# GM13.15



# STAFF REPORT ACTION REQUIRED

# Don Mills Civitan Arena Proposed Replacement at Don Mills Road and Eglinton Avenue East

Date:	June 2, 2016
То:	Government Management Committee
From:	General Manager, Parks, Forestry and Recreation Chief Planner and Executive Director, City Planning
Wards:	Wards 25, 26, 34
Reference Number:	P:\2016\Cluster A\PFR\GM13-061316-AFS#23164

# SUMMARY

This report responds to City Council's request for the General Manager, Parks, Forestry and Recreation and the Chief Planner and Executive Director, City Planning, to report on possible options for relocating the Don Mills (Civitan) Arena in the Don Mills Road and Eglinton Avenue East area.

Staff conducted a preliminary review of the Celestica site at 844 Don Mills Road, which anchors the northwest quadrant of Don Mills Road and Eglinton Avenue East. This preliminary review is based on the planning objectives for the area; the locational analysis applied to other potential sites studied through the arena relocation process; consideration of potential timing implications; and community feedback from a public open house held on May 25, 2016. Findings from this preliminary review identify there is merit in pursuing this location as a potential site for the replacement of the Don Mills Arena should the Celestica site redevelop from its current use as a manufacturing and office site.

This report recommends that City Council approve in principle the relocation of the Don Mills Arena to the Celestica site, pending the resolution of matters related to land dedication and timing; authorization of staff advancing negotiations with the land owners; and the provision of an update to City Council by the first quarter of 2017.

# RECOMMENDATIONS

# The General Manager of Parks, Forestry and Recreation and the Chief Planner and Executive Director, City Planning recommend that:

- 1. City Council approve in principle the relocation of the Don Mills Arena to 844 Don Mills Road (Celestica site) subject to:
  - i. a comprehensive settlement being approved by the Ontario Municipal Board in relation to the landowner's Ontario Municipal Board appeal of Official Plan Amendment 231 (Economic Health Policies and the Policies, Designations and Mapping for *Employment Areas*);
  - the owners of the Celestica site submitting a complete development application identifying an appropriate parkland block for an arena complex satisfactory to the General Manager of Parks, Forestry and Recreation in consultation with the Chief Planner and Executive Director, City Planning; and
  - iii. the identification of an appropriate timeline and schedule satisfactory to the General Manager of Parks, Forestry and Recreation for the conveyance of suitable parkland for an arena complex to permit construction of a replacement facility that addresses the October 2020 closure of the current Don Mills Arena.
  - 2. City Council authorize the appropriate staff to advance negotiations with the owners of the Celestica site to address the matters outlined in Recommendation 1 and report back to Council with an update in the first quarter of 2017.

#### **Financial Impact**

Previous reports concerning the relocation of the Don Mills Arena set out various financial aspects including the estimated cost to construct the new arena. Currently, the approved Parks, Forestry and Recreation's Capital Budget and Plan includes \$24.5 million to design and construct a new arena. For the \$1,950,000 for design, \$877,000 is to be funded from development charges, \$500,000 will come from debt and \$573,000 is to be from Parks Forestry and Recreation reserve funds. Of the \$22,550,000 for construction, \$9,664,000 will be from Parks Forestry and Recreation reserve funds. S10,147,000 will be from development charges and \$2,739,000 will be financed from debt. The \$4.5 million that will be collected from Cadillac Fairview for construction of the new arena is included in the \$9,664,000 reserves.

Should the negotiations with the landowner be successful and a comprehensive redevelopment of the lands at 844 Don Mills Road is approved, the land for the new Don Mills arena would be conveyed to the City of Toronto as a portion of the parkland dedication for the development.

The current annual operating costs are expected to increase when the new twin pad arena is completed. Estimated incremental costs for the new facility are \$0.300 million offset

by additional revenue of \$0.300 million, for a net zero impact. Costs for the exterior portions of the site, turf maintenance etc., are expected to be at least \$0.015 million annually and will be included in the future year Operating Budget submissions.

As Parks, Forestry and Recreation goes through the design of the new facility and the public involvement process in order to identify all of the program and facility elements of the new arena, cost may change. Council will be advised as new information and revised costs become available.

The Deputy City Manager & Chief Financial Officer has reviewed this report and agrees with the financial impact information.

# **DECISION HISTORY**

The search for a new arena location commenced over eight years ago.

