is conceptual at this time. City staff are involved in discussions with the proponents relating to the design of the Aquatic Centre to ensure that the design and built form objectives of the Official Plan, the Toronto Green Standard, Accessible Design and the Green Roof By-law policies are addressed. Details related to the design of the building will be further reviewed as part of the required site plan control application.

The facility is intended to be opened in July 2014, one year prior to the Pan Am Games.

Site and Surrounding Area

The subject lands comprise a total area of approximately 6.7 hectares (16.5 acres). The site has approximately 285 metres (935 feet) of frontage on Morningside Avenue, approximately 158 metres (520 feet) of frontage on Military Trail and is relatively flat in topography. The site is largely vacant, containing sports fields and surface parking lots at both the southern and northern portions respectively. The majority of the site was operated as a sand and gravel pit from the 1930's to the late 1950's, and as a municipal landfill site between 1960 and 1967. Since 1967 the overall site has been used as open space and parkland. In 2002 the University of Toronto leased their lands to the City of Toronto for parkland use as a cricket pitch and soccer fields.

Adjacent land uses include:

North: City of Toronto Morningside Yard, adjacent to Highway 401
 East: Former landfill mound and residential detached dwellings on Chartway Boulevard and east of Conlins Road
 West: Residential townhouses, single detached dwellings and commercial uses including a gas station
 South: University of Toronto Scarborough Campus, consisting primarily of surface parking lots. The main UTSC campus is south of Ellesmere Road.

Provincial Policy Statement and Provincial Plans

The Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development. The PPS sets the policy foundation for regulating the development and use of land. The key objectives include: building strong communities; wise use and management of resources; and, protecting public health and safety. City Council's planning decisions are required to be consistent with the PPS.

The Growth Plan for the Greater Golden Horseshoe provides a framework for managing growth in the Greater Golden Horseshoe including: directions for where and how to grow; the provision of infrastructure to support growth; and protecting natural systems and cultivating a culture of conservation. City Council's planning decisions are required to conform, or not conflict, with the Growth Plan for the Greater Golden Horseshoe.

Staff will review the proposed development for consistency with the PPS and for conformity with the Growth Plan for the Greater Golden Horseshoe.

Official Plan

The subject lands are designated Institutional Areas, Parks and Open Spaces Areas – Parks, and Mixed Use Areas within the Toronto Official Plan.

Institutional Areas are made up of major educational, health and governmental uses with their ancillary uses, cultural, parks and recreational, religious, commercial and institutional residence facilities, including the full range of housing associated with a health institution as well as utility uses.

Parks and Open Space Areas are the parks and open spaces, valleys, watercourse and ravines, portions of the waterfront, golf course and cemeteries that comprise a green open space network in Toronto. Development is generally prohibited within Parks and Open Space Areas except for recreational and cultural facilities, conservation projects, cemetery facilities, public transit and essential public works and utilities where supported by appropriate assessment. The areas shown as Parks on the land use plans will be used primarily to provide public parks and recreational opportunities.

Mixed Use Areas are made up of a broad range of commercial, residential and institutional areas, in single use or mixed use buildings, as well as parks and open spaces

and utilities. Development criteria in Mixed Use Areas specify that development will, among other things:

- create a balance of high quality commercial, residential, institutional and open space uses that reduces automobile dependency and meets the needs of the local community;
- locate and mass new buildings to provide a transition between areas of different development intensity and scale;
- locate and mass new buildings so as to adequately limit shadow impacts on adjacent Neighbourhoods, particularly during spring and fall equinoxes;
- locate and mass new buildings to frame the edges of streets and parks with good proportion, and maintain sunlight and comfortable wind conditions for pedestrians on adjacent streets, parks and open spaces; and
- provide an attractive, safe and comfortable pedestrian environment.

