

**1049, 1050, 1065, 1095, 1235, 1255, 1265, 1275, 1295  
Military Trail and 755 and 875 Morningside Avenue-  
University of Toronto Scarborough - Official Plan  
Amendment Application - Preliminary Report**

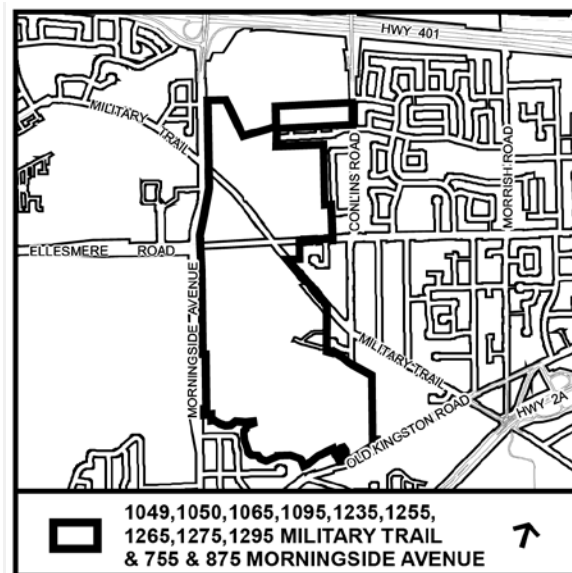
<b>Date:</b>	September 28, 2017
<b>To:</b>	Scarborough Community Council
<b>From:</b>	Director, Community Planning, Scarborough District
<b>Wards:</b>	Ward 44 – Scarborough East
<b>Reference Number:</b>	16 209876 ESC 44 OZ

**SUMMARY**

This application proposes an Official Plan Amendment for the University of Toronto Scarborough (UTSC) campus at 1049, 1050, 1065, 1095, 1235, 1255, 1265, 1275, 1295 Military Trail and 755 and 875 Morningside Avenue which will form the basis for a Secondary Plan for UTSC.

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

This application should proceed through the planning review process including the scheduling of community consultation meetings. Given that the proposal will create a new Secondary Plan, it is appropriate to engage in a more extensive community consultation process. A kick-off community consultation meeting on the project, along with targeted consultation on key issues such as Land Use and Built Form, Transportation, and Environment is



planned. Timing of the approval of the Secondary Plan is related to the completion of a Concept Refinement process currently underway for the Eglinton East Light Rail Transit (EELRT) project. The Concept Refinement is reviewing the approved alignment of the Scarborough Malvern LRT (SMLRT) Environmental Assessment (EA) which included routing through the campus along Ellesmere Road and Military Trail. A different alignment is proposed in the applicant's draft Secondary Plan which may require an EA/Transit Project Assessment Process (TPAP) amendment. Any connection to the campus will have significant impacts on how the campus functions and how it is built out in the future. Among issues to be considered include pedestrian safety, the width and location of both existing and new roads, the timing and orientation of new buildings, and other potential transit facilities needed to serve the campus and beyond. Timing for the preparation of a final report and statutory public meeting is targeted for the first quarter of 2019, provided all required information is provided in a timely manner and all issues raised during the review process have been satisfactorily resolved.

## **RECOMMENDATIONS**

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### **The City Planning Division recommends that:**

1. Staff be directed to schedule a community consultation meeting for the lands at 1049, 1050, 1065, 1095, 1235, 1255, 1265, 1275, 1295 Military Trail and 755 and 875 Morningside Avenue 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. Staff be directed to undertake an enhanced public consultation process in coordination with the ongoing Eglinton East Light Rail Transit Concept Refinement process.
4. Notice for the public meeting under the Planning Act be given according to the regulations of the Planning Act.

### **Financial Impact**

The recommendations in this report have no financial impact.

## **DECISION HISTORY**

### **Pre-Application Consultation**

Several pre-application consultation meetings were held with the applicant since 2014 to discuss complete application submission requirements, including topic specific meetings to discuss terms of reference for technical studies.

UTSC along with their consultants, Urban Strategies, have undertaken numerous consultations prior to the submission of the official Plan Amendment application. This

included the establishment of a Community Advisory Group (CAG) to engage with key stakeholders in the surrounding community. The CAG includes representatives from various groups and local associations that have relationships with the University as well as groups that may be impacted by future developments at UTSC. Representatives include those from local residents associations, local business associations, local political offices, and non-profit organizations such as the Scarborough Boys and Girls Club and the Malvern Neighbourhood Action Partnership. Three meetings have been held with the Community Advisory Group since December 2015.

A Community Open House was held on April 14, 2016 at the campus by Urban Strategies and UTSC to engage both University students and the public. The purpose of the Open House was to enable discussion with the project team and provide display panels that outlined the key directions and policies contained within the evolving draft Secondary Plan.