In 2007, Parks, Forestry and Recreation identified that the Don Mills Arena would require replacement. In February 2008, North York Community Council directed that a search commence for a new location for the arena as found at the following link: http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2008.NY13.24

In June 2008, North York Community Council considered a report setting out the study criteria for selecting a location for the replacement arena. North York Community Council endorsed a preferred site at Highway 401 and Don Mills Road as indicated at the following link:

http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2008.NY16.12

In September 2008, North York Community Council directed that Parks, Forestry and Recreation report on the progress and in November 2008, Parks Forestry and Recreation's report was considered as item NY 20.24 found at the following link: http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2008.NY20.24

At its meeting of September 30 and October 1, 2009, City Council considered a Request for Direction report for the rezoning application at 939 Lawrence Ave. E, 1090 Don Mills Road, and 49 and 75 The Donway West and directed the General Manager of Parks, Forestry and Recreation to explore the potential for providing a combined community centre and twin-pad arena within the Don Mills Centre and to report back to North York Community Council. This decision can be found at the following link: http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2009.NY27.54

At its meeting of February 22 and 23, 2010, City Council reviewed item CC46.2 entitled, "939 Lawrence Avenue East, 1090 Don Mills Road, 49 and 75 The Donway West -Ontario Municipal Board Hearing" and adopted the Minutes of Settlement negotiated at the OMB between Cadillac Fairview, the City and the Don Mills Residents Inc. as found at the following link:

http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2010.CC46.2

In the approved Minutes of Settlement, the recommendations pertaining to the arena included the following:

- Cadillac Fairview will be offered the grant of an option in favour of the applicant to purchase the existing Don Mills Arena lands;
- The City will lease the Don Mills Arena lands until October 31, 2020, after which a new Arena must be constructed;
- Parks, Forestry and Recreation will need to acquire another site for the arena and determine the source of the balance of the estimated \$20 million capital cost for the new twin pad facility;
- All cash-in-lieu of parkland generated from the Don Mills Centre Phase II development be allocated to the construction of a new arena;
- The City will receive an estimated \$4.5 million cash in lieu as the development is built out: and
- The City will establish a reserve fund called the North York Arena Reserve Fund for the purpose of the construction of a new twin-pad arena within the vicinity of the Don Mills Centre to be funded by the cash in lieu of parkland generated from the Don Mills Centre, Phase II development.

At its meeting of May 25, 2010, North York Community Council considered a status update on the search for a suitable site for a replacement arena. Parks, Forestry and Recreation staff outlined a short list of candidate sites with the potential to meet the site selection criteria, and others, including the previously preferred site at 401/Don Mills Road which did not meet the criteria. Community Council directed that Parks, Forestry and Recreation staff continue to search for an appropriate suitable arena site as outlined at the following link:

http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2010.NY34.19

At its meeting of July 11, 12 and 13, 2012, City Council directed the General Manager, Parks Forestry and Recreation to issue a Request for Expression of Interest (REOI) or if appropriate, a Request for Proposal (RFP) to identify any potential development of a two or more pad ice facility at either York Mills Road and the Don Valley Parkway or the southwest corner of Eglinton Avenue East and Don Mills Road (the Science Centre site). In adopting item 17.10, Council also directed the General Manager, Parks, Forestry and Recreation to report back to Budget Committee and Executive Committee with a funding approach, including potential public-private partnerships, for the development and operation of a two or more pad facility following the conclusion of the REOI/RFP process. A link to this decision can be found as follows:

http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.NY17.10

At its meeting of October 15, 2013, Government Management Committee considered a report on the results of the REOI for the Design, Construction, Administration and Operational Management of a Multi-Pad Ice Arena to Replace the Don Mills Civitan Arena. The Committee deferred consideration of the report until January 6, 2014, and requested "the General Manager, Parks, Forestry and Recreation, to schedule a public

meeting to discuss the location of the Don Mills Civitan Arena with the community, including the Toronto District School Board's disposal of the Don Mills Middle School site". This decision can be found at the following link: http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.GM25.13

At the January 6, 2014, meeting of the Government Management Committee, two reports were presented: the Civitan-Don Mills Middle School Public Meeting Information Report and the previously deferred report on the results of the REOI process. Both reports were deferred until May 12, 2014, to allow City staff to meet with representatives from Celestica to discuss the possibility of locating the replacement arena on the Celestica Site. In addition, Government Management Committee requested a report on accommodating user groups that use the Don Mills Arena if a new replacement arena is not build by 2020. This decision can be accessed via the following link:

http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.GM27.1

In May, 2014, Government Management Committee considered various reports, including the Results of the REOI report, the ice usage and accommodation report and a report on the results of discussions with the owners of the Celestica Site about locating the replacement arena on their lands. A report was also presented pertaining to a public meeting concerning the Don Mills Middle School field.