The Official Plan also contains numerous Public Realm and Built Form policies which seek to ensure that new development contributes to a successful City. Quality architectural, landscape and urban design and construction is promoted; and policies recognize that sidewalks and boulevards be designed to provide safe, attractive, interesting and comfortable spaces for pedestrians, and that publicly accessible buildings provide universal physical access. Policies seek to ensure that new development is located and organized to fit with its existing and/or planned context; that it be located and organize vehicle parking, vehicular access, service areas and utilities to minimize their impact on the property and surrounding properties. Buildings should be massed to fit harmoniously into their existing and/or planned context and to define the edges of streets in good proportion, and limit their impacts on neighbouring streets, parks, open spaces and properties.

Policies relating to Community Services and Facilities encourage shared use of multi-service facilities, as well as adequate and equitable access to community services and local institutions.

The subject site is located adjacent to a Natural Heritage System feature, identified on Map 9 of the Official Plan. Natural Environment policies encourage protection of the natural environment, and development is generally not permitted in the natural heritage system identified in the plan. All development in or near the natural heritage system will be evaluated to assess the development's impacts on the natural heritage system and identify measures to mitigate negative impact on and/or improve the natural heritage system.

Environmental policies relating to development on known or potentially contaminated sites or within 500 metres (1,640 feet) of a known or suspected former waste disposal site require that potential adverse impacts will be identified and assessed through a study, and any measures needed to remediate or mitigate the contamination will be identified and implemented.

The lands are also part of the Highland Creek Community Secondary Plan. No specific policies pertain to these lands, however, a new proposed road connection, connecting Chartway Boulevard westerly to Morningside Avenue/Military Trail, is illustrated on the Urban Structure Plan, Map 2-1. This road connection is also identified as a Planned but Unbuilt Road in Schedule 2 of the Official Plan.

Zoning

The lands subject to this application owned by the University of Toronto are zoned Single-Family Residential (S) which permits single-family dwellings, correctional group homes, group homes, and as ancillary uses domestic or household arts and private home daycare.

The lands subject to this application owned by the City of Toronto are zoned Institutional Uses (I), which are Public and Semi-Public Uses generally consisting of large tracts of land with low building coverage and shall include only the following: cemeteries, fire halls, homes for the aged, hospital, libraries, municipal park, nursing and convalescent homes, private and public educational institutions.

Site Plan Control

The lands are subject to site plan control. An application is required, but has not yet been submitted.

Tree Preservation

An arborist report was not submitted for this application, but is required.

Reasons for the Application

The current Institutional and Single Family Residential zoning does not permit the uses contemplated by this application. The rezoning application will also enable the development of site specific performance standards to address the proposed use.

COMMENTS

Application Submission

The following reports/studies were submitted with the application:

- Planning Justification Report;
- Stage 1 and 2 Archaeological Assessment;
- Remedial Action Plan – Phase III (Morningside Landfill Site);
- Environmental/Geotechnical Summary;
- Municipal Servicing Report; and
- Urban Transportation Considerations.

City staff are reviewing the application for completeness, including determining if all submitted reports are adequate to enable a complete review. Not all studies identified through pre-application meetings have been submitted. Some of the required reports include:

- Geotechnical Study (for City of Toronto lands);
- Environmental Phase 1 & 2 reports;
- Contaminated Site Assessment;
- Remedial Action Plan – to address site remediation for the proposed use;
- Traffic Impact Study;
- Natural Heritage Impact Study;
- Toronto Green Standard (TGS) Checklist; and
- Arborist/Tree Preservation Report and/or declaration.

Issues to be Resolved

Development of this project will serve as the northern gateway building to the UTSC's north campus and revitalize portions of vacant City-owned land. The site is highly visible from the north, as it lies immediately east of Morningside Avenue just south of Highway 401. Given the topography of the area, it is also highly visible for those arriving from the south. It is located between two Priority Areas, Malvern and Kingston-Galloway and is also located along the Scarborough Malvern Light Rapid Transit (SMLRT) Transit City route.

Preliminary review of this application identifies the following areas which will be addressed through the review of this application. Additional issues may be identified through the review of the application, submission of additional required reports, agency comments and the community consultation process.

