

**115 Black Creek Drive – York Community Centre –
Official Plan Amendment Application – Final Report**

Date:	December 15, 2011
To:	Etobicoke York Community Council
From:	Director, Community Planning, Etobicoke York District
Wards:	Ward 12 – York South-Weston
Reference Number:	10 301383 WET 12 OZ

SUMMARY

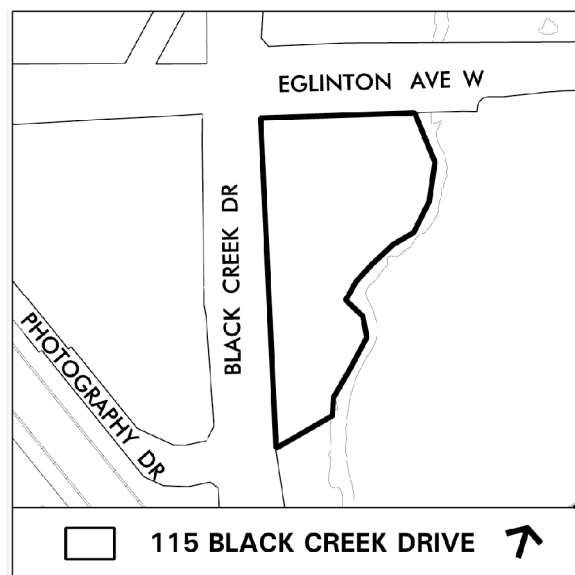
This application proposes to construct a community centre at 115 Black Creek Drive (formerly part of 2855 Eglinton Avenue West).

This report reviews and recommends approval of the application to amend the Official Plan. A portion of the proposed development was located within 10 metres of the top of bank of the Black Creek Valley.

RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council amend the Official Plan, for the lands at 115 Black Creek Drive substantially in accordance with the draft Official Plan Amendment attached as Attachment 10 to the report dated December 15, 2011.
2. City Council authorize the City Solicitor to make such stylistic and technical changes to the draft Official Plan Amendment as may be required.



Financial Impact

The recommendations in this report have no financial impact.

ISSUE BACKGROUND

Proposal

The proposed development is for a municipally owned community centre. The community centre would have an approximate floor area of 5,254 square metres and be two storeys in height. The community centre would contain the following uses/facilities: a gym, indoor swimming pool with change rooms, multipurpose rooms (with kitchen), meeting rooms, music room, track, fitness centre/health club, and administrative offices. (See Attachments 1 and 5)

Access to the parking and servicing for the community centre is proposed from Black Creek Drive across from Photography Drive. It is proposed that 113 parking spaces be provided.

For project information, refer to the Application Data Sheet (Attachment 9).

Site and Surrounding Area

The site is located on the southeast corner of Black Creek Drive and Eglinton Avenue West and is approximately 1.86 hectares (4.59 acres) in size. The site is currently vacant. There is a large watermain which runs across the north portion of the site, which is subject to a 7.63 wide easement. A portion of the site is within the Toronto and Region Conservation Authority (TRCA) flood plain line and within the Black Creek Valley.

East of the site, is Black Creek. East of the creek is Keelestone Park, which contains a number of recreational uses such as Chris Tonks Arena, a baseball diamond, soccer fields and ancillary surface parking. The north portion of the Park adjacent to Eglinton Avenue is being prepared as the tunnel boring launch site for Eglinton-Scarborough Crosstown Light Rail Transit (LRT) line. Further east is the Silverthorn neighbourhood, predominantly made of up low density homes.

On the north side of Eglinton Avenue West is Coronation Park, North Keelestone Park and the York Civic Centre. Coronation Park contains a number of facilities including Centennial Community Centre, an indoor swimming pool and a baseball diamond. North Keelestone Park contains a baseball diamond. The northwest corner of Eglinton Avenue West and Black Creek Drive is the former Kodak site which is currently vacant.

On the west side of Black Creek Drive, is No Frills Grocery Store and the CN/CP rail corridor CN/CP. West of the CN Rail line is the Mount Dennis neighbourhood, which contains a mix of low and high density residential uses.

South of the site, is vacant land that is currently owned by the City. South of the CN/CP Rail lines is the Rockcliffe-Smythe Neighbourhood.

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 site is designated by the Toronto Official Plan (Map 17) as *Mixed Use Areas*. There are no Secondary Plan or Site and Area Specific policies that apply to this area. *Mixed Use Areas* are made up of a broad range of commercial, residential and institutional uses, in single use or mixed use buildings, as well as parks and open spaces and utilities. (See Attachment 8)

In *Mixed Use Areas* new buildings should: be located and massed to frame the edges of streets and parks with good proportions and maintain sunlight and comfortable wind conditions for pedestrians on adjacent streets, parks and open spaces; provide an attractive, comfortable and safe pedestrian environment; take advantage of nearby transit services; provide good site access and circulation and an adequate supply of parking; and locate and screen service areas, ramps and garbage storage to minimize the impact on adjacent streets.

A portion of the Eglinton Avenue West frontage is listed on the Urban Structure Map 2 as an Avenue. The Avenues work with the underlying *Mixed Use Area* land use designation for this site. Policy 4 of Section 2.2.3 Avenues: Reurbanizing Arterial Corridors states that the land use designation policies in Chapter 4 apply to and prevail on lands shown as Avenues on Map 2. Avenues are important corridors along major streets where development is encouraged to create job opportunities in this land use designation, while improving the pedestrian environment, streetscape, and transit service for the community. The growth and redevelopment of the Avenues should be supported by high quality transit services, combined with urban design and traffic engineering that promotes a safe, attractive and comfortable street for pedestrians and cyclists. Development within the

Avenues should have appropriate massing, scale and organization of buildings; restrict parking at grade and driveways in front of the buildings; and provide streetscape improvements while implementing transit-supportive measures that restrict auto-oriented retailing and services.

The Official Plan contains built form objectives which encourage new development to be located and organized to fit with the existing and planned context of the surrounding community. The development should frame and support adjacent streets and open spaces so as to improve the pedestrian environment. Generally, buildings should be located parallel to the street with a consistent front yard setback. On a corner site, the development should be located along both adjacent street frontages and give prominence to the corner. The main building entrances should be located so that they are clearly visible and directly accessible from the public sidewalk and provide ground floor uses that have views into and, where possible, access to, adjacent streets, parks and open spaces.