The Committee directed that the General Manager, Parks Forestry and Recreation communicate to the Toronto District School Board that the City would not be relocating the arena to the Don Mills Middle School field. Committee also directed Parks, Forestry and Recreation and City Planning staff to report back in the next term of Council on possible options for relocating the arena in the Don Mills and Eglinton area including outlining planning objectives, timing and funding implications of such a relocation. A community stakeholder process to include their feedback in the evaluation was also identified. This direction can be found at the following link: http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.GM30.14

# **ISSUE BACKGROUND**

The Don Mills Arena at 1030 Don Mills Road was constructed over 50 years ago and contains a single pad ice surface and is in need of replacement. The process of finding a new location for the Don Mills Arena formally began in February 2008 through a resolution of North York Community Council, but the issue has been under discussion since prior to amalgamation. In addition to the arena's age there are only eight parking spaces on the lands. As a result, the public has been parking on the abutting land with the permission of that landowner (Cadillac Fairview).

In 2010, Cadillac Fairview received approval to redevelop its lands at Don Mills Road and Lawrence Avenue East, including the lands which have served as parking for the existing arena. With the proposed redevelopment, the permission for the City to continue to use the lands for public parking was discontinued. When the City was unsuccessful in purchasing additional lands adjacent to the arena to use for parking, an arrangement was secured through the development approval to exchange the lands containing the Don Mills Arena for a new community centre in the area. The proposed community centre is to be provided by Cadillac Fairview and is to be open by October 2020 and will include a pool, an indoor track and other amenities. Under the terms of the land exchange with Cadillac Fairview, the existing Don Mills Arena must close no later than October 2020.

As outlined in this report's Decision History there have been a number of locations evaluated as potential sites for a replacement Don Mills Arena. Some have not progressed beyond a preliminary screening. Two sites have advanced to more detailed assessment through a Request for Expression of Interest (REOI), including lands at the southwest corner of Eglinton Avenue East and Don Mills Road (the Science Centre site).

In 2014, when considering a report on the results of the REOI, City Council deferred the decision on the location of the replacement arena in favour of considering an alternate site on the Celestica lands at Don Mills Road and Eglinton Avenue East.

#### Celestica Lands

The site under consideration in this report is a portion of the lands known municipally as 840 Don Mills Road which along with 1150 Eglinton Avenue East form part of a 24 hectare landholding (see Attachment 1) containing large scale office, manufacturing and warehouse buildings operated and currently owned by Celestica Inc. The lands are designated by the Official Plan for employment uses. During the City's Municipal Comprehensive Review of Employment Lands, Celestica Inc. submitted a request to convert the land use designation for the site to provide for additional uses, including residential. This request was denied by City Council which retained the employment-only land use designations. Council's decision was appealed to the Ontario Municipal Board. Subsequently, a development consortium operating as Lifetime Pearl Street Inc. obtained an option to purchase the Celestica lands with the intent of settling the outstanding OMB appeal and comprehensively redeveloping the lands through a phased approach.

Through the initial conversion request, representatives of Celestica engaged Parks, Forestry and Recreation staff in discussions on the potential of their lands as a site for a replacement Don Mills Arena. These discussions resulted in an April 2014 report to Government Management Committee and ultimately, Council's direction for Parks, Forestry and Recreation and City Planning staff to examine options for relocating the arena to the Don Mills Road and Eglinton East Area.

In response to City Council's direction to review the potential of relocating the Don Mills Arena to the Don Mills Road and Eglinton Avenue Area, staff have undertaken a preliminary review of the Celestica site. This preliminary review is based on the planning objectives for the area and the locational analysis applied to other sites studied through the arena relocation process. Timing and funding implications were also considered along with community feedback obtained at a public open house held on May 25, 2016.