UTSC has also developed a project web site where information about the proposed Secondary Plan can be downloaded and feedback provided. The web site can be accessed at the following address: <http://www.utsc.utoronto.ca/aboutus/secondary-plan-consultations>

### **Eglinton East Light Rail Transit (EELRT) Project**

In July 2016 City Council adopted recommendations of Executive Committee in regard to Developing Toronto's Transit Network Plan to 2031. The recommendations include requesting the City Manager and the Chief Executive Officer, Toronto Transit Commission, in partnership with Metrolinx, and in consultation with the University of Toronto Scarborough (UTSC), to undertake further technical and planning analysis with respect to an Eglinton East LRT extension to UTSC. Refer to the Council Decision <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.EX16.1>.

Staff are currently working to update the Eglinton East LRT project concept to address several technical and planning issues. These include:

- Integration with the Eglinton Crosstown LRT and connection to Kennedy Station
- A possible future extension to Malvern;
- Optimization of traffic and corridor operations; and,
- Integration with the proposed UTSC Secondary Plan.

Staff anticipate consulting stakeholders and the public before the end of 2017, and reporting to Council on emerging findings in early 2018. Staff foresees reporting final recommendations including an updated cost estimate, Initial Business Case, funding strategy and construction timetable at the same time as 30% design and updated cost estimates for the Scarborough Subway Extension.

## ISSUE BACKGROUND

### Proposal

The Official Plan Amendment application seeks to establish a new Secondary Plan for the University of Toronto Scarborough (UTSC) lands. The majority of the UTSC lands, with the exclusion of the valley lands of the campus, are currently part of the Highland Creek Community Secondary Plan area. The effect of this Official Plan Amendment would be the removal of the lands from that Secondary Plan, and the creation of a new stand-alone Secondary Plan.

The purpose of the new Secondary Plan is to establish the policies that would guide development of the campus as a unique intellectual, economic, cultural and athletic hub within the City and the eastern part of the Greater Toronto Area. UTSC has reached a new threshold that has resulted from the growth and development experienced over the past decade, transforming the campus from an undergraduate satellite campus of the University of Toronto to the a mid-size university with a comprehensive academic program.

At the time of application submission the campus (approx. 123 hectares), had over 12,000 undergraduate students, 500 graduate students, and 850 faculty and staff. Full build out of the Secondary Plan area is anticipated by approximately 2066, when the campus is expected to accommodate over 35,000 students and 2,500 faculty and staff.

The draft Secondary Plan follows the 2011 Master Plan that was developed by Urban Strategies on behalf of UTSC. The Master Plan was the result of several years of consultation and development that established a vision for the future built out of the campus. The vision for the campus was established in six principles that will reinforce the essence of university life and included:

- Supporting the academic mission of excellence;
- Shaping a distinctive reputation and profile;
- Providing high standard facilities;
- Facilitating a vibrant campus life
- Maximizing transportation options; and,
- Designing a great campus.

There are many components included in each of these principles. Each are fully articulated in the Master Plan, which can be found here:

<http://www.utsc.utoronto.ca/aboutus/campus-growth-utsc-master-plan>

The proposed draft Secondary Plan seeks to implement policies to direct growth of the campus that is compact and integrated, connected and engaged, and open and green. It suggests that planned rapid transit improvements will be a major driver for growth and change. Some key elements of the proposed Secondary Plan include:

- The introduction of additional policy direction for cultural heritage protection, sustainable design practices, contaminated site policies and servicing, among others.
- The realignment of the Military Trail north of Ellesmere Road, to a location east of the current street location, and reuse of the existing Military Trail as a pedestrian open space area. Both the proposed open space and the new alignment for Military Trail are key organizing elements for the future development of the northern portion of the campus.
- Proposed Land Use changes on the north campus such as the conversion of existing *Neighbourhoods* designated lands to *Institutional*, and the inclusion of permissions for a Hotel and Conference Centre use just south of the new Toronto Pan Am Sports Centre (TPASC) facility. Land Uses are not proposed to change on the south campus, where lands are designated as *Institutional*, however some changes are proposed in the valley where some of the lands currently designed as *Parks and Open Space Areas – Natural Areas* are proposed to be redesignated as *Institutional*.
- An increase in the range of land use permissions in the *Institutional Areas* designation to include all of the current permissions set out in the Official Plan along with partner or private sector delivery of student, faculty or employee housing and a wide range of commercial uses to support any of these uses.
- Changes to locations of Natural Heritage overlays as shown on Map 9 of the Official Plan are also proposed throughout the campus.

The proposed draft Secondary Plan prepared by Urban Strategies is organized into nine sections including:

- Introduction and Background
- Vision
- Movement and Circulation
- Open Space
- Environmental Stewardship and Sustainable Design
- Character Areas and Cultural Heritage
- Land Use and Built Form
- Servicing and Stormwater
- Implementation

The policies outlined in these sections are supported with schedules that include:

- The Secondary Plan Area
- Structure Plan
- Street Network
- Transit Systems
- Bicycle Network
- Major Open Spaces and Natural Heritage
- Cultural Heritage and Character Areas
- Land Use
- Archaeological Area

A draft amending Zoning By-law and Urban Design Guidelines have also been prepared. The draft Zoning By-law and guidelines are currently being reviewed by staff.