Chapter 3.2.2 Community Services and Facilities, Policy 1 requires that adequate and equitable access to community services and local institutions will be encouraged by: providing and preserving local community service facilities and local institutions across the City dedicated to this purpose; improving and expanding local community service facilities and local institutions in established neighbourhoods that are under or poorly served; and ensuring that an appropriate range of community services and facilities and local institutions are provided in areas of major or incremental physical growth.

Chapter 3.4 The Natural Environment Policy 6 states that areas within the flood plain may only be used for activities that: retain existing topography; protect, restore or improve existing natural features and functions; do not result in unacceptable risks to life or property; and minimize the need to mitigate and remediate floods, erosion and damage to the natural ecosystem.

Chapter 3.4 The Natural Environment Policy 8a) states that development will be set back from the top of bank of valleys by at least 10 metres, or more if warranted by the severity of existing or potential natural hazards. Minor additions or alterations to existing development, replacement structures and accessory structures are exempt from this policy.

Chapter 3.4 The Natural Environment Policy 10 states that development is generally not permitted in the natural heritage system illustrated on Map 9. Where the underlying land use designation provides for development in or near the natural heritage system, development will recognize natural heritage values and potential impacts on the natural ecosystem as much as is reasonable in the context of other objectives for the area; and minimize adverse impacts and when possible, restore and enhance the natural heritage system.

The Official Plan requires all development in or near the natural heritage system be evaluated to assess the development's impact on the natural heritage system and identify measures to mitigate negative impacts on and/or improve the natural heritage system.

Zoning

These lands are subject to the former City of York Zoning By-law law 1-83, as amended and are zoned G- Green Open Space Districts by that Zoning By-law. The G – Green Open Space Districts permits public parks, playfields, playgrounds, including any use accessory to those uses. The community centre is considered a permitted use in the G zone. (See Attachment 7)

Site Plan Control

The proposed development is subject to site plan control. An application for site plan approval has been submitted (Application 10 301395 WET 12 SA) and is being processed concurrently with the Official Plan Amendment. It is anticipated that Site Plan Approval will be issued shortly following the approval of the Official Plan Amendment.

Ravine Control

A portion of the property along the eastern and southern property lines is subject to provisions of the City of Toronto Municipal Code Chapter 658 – Ravine Protection. Any development within the City's ravine and natural feature protection areas will require a permit from Urban Forestry.

Toronto and Regional Conservation Authority (TRCA)

The eastern edge of the property site falls within an area subject to Toronto and Region Conservation Authority Regulation O. Reg. 166/06, associated with the Humber River valley. A permit is required from the Conservation Authority for any development or site alteration within the regulated area.

The TRCA has issued a permit to the City for the construction of the Black Creek Bank Stabilization Works which has recently been completed. This stabilization work has effectively adjusted the location of the long term stable top of bank to ensure that the future development on the site is located outside of the erosion hazard area.

Tree Preservation

This application is subject to the provisions of the City of Toronto Municipal Code, Chapter 813 Articles II (Street Trees by-law) and III (Private Tree by-law). The applicant has submitted an Arborist Report/Tree Preservation Plan. Tree preservation and tree replacement plans will be secured in the site plan approval.

Archaeological Assessment

The site is within the Interim Screening Areas for Archaeological Potential identified in the Archaeological Master Plan of the City. The applicant has submitted a Stage 1 Archaeological Assessment Report. The study indicated that that no heritage resources would be impacted by the community centre and bank stabilization works.

Toronto Transit Commission (TTC)

The subject site is accessible by the existing surface bus service on Eglinton Avenue West (Route 32) and within the zone of influence for the Eglinton-Scarborough Crosstown LRT line. Construction activities have commenced on the Eglinton-Scarborough LRT project and the west portal launch site for the tunnel boring machine entrance is located immediately east of Black Creek. The alignment of the LRT west of Black Creek is currently being revisited by TTC, with an Environmental Assessment Addendum expected to be initiated in the new year.

The TTC is proposing to construct a permanent vehicular/pedestrian bridge across Black Creek that will provide access to the Keelestone Park and Chris Tonks Arena from the Photography Drive intersection with Black Creek Drive. This bridge will give the TTC exclusive use of the exiting Keelestone Park access to Eglinton Avenue West for construction vehicles during the tunnelling operations.

The bridge will link the new community centre to the existing parking lots for Keelestone Park and Chris Tonks Arena. Following completion of the LRT tunnelling operations, Parks, Forestry & Recreation will assume ownership of the bridge. The proposed bridge has been incorporated into the site plan drawings for the community centre.

Reasons for Application

An Official Plan Amendment is required because the south east corner of the community centre building will be located within 10 metres of top of bank of the valley. (Section 3.4 The Natural Environment Policy 8a). In consultation with the TRCA, the top of bank in this location is the same as the the Long Term Stable Slope Crest limits (as shown in the Geotechnical Slope Stability and Streambank Erosion Analysis Report). This limit is shown on the Site Plan (see Attachment 3). The community centre use is a permitted use in the Mixed Use Designation.

Community Consultation

A Community Consultation Meeting was held April 6, 2011 at the York Civic Centre. Approximately 20 people attended the meeting. No issues were raised in regards to the application to amend the official plan. The comments from the local community were positive and in support of the proposed development. The general feeling on the building design was positive and the prominent comment was that the community centre needed to be constructed as soon as possible.

In addition to the community meeting, Parks, forestry and Recreation staff held several meeting with the community and stakeholder to provide input into the design of the building and programming of the facility

Agency Circulation

The application was circulated to all appropriate agencies and City divisions. Responses received have been used to assist in evaluating the applications and to formulate the draft Official Plan Amendment and the site plan approval conditions.

COMMENTS

Provincial Policy Statement and Provincial Plans

The proposal is consistent with the PPS. The community centre proposal will help provide the necessary public service facilities to meet the current and projected needs. The proposal will also support public transit.

The proposal conforms, and does not conflict, with the Growth Plan for the Greater Golden Horseshoe. The provision of a community centre facility contributes to meeting the community infrastructure needs and fostering complete communities and is consistent with the PPS and Growth Plan.

Site Constraints

There are physical constraints on this site which have limited the location of the community centre building and parking area. One main constraint is a large water main line running across the north portion of the property, parallel to Eglinton Avenue West, which is subject to a 7.63 metre easement. Construction is not allowed within this easement and requires the building to have significant setback from Eglinton Avenue West. Other constraints on this site are the flood plain limit and stable top of bank limit which both run through the eastern and southern portions of the site. These two factors lead to a building massing as shown in the attached site plan (Attachment 4 - Site Constraints). Staff have worked with the architect to ensure an appropriate balance was achieved among the site constraints noted above, the principals and objectives of the Official Plan (Built Form and The Natural Environment) and the programming needs for the community centre facility.