UTSC Master Plan

The University has retained Urban Strategies Inc. to lead a master plan exercise for the balance of their land holding. This work has been ongoing for over a year now, and various workshops have taken place with a variety of participants, including community members. The master plan intends to guide development of the Campus by identifying new road patterns and possible building locations and is envisioned ultimately to be implemented either as an amendment to the existing Highland Creek Community Secondary Plan or as a separate Secondary Plan. While the entire Campus is the subject of the master plan, much of the development potential of the campus is north of Ellesmere Road. It is important that the proposed Aquatic Centre be coordinated with the Master Plan work.

Building Design and Performance Standards

The proposed facility is in a prominent location. It is a large building and must address the Public Realm and Built Form policies of the Official Plan. Consideration must therefore be given to determining the scale and massing of the building, including maximum heights, setbacks and setbacks. Along with these considerations minimum parking rates, provision of plaza and outdoor gathering space, bus and passenger drop-off areas, loading areas, green roof, accessible design features and landscaping requirements must also be addressed.

New Roads and Property Boundaries

A new road is illustrated on the Site Plan drawing, Attachment 1. This new road is contemplated by the Master Plan work currently underway for the UTSC campus. The proposed road is located east and north of the Aquatic Centre and aligns with Tams Road on the west side of Morningside Avenue. Tams Road currently aligns with a parking lot for Morningside Yard. The interface between the Yard, the alignment of the proposed road, and the timing of the approval process related to the design, configuration and construction of this road needs to be addressed through the review of both this application and the future site plan control application.

In addition, the creation of a separate landholding for the Aquatics facility will be addressed through a consent to sever application so that specific performance standards relating to setbacks can be established.

Scarborough Malvern Light Rapid Transit (SMLRT)

The SMLRT Environmental Project Report has been completed by the City and the Toronto Transit Commission (TTC). The affected portion of this proposed Transit City route is intended to run along Military Trail from Ellesmere Road to Morningside Avenue and then northward along Morningside Avenue to Sheppard Avenue East. The TTC and City Transportation Planning staff will review the proposed rezoning to ensure that appropriate setbacks and road widening requirements for this segment of the route are identified. Alternative alignments are also being looked at and will be considered through the review of the application.

Shared Use Facility

The Toronto Official Plan encourages shared use facilities, and also contains policies which prevent the sale or disposal of publicly owned lands in Parks and Open Space Areas. City Council's endorsement of the Toronto 2015 bid included stipulations pertaining to the future of the City's ownership or joint ownership with the University of Toronto of this site. Staff will review how this policy will be met through a shared use agreement pertaining to the future use of this site.

Site Remediation

A remedial action plan is required for this site. The Official Plan contains policies which stipulate that prior to development occurring on known or potentially contaminated sites, or sites on or within 500 metres (1,640 feet) of a known or suspected former waste disposal site, potential adverse impacts will be identified and assessed through a study, and any measures needed to remediate or mitigate the contamination will be identified and implemented. This will be a component of the review of this application.

Natural Heritage System Impacts

The subject lands are located immediately west of lands identified in the Official Plan as being part of the Natural Heritage System. As such, a study to assess the impacts of the proposed development on the feature is required. Staff have requested this study from the applicants, and once received will be reviewing it to ensure that impacts on the

system are identified and mitigated appropriately and determine whether an amendment to the Official Plan is required.

Servicing

An evaluation of the adequacy of existing servicing capacity, including water, sanitary sewer and storm sewer to accommodate the proposed use will be undertaken through the review of this application. Any required improvements to existing servicing will be identified, and may need to be financially secured.

New City Wide Zoning By-law

The new City wide zoning by-law is scheduled to be heard at a Public Meeting of Planning and Growth Management Committee in June 2010. Any amendments that are considered appropriate through the review of this application will be amendments to the new zoning by-law.

Pan Am Games

Special consideration for the Pan Am Games will need to be made through the site plan control application, including VIP and athlete drop-off areas, temporary parking areas, media facilities, security screening areas and bus operations.

Toronto Green Standard

The Toronto Green Standard (TGS) is a tool to implement the broader environmental policies of the Official Plan. Several of the natural environment policies of the Official Plan encourage green development. These policies are geared to reduce the negative impacts of development on the natural environment through practices such as improved stormwater management, water and energy efficiency, and waste reduction and recycling. These policies also promote development that enhances the natural environment and support green industry.