# COMMENTS

#### Planning Objectives of the Area

The Don Mills and Eglinton area is characterized by a large employment area north of Eglinton Avenue East consisting primarily of office uses with some retail and service uses. South of Eglinton Avenue East, the lands contain a mix of uses, including higher density residential uses that form the northern portion of Flemingdon Park neighbourhood. Major institutional uses exist both north (Aga Khan Museum and Ismali Centre) and south (Ontario Science Centre) of Eglinton Avenue East. Development in this area has historically been influenced by its proximity to the Don Valley Parkway and can be characterized as fairly auto-centric with wide streets and large blocks accommodating significant amounts of surface parking amidst well landscaped frontages.

The construction of the Crosstown LRT line will bring two new transit stops at Don Mills Road (Science Centre) and Ferrand Drive (Aga Khan Park & Museum). To support this major investment in transit infrastructure and to leverage its city building potential, the City Planning Division undertook the Eglinton Connects Planning Study. City Council's approval of Eglinton Connects recommendations in spring 2014 included seven Focus Areas where significant development could be supported along the corridor. Don Mills Road and Eglinton Avenue East was one these focus areas. The Don Mills and Eglinton Focus Area consists of three of the four corners of the intersection, excluding all but the frontages of the Celestica lands. The work advanced through Eglinton Connects identified a number of planning objectives including:

- Improving connectivity through a finer grain street network and improving access to the Don River Valley;
- Providing a mix of uses with an emphasis on office space to allow for an overall increase in non-residential gross floor area;
- Developing a hub for community uses; and
- Siting taller buildings in a way that respects the natural setting.

The adoption of these recommendations included a direction to develop a Secondary Plan to guide the intensification around the future LRT stop and implement the above findings.

As the settlement discussions for the Celestica lands have advanced, City Planning staff are working with the development consortium to best determine how the potential redevelopment of the Celestica site advances the objectives outlined through the Eglinton Connects work. To this end, City Planning staff have initiated a study to integrate the Celestica lands with the Don Mills Focus Area to respond to the area's increasing growth pressures. The outcome of the study will be a comprehensive planning framework that builds on the Focus Area objectives with a Secondary Plan for all four quadrants, including the physical and community infrastructure necessary to support the area's businesses and residents.

#### **Locational Analysis**

A feature of the earlier parts of the City's arena relocation process was the use of Site Evaluation Criteria to provide objective comparisons between potential arena sites. These criteria were approved by North York Community Council. Parks, Forestry and Recreation staff have evaluated the Celestica site using the same methodology and the results show that the Celestica site has scored slightly higher (score 109) than the highest rated site at York Mills Road and Don Valley Parkway (score 108). The Celestica site represents an improvement on other potential sites in terms of traffic impact and compatibility with surrounding uses. It will also be the best location as far as accessing the arena by modes of transportation other than automobile given its proximity to the Science Centre stop on the Crosstown LRT line. Accessibility to this site by transit will only improve if additional higher order transit is implemented along Don Mills Road in the future. Attachment 2 provides the Site Evaluation Criteria Definitions used for the locational analysis and Attachment 3 provides a summary table of previous sites along with Celestica site.

#### **Open House**

On May 25, 2016, Parks, Forestry and Recreation and City Planning staff hosted an evening public open house at the Don Mills Arena. The open house displayed information boards on the arena relocation process, including status and next steps, as well as the City's Parks and Recreation Facilities Master Plan process.

Over 40 people, including representatives of local community groups and arena users, attended the open house. Overall participant feedback was supportive of the Celestica site as a location for a replacement arena. Many attendees expressed a desire for a decision on the preferred site so that discussions could progress to details of design, function and programming. A number of participants raised the possibility of co-locating the arena facility with other recreation uses to create a multi-purpose facility. Through the future development application process for the Celestica site, the City will ensure that the area of the park block where the proposed two-pad replacement arena is to be located will be large enough to accommodate additional facilities. Some cautioned that any expanded program should not come at the expense of delivering the replacement arena in a timely manner. To this end a frequently raised concern was the possibility of service disruption should there be a gap between the October 2020 closing of the existing arena and the opening of a replacement arena.

#### **Timing and Funding Implications**

As noted above, an issue identified through this preliminary review is that the Celestica site may not be available in sufficient time to enable construction of a replacement arena by October 2020, when the existing Don Mills Arena is due to close. To meet the October 2020 opening date for a new facility, the City would need to be in possession of the arena lands to allow for a minimum two year construction program. A number of factors on the Celestica site complicate this preferred timing.