Official Plan Amendment

The proposed community centre is permitted within the *Mixed Use* Designation and conforms to the Official Plan, except for a small portion of the community centre building, which will encroach into the 10 metre setback from the top of bank as staked by the TRCA in 2007 (Section 3.4 The Natural Environment Policy 8a.). This limit is shown on Attachment 2. As discussed above, given the physical limitations of the site, the programming needs of the facility and the built form policies of the Plan, the building was sited in the proposed location.

As part of the stabilization of Black Creek and the redevelopment of this site, a number of rehabilitation and restoration works were undertaken by the City in consultation with the TRCA in the valley corridor. A permit for these works was issued by the TRCA on September 23, 2010. The work has recently been completed. As a result of these works, the stable top of bank has effectively been moved eastward, closer to the Black Creek,

rendering the community centre building wholly beyond the 10 metre wide buffer area to the revised top of bank. The "revised top of bank" is shown on Attachment 3.

Given the constraints of this site, the net ecological benefit to the natural heritage system under post-development conditions, the original minor encroachment into the 10 metre setback from top of bank (as staked by the TRCA in 2007), and the fact that the stable top of bank limit has been revised as a result of the site works recently completed to render the building no longer within the 10 metre from the revised top of bank, an amendment to the Official Plan to permit the development is recommended.

Trees

As part of the redevelopment and creek stabilization work a significant number of new trees will be planted to replace the trees that are required to be removed. It is proposed that a total number of 1,162 new trees be planted on or adjacent to the site (87 street trees, 275 on-site and outside the natural heritage area and 800 within the ravine and natural heritage areas). The proposal and creek stabilization works will require the removal of a total of 170 trees: 29 street trees, 22 parks trees (outside the natural heritage area) and 119 within the ravine and natural heritage areas. In the course of the implementing the bank stabilization and rehabilitation works that were recently completed by the City, 550 of the new trees within the ravine and natural heritage area have already been planted. The proposed tree planting in association with this development is consistent with the City's objectives to increase the City's tree canopy.

Flood Plain

A small portion of the proposed building (north east corner) would encroach into what the TRCA has defined as the existing Regulatory Flood plain of Black Creek. The project includes minor earth filling within the Regulatory Flood plain in order to establish the finished first floor elevation of the new building above the elevation of the Regulatory Flood Line thereby flood proofing the new structure. The earth filling results in a minor adjustment to the Regulatory Flood Line. The TRCA advises that placement of earth fill near the proposed structure will be offset by removing an equivalent amount of earth fill from other portions of the flood plain adjacent to the facility thereby maintaining flood storage capacity in this area. This approach is known as a cut/fill balance. TRCA is satisfied that the project will generally meet TRCA's cut/fill balance guidelines. The modifications to the Regulatory Flood Plain require a permit from the TRCA, which will be obtained at the time of construction of the community centre

Natural Heritage

The eastern edge of the site is located within the Natural Heritage System as identified on Map 9 Natural Heritage of the Official Plan. The Official Plan requires all development in or near the natural heritage system be evaluated to assess the development's impact on the natural heritage system and identify measures to mitigate negative impacts on and/or improve the natural heritage system.

The applicant has submitted a Natural Heritage Impact Study for the proposed development. The study concluded that any impacts on the natural heritage system arising from the construction and operation of the proposed development can be effectively mitigated. Recommendations to guide the implementation of impact mitigation and monitoring activities are prescribed in the study. The implementation of these recommendations will result in a net ecological benefit to the natural heritage system under post-development conditions. The recommendations of the natural heritage study will be secured through the site plan approval process.

Built Form

As noted above there were a number of physical constraints on this site and these constraints created a challenge for designing a development that appropriately balanced and responded to the Official Plan policies. Although the site has a *Mixed Use* designation which would allow for a range of additional uses, the isolated nature of the site and its inherent constraints precluded a greater mixed use development opportunity. The proposed building and development is a complimentary use to the existing recreational and open space uses and appropriately balances and responds to the Official Policies for this site.

The building will be sited parallel to Eglinton Avenue West and Black Creek Drive and will have ground floor uses that animate the streetscape. The building setback from Eglinton Avenue West to accommodate the easement will be attractively landscaped and have pedestrian walkways connecting the main entrance of the building directly to the public sidewalk. The building will also frame the adjacent parks and ravine system.

Landscaping has been proposed to buffer the surface parking area from Black Creek and access to parking and loading has been consolidated by one driveway from Black Creek Drive across from Photography Drive. This driveway will also serve as access to the Keele Park via the bridge connection being built by the TTC.

The building design and landscape elements will be secured through the site plan approval process.

Open Space/Parkland

Parks, Forestry and Recreation staff have advised that there are no parks levies for this community centre development.

Toronto Green Standard

On October 27, 2009 City Council adopted the two-tiered Toronto Green Standard (TGS). The TGS is a set of performance measures for green development. Tier 1 is required for new development. Tier 2 is a voluntary, higher level of performance with financial incentives. Achieving the Toronto Green Standard will improve air and water quality, reduce green house gas emissions and enhance the natural environment.

The applicant is required to meet Tier 1 of the TGS. TGS performance measures will be secured through the Site Plan Approval process.

The community centre will be designed to achieve a LEED Silver certification standard. Pursuing the LEED standard builds on the TGS and achieving Tier 1 of the TGS contributes toward LEED certification.

One of the elements proposed to be incorporated into the design of the building is a green roof to provide stormwater management, urban heat island mitigation and habitat benefits. Another component of the development plan is the provision of a frit pattern applied to areas of clear glass to prevent bird collisions.

Development Charges

As the proposed development is for a community centre development charges will not apply to this project.