A TGS Checklist has been requested from the applicant, but has not yet been submitted because this level of detailed information will not be available until work on the site plan has progressed further. Compliance with Tier 1 standards is mandatory, and Planning staff have encouraged the applicant to strive to meet Tier 2 standards for this legacy building.

CONTACT

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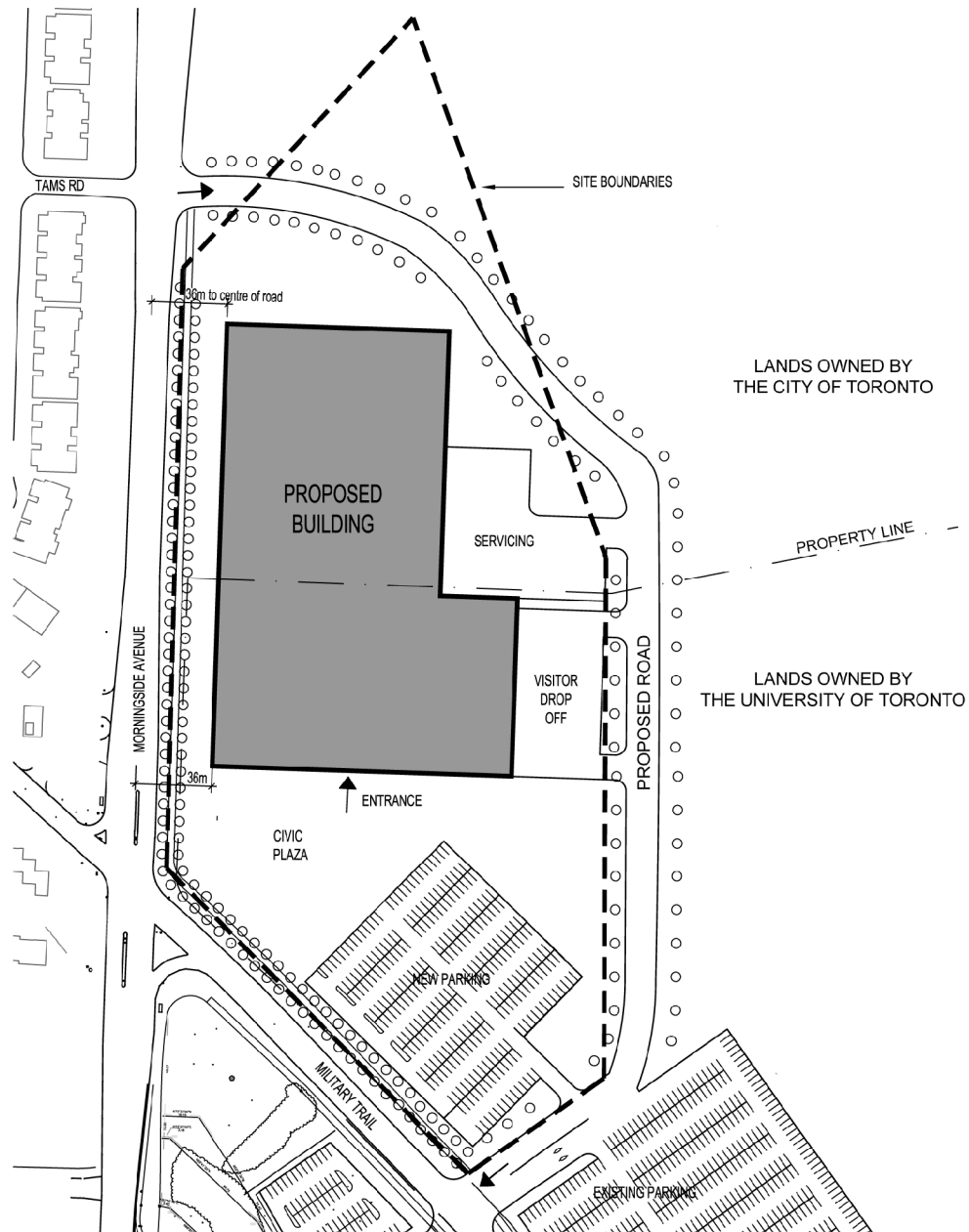
SIGNATURE