The Celestica site is currently an active manufacturing operation, as well as the corporate head offices for the company. The potential arena location is partially occupied by

structures along with below grade infrastructure associated with the site's central plant operations. The development consortium has indicated these uses will be relocated over time, but some of this relocation is tied to other development timelines on site, including the construction of a new office building to replace the existing corporate headquarters. In addition, the site's manufacturing history suggests that environmental remediation of lands may be required, which could result in additional time impacting the delivery of the new facility. These timing issues have been communicated to the development consortium and potential phasing options are being explored to respond to the City's preferred timing.

Unlike many other sites considered in the City's arena relocation process the Celestica site is privately owned. The larger landholding is being positioned for comprehensive redevelopment to create a mixed use community that would be subject to parkland dedication pursuant to Section 42 of the *Planning Act*. The lands required for construction of the arena qualifies as parkland dedication and would be secured through the development approvals, and would be conveyed free and clear of encumbrances at no cost to the City.

In recognition of the above, this report recommends that Council approve in principle the arena relocation to the Celestica site pending the resolution of matters related to land dedication and timing; authorization of staff advancing negotiations with the land owners; and provision of an update to City Council by the first quarter of 2017.

If negotiations do not result in a satisfactory delivery timeline, then Committee may need to consider the site at York Mills and the Don Valley Parkway previously identified in the Results of the REOI report from September 2013. It is important to note that with the impending October 2020 deadline and the lead time necessary for construction of a new arena, any site considered at this point in the process may begin to present issues that impact the ability for a new arena to be constructed and ready for use prior to the closing of the existing Don Mills arena.

#### CONCLUSION

Preliminary findings identify the merit of advancing the review of the Celestica site as a potential location for a replacement Don Mills Arena. This would be contingent on the City being satisfied with the proposed settlement of the landowner's Ontario Municipal Board appeal of Official Plan Amendment 231. As well, the City and the development consortium need to address various matters, including an appropriate parkland block for the arena complex and the timing of land conveyance that would allow for the construction of the replacement arena to address the October 2020 deadline. The City's consideration of parkland for the arena complex also relates to providing suitable parkland configurations and locations as part of the larger land holdings' comprehensive redevelopment, which will be subject to the City's development review process.

Subject to arriving to an agreement on these matters, staff recommend that City Council approve in principle the relocation of the arena to the Celestica site and direct staff to report back on these matters by the first quarter of 2017.

## CONTACT

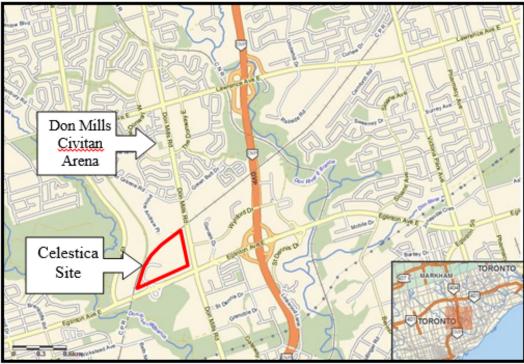
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# SIGNATURE

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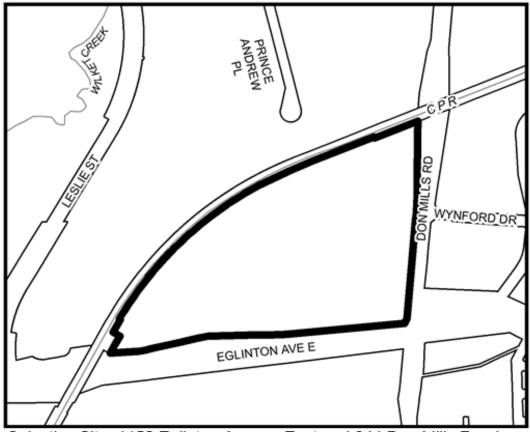
#### ATTACHMENTS

Attachment 1: Map of Celestica Site Attachment 2: Site Evaluation Criteria Definitions Attachment 3: Summary Table of Considered Sites