CONTACT

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Fax No. (416) 394-6063
E-mail: gbyrne@toronto.ca

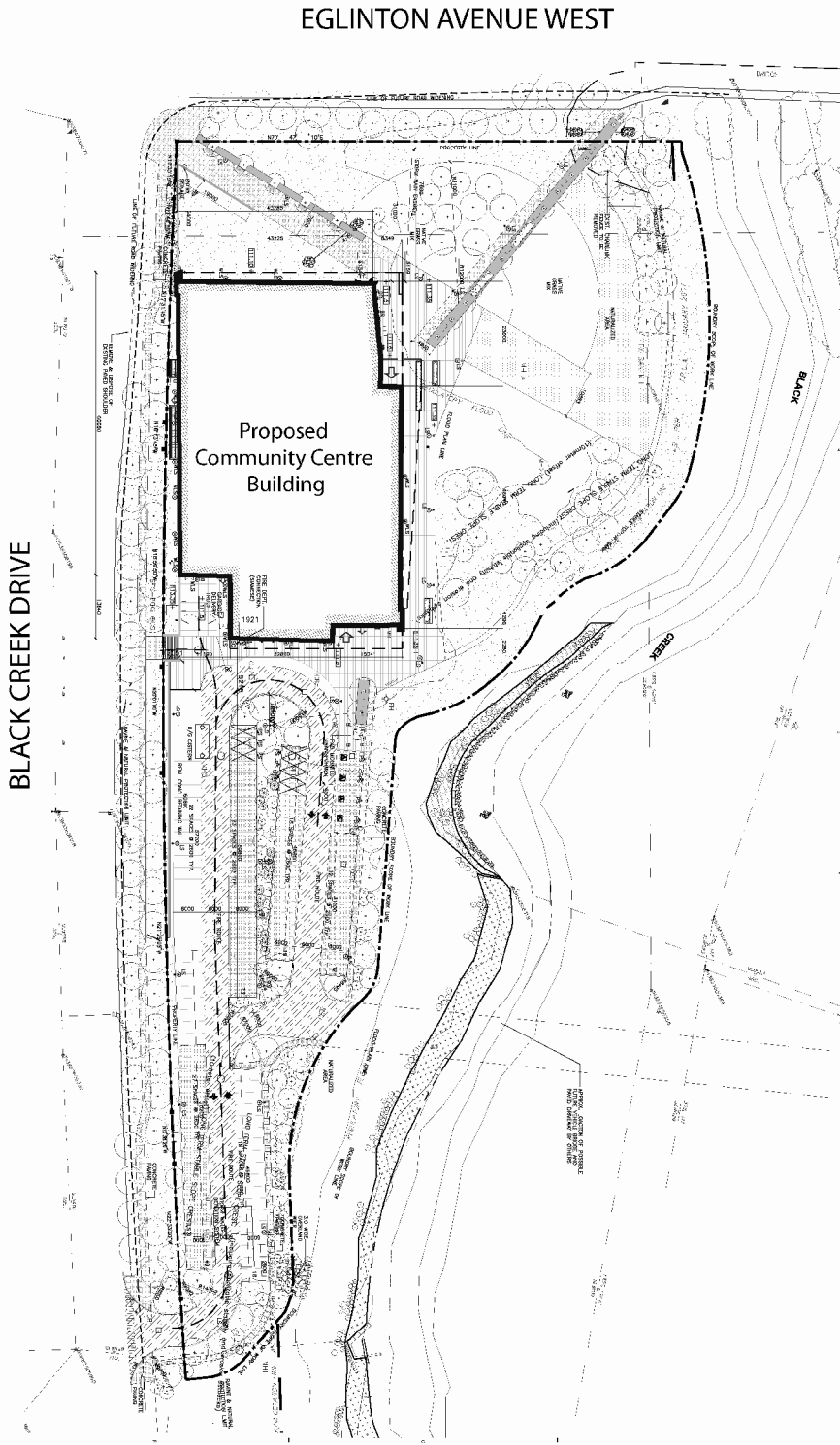
SIGNATURE

Thomas C. Keefe
Director, Community Planning
Etobicoke York District

ATTACHMENTS

- Attachment 1: Site Plan
- Attachment 2: Original Top of bank (2007)
- Attachment 3: Revised Top of bank
- Attachment 4: Site Constraints
- Attachment 5: Elevations
- Attachment 6: Elevations
- Attachment 7: Zoning
- Attachment 8: Official Plan
- Attachment 9: Application Data Sheet
- Attachment 10: Draft Official Plan Amendment