Allen Appleby, Director
Community Planning, Scarborough District

ATTACHMENTS

Attachment 1: Concept Site Plan
Attachment 2: Zoning
Attachment 3: Official Plan
Attachment 4 Application Data Sheet

Attachment 1: Concept Site Plan



Site Plan

North-east Corner of Morningside Avenue and Military Trail

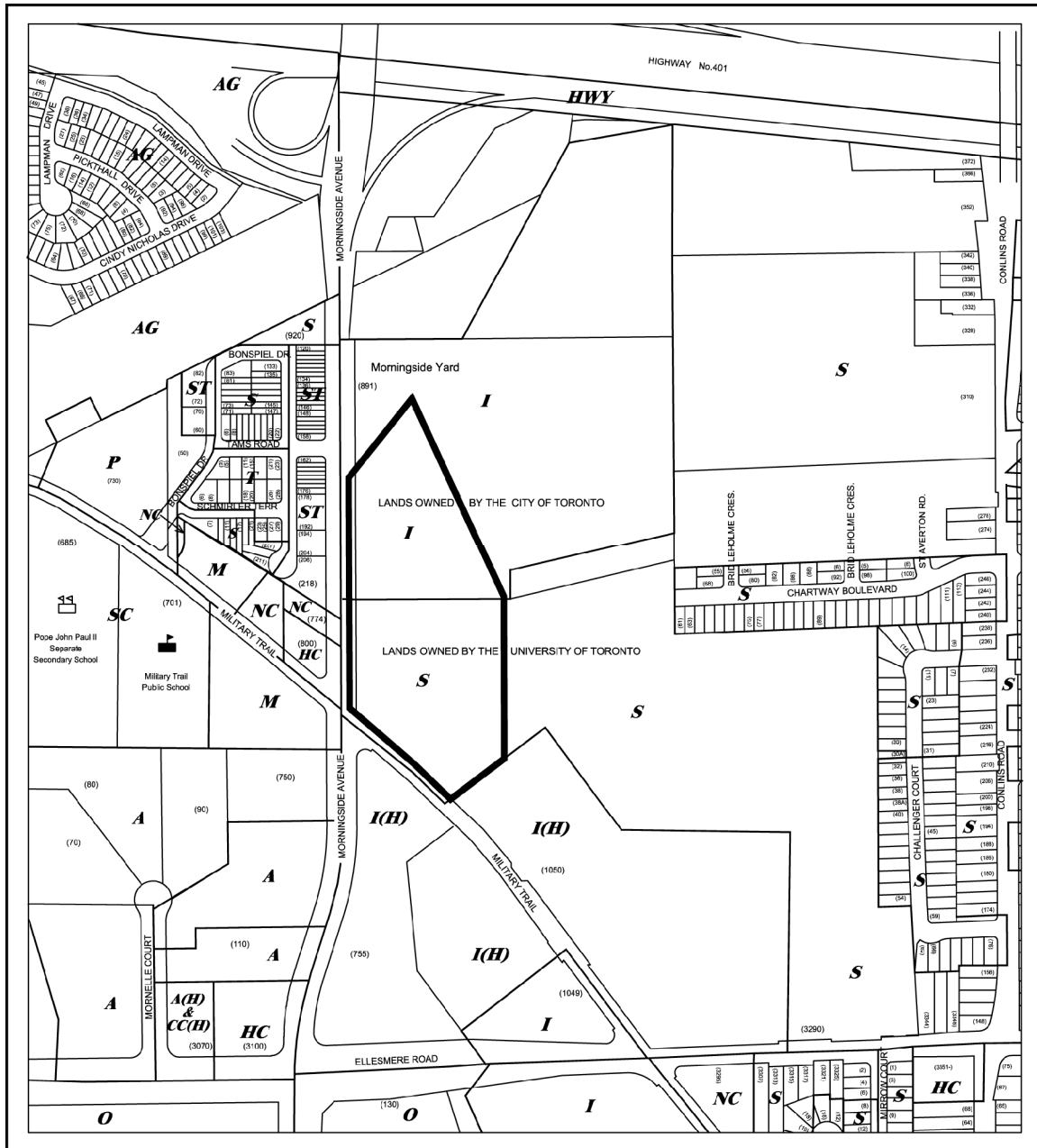
Applicant's Submitted Drawing

Not to Scale
6/3/10



File # 10-174838 OZ