## **Attachment 1: Map of Celestica Site**

Context Map: Don Mills Civitan Arena and Celestica Site



Celestica Site: 1150 Eglinton Avenue East and 844 Don Mills Road

#### **Attachment 2: Site Evaluation Criteria Definitions**

#### Excerpt: A New Multi-Pad ice Arena Site to replace Don Mills Arena Executive Summary and Site Evaluation Criteria Definitions

#### Preamble

The Don Mills Arena is slated to be closed by 2020 and the City requires a suitable site that can accommodate a potential multi-pad arena and is located within Wards, 25, 26, or 34. To facilitate this site selection process, staff developed a set of criteria to evaluate potential sites respecting but not limited to site size, shape and accessibility as follows:

#### Criterion & Ranking

The site evaluation criteria address the site size, shape, accessibility, acquisition costs as well as other factors that include decision making. For a detailed list of the criteria refer to Attachment 'A'. Sites were also ranked according to how completely each site contributed to the ideal of each criterion\* where:

0	=	"not at all"
1	=	"slightly"
2	=	"somewhat"
3	=	"reasonably"
4	=	"mostly"
5	=	"completely".

This score will then be multiplied by the weighting for each criterion. All weighted points were added to reach the total score for each site. While the weighting is subjective, it was developed to represent the relative importance of each criterion.

\*Source: These site selection criteria have been adapted from a dmA Planning and Management Services and Sperry and Partners Architects consulting report titled, "Central Nova Region Multi-purpose Civic Centre Feasibility Study Final Report." August 2006. It can be accessed via this link: http://www.ignitethespirit.ca/wp-content/uploads/2009/09/Central-Nova-Region-Final-Report.pdf)

CRITERIA	DEFINITION
Site is an appropriate size and shape	The site must be able to accommodate a 7000 square metre twin pad arena, 250 surface parking spaces, and have a regular shape. Sites that are of an appropriate size and shape will score well.
Accessible by major arterial	Sites that are adjacent to and accessible to one or more major arterial roads will score well.
Traffic Impact	This criteria favours sites where the current road infrastructure is able to handle traffic flowing into and out of the site, and there will be minimal impact on existing traffic patterns.
Site development	The arena must be built and operated by 2020. Sites with no potential barriers to the

CRITERIA	DEFINITION
schedule	2020 deadline, and where PF&R controls the site, independent from other divisions, will score the highest.
Site acquisition costs	Sites that are city-owned and have no purchase cost will receive the highest score.
Site Development costs (Costs to PF&R)	Physical site conditions can impact the cost of developing the site. Examples of possible conditions include environmental remediation, servicing, re-grading, removal or addition of structures, etc. The fewer the conditions that have to be dealt with, the higher the score.
Compatible with surrounding uses (Costs to adjacent uses)	An arena will generate noise, traffic, lights, and other undesirable impacts. Sites that have the least amount of impact on adjacent uses will score highest.
Accessible by transportation modes other than the car	Sites that can be accessed by public transit, bicycle routes and pedestrian pathways will score well.
PF&R Opportunity cost	Some sites, if chosen, could displace a PF&R use. Sites that do not displace a PF&R use will score highest.
Complementary uses	Sites that have the potential for mixed uses such as offices, and community space will score well.
Appropriate zoning	Sites that do not require re-zoning and can be built as of right will score highest.
High visibility	Sites that are highly visible will fully meet this criterion. Highly visible sites have advertising and naming potential.

Criteria	York Mills Road & DVP	Ontario Science Centre (Eglinton/Don	Highway 401 & Don Mills	Sunnybrook Park	Windfields Park (Bayview Ave)	Celestica Site
Site is an appropriate size and shape (3)	15	9	15	15	12	15
Accessible by major arterial (3)	15	12	9	ю	б	12
Traffic Impact (3)	12	12	9	6	6	15
Site development schedule (3)	12	3	6	12	12	9
Site acquisition costs (3)	12	12	9	15	12	12
Site development costs (2)	6	4	9	6	8	8
Compatible with surrounding uses (costs to adjacent uses) (2)	Q	8	Q	8	4	10
Accessible by transportation modes other than the car (2)	8	10	9	4	9	10
PF&R Opportunity cost (2)	10	10	2	4	8	8
Complementary uses (1)	5	5	5	2	2	5
Appropriate zoning (1)	2	3	3	5	5	4
High Visibility (1)	5	5	5	3	3	4
TOTAL SCORE (out of 125)	108	93	75	83	90	109

# Attachment 3: Summary Table of Considered Sites

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