Attachment 1: Site Plan

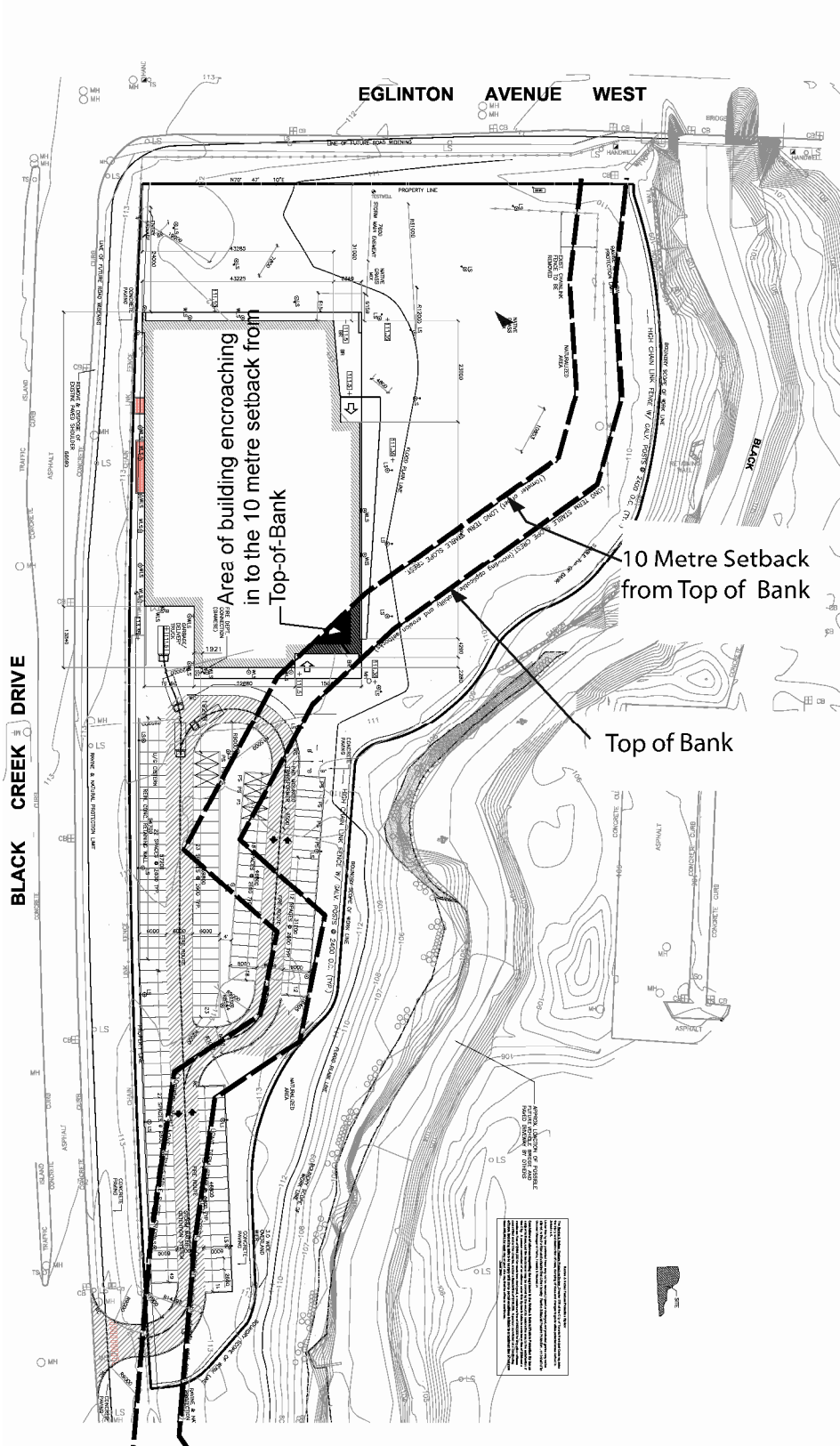


Site Plan
Applicant's Submitted Drawing
Not to Scale
12/07/2011

115 Black Creek Drive
File #10 301383 Wet 12 OZ



Attachment 2: Original Top of Bank (2007)



115 Black Creek Drive

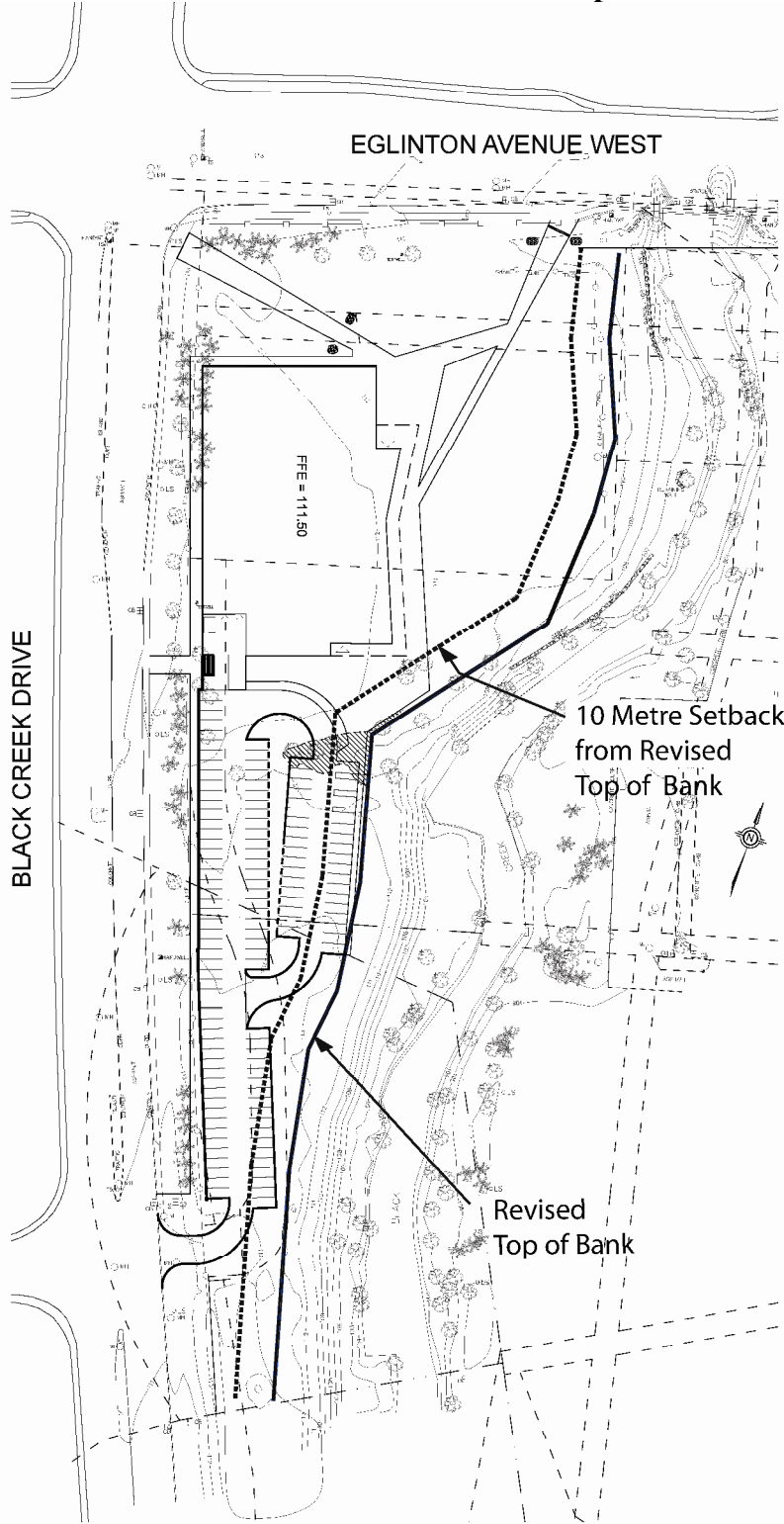
Original Top of Bank
Applicant's Submitted Drawing