Attachment 2: Zoning



Toronto City Planning
Division
Zoning

North-east Corner of Morningside Avenue and Military Trail

File # 10-174838 0Z

S Single - Family Residential
T Two - Family Residential
ST Street Townhouse Residential
M Multiple - Family Residential
A Apartment Residential

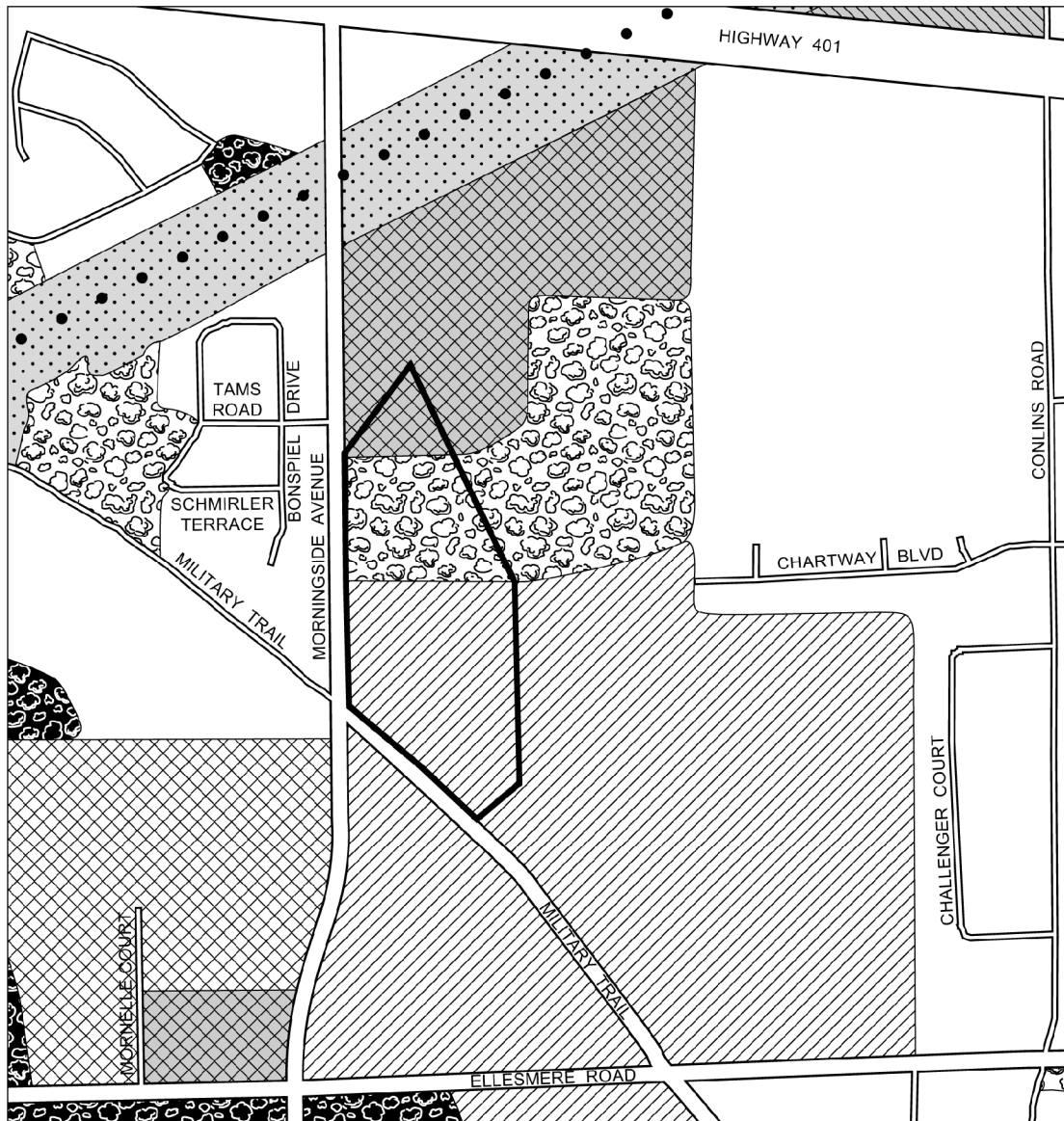
CC Community Commercial
NC Neighbourhood Commercial
HC Highway Commercial
I Institutional
O Major Open Spaces