Not to Scale
12/13/2011



File #10 301383 Wet 12 OZ

Attachment 3: Revised Top of bank



115 Black Creek Drive

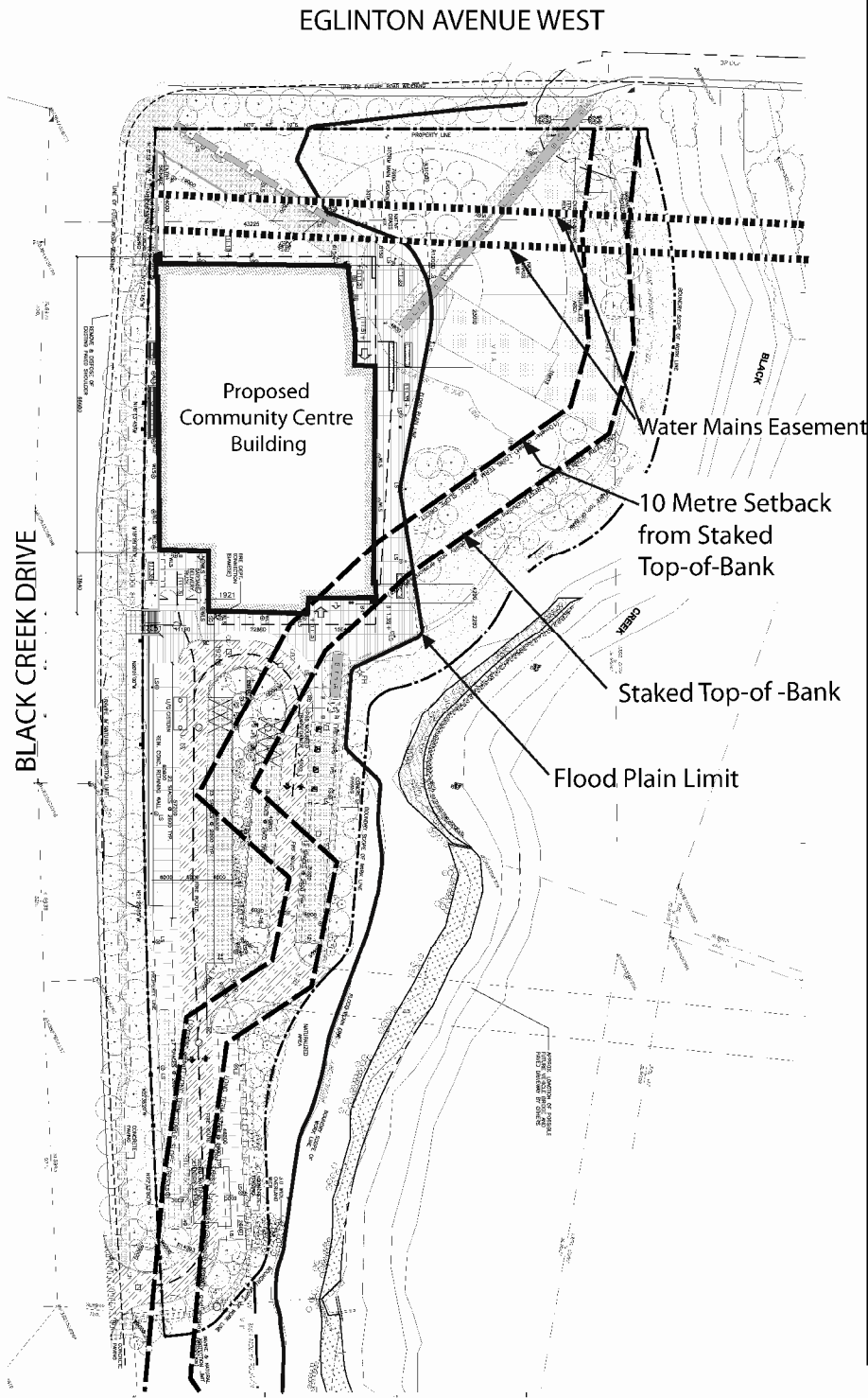
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Revised Top of Bank of Valley
Applicant's Submitted Drawing



Not to Scale
12/13/2011

Attachment 4: Site Constraints



115 Black Creek Drive

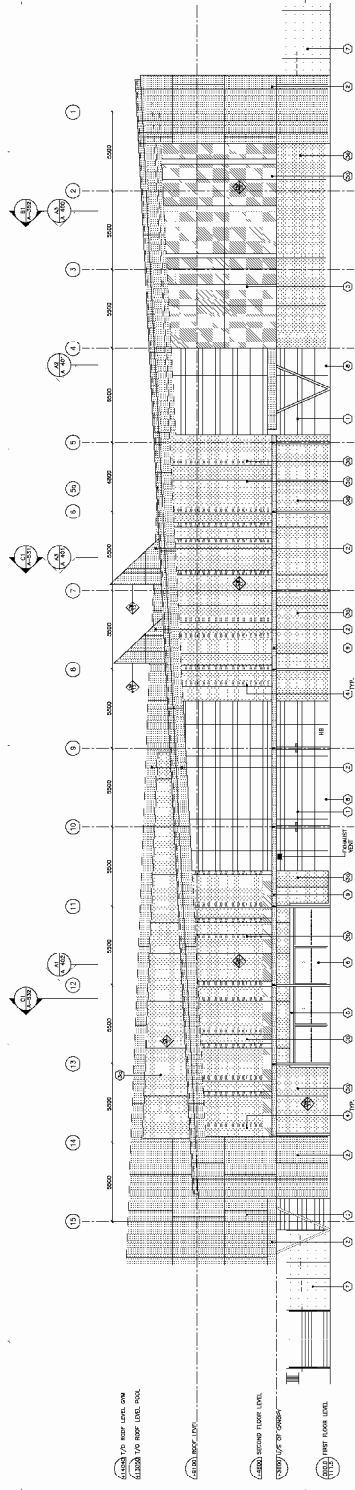
File #10 301383 Wet 12 OZ

Site Constraints
Applicant's Submitted Drawing

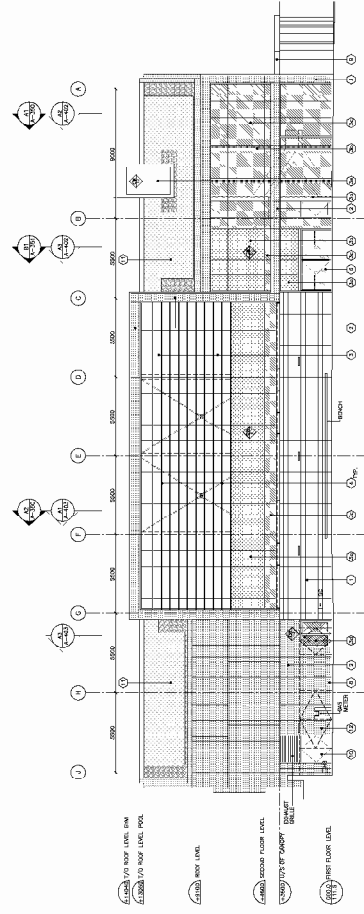


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12/06/2011

Attachment 6: Elevations



EAST ELEVATION



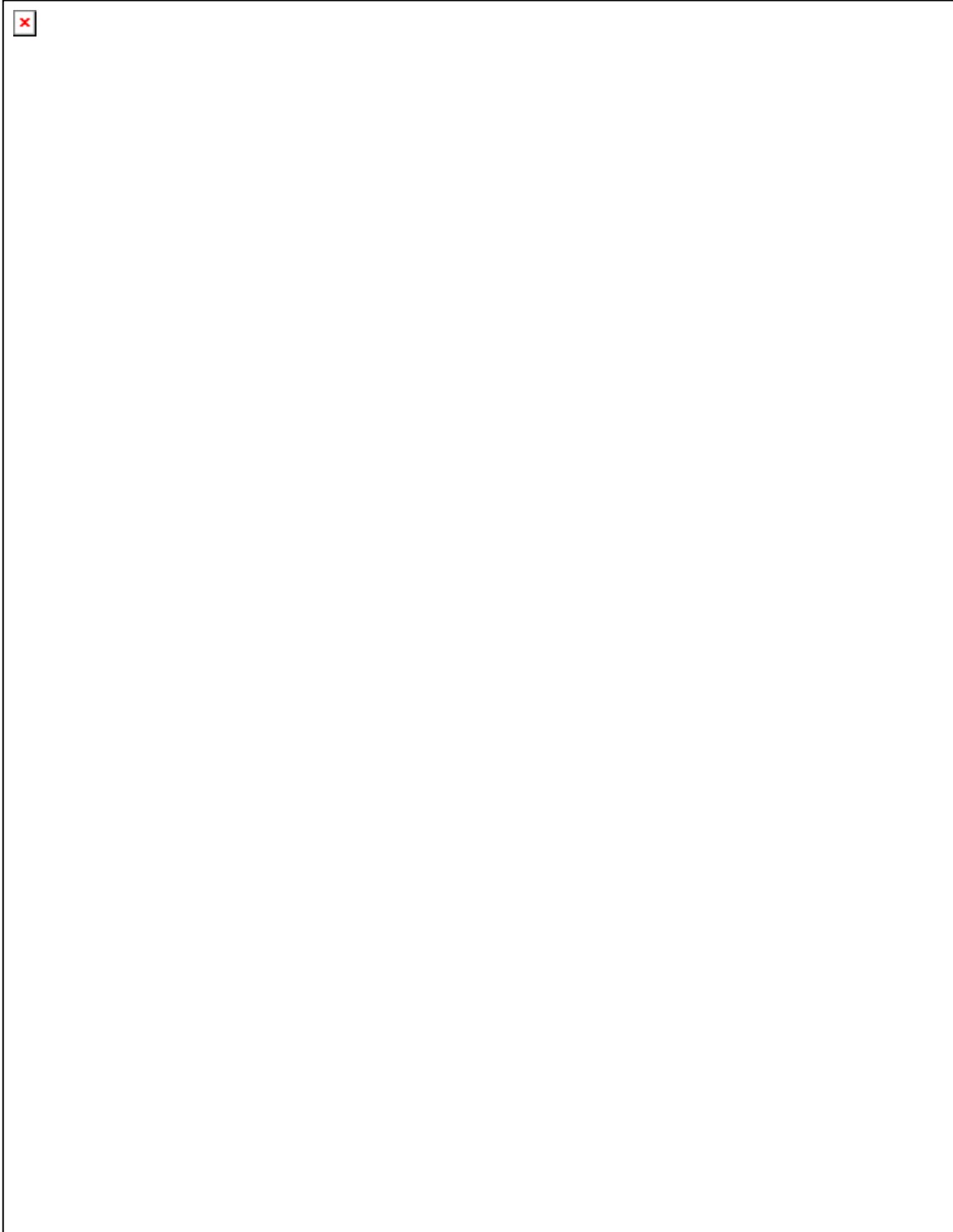
SOUTH ELEVATION

115 Black Creek Drive
 File # 10 301383 WET 12 0Z

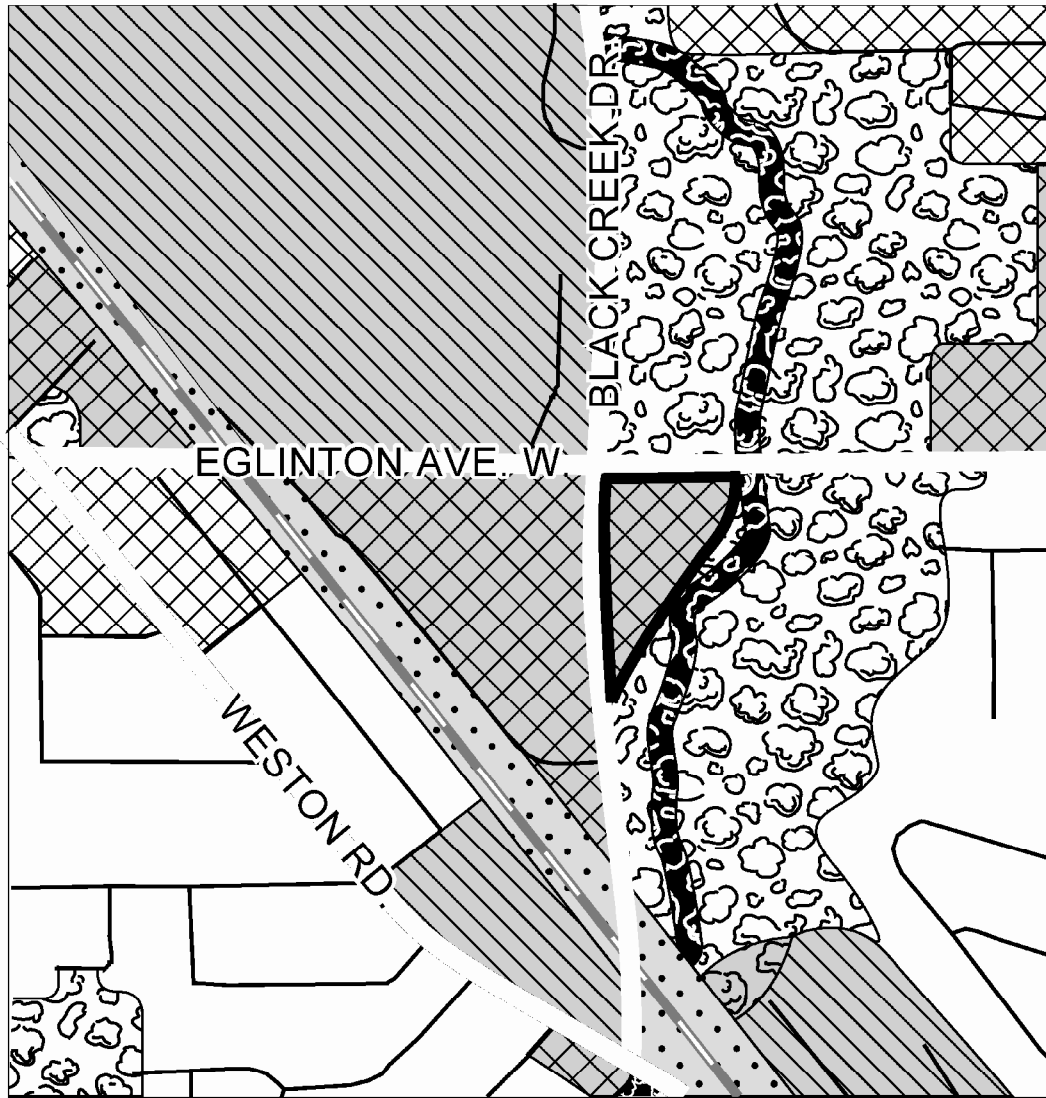
Elevations
 Applicant's Submitted Drawing