AG Agricultural Uses
HWY Highway
P Park
SC School
(H) Holding Provision

Highland Creek Community By-law
Not to Scale
5/27/10



Attachment 3: Official Plan



Toronto City Planning
Official Plan

North-east Corner of Morningside Avenue and Military Trail

File # 10-174838 02

Site Location	Natural Areas	Institutional Areas	Utility Corridors
Neighbourhoods	Parks	Employment Areas	
Apartment Neighbourhoods			
Mixed Use Areas			

↑
Not to Scale
5/18/10

Attachment 4: Application Data Sheet

Application Type	Rezoning	Application Number:	10 174838 ESC 44 OZ
Details	Rezoning, Standard	Application Date:	May 13, 2010
Municipal Address:	NORTH-EAST CORNER OF MORNINGSIDE AVE/MILITARY TRAIL		
Location Description:	PART OF LOTS 13 AND 15, PLAN 10303 AND PART OF BLOCK A, PLAN 1220 **GRID E4403		
Project Description:	This will be a shared facility between the University and City, and will be the Aquatic Centre for the Pam Am and Para-Pan Games taking place in the summer of 2015. The building is to be situated in part on the U of T's Scarborough Campus lands and in part on City of Toronto lands. This jointly owned facility will include two 50 m swimming pools and dive tank, athletic facilities including a gymnasium, indoor tracks, a fitness centre and other minor athletic facilities. It will also include ancillary offices as well as facilities for the Canadian Sports Institute of Ontario (CSIO). .		

Applicant:	Agent:	Architect:	Owner:
CASSELS BROCK & BLACKWELL LLP			THE GOVERNING COUNCIL OF THE UNIVERSITY OF TORONTO AND THE CITY OF TORONTO

PLANNING CONTROLS

Official Plan Designation:	Institutional Areas, Parks and Open Space Areas – Parks, Mixed Use Areas	Site Specific Provision:
Zoning:	S (Single Family) & I (Institutional)	Historical Status:
Height Limit (m):		Site Plan Control Area: Y

PROJECT INFORMATION

Site Area (sq. m):	67000	Height:	Storeys:	0
Frontage (m):	0		Metres:	30
Depth (m):	0			
Total Ground Floor Area (sq. m):	0			Total
Total Residential GFA (sq. m):	0		Parking Spaces:	400
Total Non-Residential GFA (sq. m):	37000		Loading Docks	0
Total GFA (sq. m):	37000			
Lot Coverage Ratio (%):	0			
Floor Space Index:	0			

DWELLING UNITS

FLOOR AREA BREAKDOWN (upon project completion)

			Above Grade	Below Grade
Tenure Type:				
Rooms:	0	Residential GFA (sq. m):	0	0
Bachelor:	0	Retail GFA (sq. m):	0	0
1 Bedroom:	0	Office GFA (sq. m):	0	0
2 Bedroom:	0	Industrial GFA (sq. m):	0	0
3 + Bedroom:	0	Institutional/Other GFA (sq. m):	0	0
Total Units:	0			

CONTACT:	PLANNER NAME:	Andrea Reaney, Senior Planner
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