Not to Scale
 11/21/2011

Attachment 7: Zoning



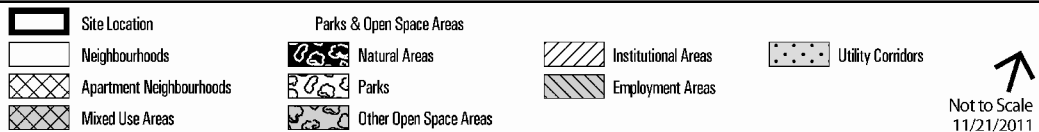
Attachment 8: Official Plan



Toronto City Planning
Official Plan

115 Black Creek Drive

File # 10 301383 WET 12 02



Attachment 9: Application Data Sheet

Application Type	Official Plan Amendment	Application Number:	10 301383 WET 12 OZ
Details	OPA, Standard	Application Date:	November 23, 2010

Municipal Address: 115 Black Creek Drive (formerly part of 2855 EGLINTON AVE W)
 Location Description: PLAN 5917 PT BLK A RP 66R23258 PARTS 1 TO 21 BLACK CREEK RUNS THROUGH **GRID W1209
 Project Description: Proposed new two storey municipally owned community centre

Applicant:	Agent:	Architect:	Owner:
CITY OF TORONTO			

PLANNING CONTROLS

Official Plan Designation:	Parks	Site Specific Provision:	N/A
Zoning:	G- Green Open Space	Historical Status:	N/A
Height Limit (m):		Site Plan Control Area:	Yes

PROJECT INFORMATION

Site Area (sq. m):	18592	Height:	Storeys:	2	
Frontage (m):	111		Metres:	14	
Depth (m):	273				
Total Ground Floor Area (sq. m):	3510				Total
Total Residential GFA (sq. m):	0		Parking Spaces:	124	
Total Non-Residential GFA (sq. m):	5330		Loading Docks	0	
Total GFA (sq. m):	5330				
Lot Coverage Ratio (%):	18.8				
Floor Space Index:	0.28				

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):	5330	0
Total Units:	0			

CONTACT:	PLANNER NAME:	Gregory Byrne, Senior Planner
	TELEPHONE:	(416) 394-8238

Attachment 10: Draft Official Plan Amendment

Authority: Etobicoke York Community Council Item ~ as adopted by City of Toronto Council on ~, 20~

Enacted by Council: ~, 20~

CITY OF TORONTO

Bill No. ~

BY-LAW No. ~-20~

**To adopt an amendment to the Official Plan
for the City of Toronto
respecting the lands known municipally in the year 2011, as 115 Black Creek Drive**

WHEREAS authority is given to Council under the *Planning Act*, R.S.O. 1990, c.P. 13, as amended, to pass this By-law;

WHEREAS Council of the City of Toronto has provided adequate information to the public and has held at least one public meeting in accordance with the *Planning Act*;

The Council of the City of Toronto HEREBY ENACTS as follows:

1. The attached Amendment No. 171 to the Official Plan is hereby adopted pursuant to the *Planning Act*, as amended.

ENACTED AND PASSED this ~ day of ~, A.D. 20~.

ROB FORD,
Mayor

ULLI S. WATKISS,
City Clerk

(Corporate Seal)

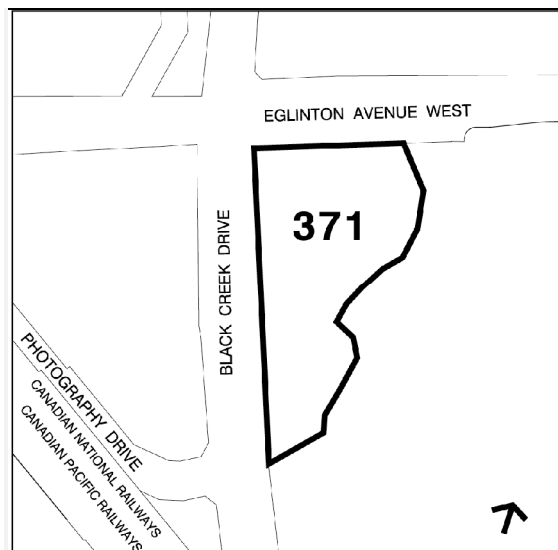
AMENDMENT NO. 171 TO THE OFFICIAL PLAN
LANDS MUNICIPALLY KNOWN IN THE YEAR 2011 AS
115 Black Creek Drive

The Official Plan of the City of Toronto is amended as follows:

1. Chapter 7, Site and Area Specific Policies, is amended by adding Site and Area Specific Policy No. 371 for lands known municipally in 2011 as 115 Black Creek Drive (formerly part of 2855 Eglinton Avenue West), as follows:

371. 115 Black Creek Drive (formerly part of 2855 Eglinton Avenue West)

A portion of a community centre may be located within the 10 metres of the top of bank of the valley as staked by the Toronto Regional Conservation Authority in January 2007.



2. Chapter 7, Map 28, Site and Area Specific Policies, is revised to add the lands known municipally in 2011 as 115 Black Creek Drive shown on the map above as Site and Area Specific Policy No. 371.