## Site and Surrounding Area

UTSC is located immediately east of Morningside Avenue, with two distinct campus areas north and south of Ellesmere Road. The north campus, and the lands which contain the TPASC facility, are approximately 40 hectares in size and include vacant land, surface parking lots, and a few recently constructed buildings including the Instructional Centre at the corner of Ellesmere Road and Military Trail, and the Environmental Science and Chemistry Building immediately to the west. The TPASC facility is co-owned by the City of Toronto and the University of Toronto, and located on lands similarly owned (northern portion: City of Toronto, southern portion: University). The Centennial College Morningside Campus building at the north-east corner of Morningside Avenue and Ellesmere Road is also part of the UTSC lands, as is an area of vacant land north of the Chartway Boulevard subdivision on the west side of Conlins Road. The developed part of the south campus is approximately 20 hectares in size and contains the majority of existing university buildings. The south campus also includes 65 hectares of ravine lands surrounding Highland Creek. Military Trail, a major street, forms the east edge of the south campus and runs on a diagonal through the north campus lands. Immediately north of the campus is the City municipal works yard, a covered former landfill site, a hydro transmission line corridor, and Highway 401.

Adjacent land uses include:

- North:** City of Toronto Morningside Works Yard, hydro transmission corridor, vacant lands and Highway 401.
- East:** Low-rise residential neighbourhood (Highland Creek Community); former landfill located east of the north-east corner of the campus.
- West:** West of Morningside Avenue and north of Ellesmere Road are Apartment buildings, 3-4 storey townhouses and 2-storey semi-detached and single detached residential dwellings (Morningside Community). West of the south campus and south of Ellesmere Road are ravine lands surrounding Highland Creek.
- South:** Ravine lands surrounding Highland Creek and low-rise residential neighbourhoods. (West Hill Community)

## Planning Act, Provincial Policy Statement and Provincial Plans

The *Planning Act* sets out matters of Provincial Interest to which a municipality shall have regard to in carrying out their responsibilities under the Act. These matters are further detailed and articulated in the PPS and Growth Plan. Among others, the following matters of Provincial interest are identified in Section 2 of the *Planning Act*:

- the protection of ecological systems, including natural areas, features and functions;
- the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest;
- the supply, efficient use and conservation of energy and waters;

- the adequate provision and efficient use of communication, transportation, sewage and water services and waste management systems;
- the orderly development of safe and healthy communities;
- the accessibility for persons with disabilities to all facilities, services and matters to which this Act applies;
- the adequate provision and distribution of educational, health, social, cultural and recreational facilities;
- the adequate provision of a full range of housing, including affordable housing;
- the adequate provision of employment opportunities;
- the protection of public health and safety;
- the appropriate location of growth and development;
- the promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians;
- the promotion of built form that is well designed, encourages a sense of place, and provides for public spaces that are of high quality, safe, accessible, attractive and vibrant;
- the mitigation of greenhouse gas emissions and adaptation to a changing climate.

The Provincial Policy Statement (2014) provides policy direction Province wide on land use planning and development to promote strong communities, a strong economy, and a clean and healthy environment. It includes policies on key issues that affect communities, such as:

- The efficient and wise use and management of land and infrastructure over the long term in order to minimize impacts on air, water and other resources;
- Protection of the natural and built environment;
- Building strong, sustainable and resilient communities that enhance health and social well-being by ensuring opportunities exist locally for employment;
- Residential development promoting a mix of housing; recreation, parks and open space; and transportation choices that increase the use of active transportation and transit; and
- Encouraging a sense of place in communities, by promoting well-designed built form and by conserving features that help define local character.

The City of Toronto uses the PPS to guide its official plan and to inform decisions on other planning and development matters. The PPS is issued under Section 3 of the Planning Act and all decisions of Council affecting land use planning matters "shall be consistent with" the Provincial Policy Statement.

The Growth Plan for the Greater Golden Horseshoe (2017) provides a strategic framework for managing growth in the Greater Golden Horseshoe region including:

- Setting minimum density targets within settlement areas and related policies directing municipalities to make more efficient use of land, resources and infrastructure to reduce sprawl, cultivate a culture of conservation and promote

- compact built form and better-designed communities with high quality built form and an attractive and vibrant public realm established through site design and urban design standards;
- Directing municipalities to engage in an integrated approach to infrastructure planning and investment optimization as part of the land use planning process;
  - Building complete communities with a diverse range of housing options, public service facilities, recreation and green space that better connect transit to where people live and work;
  - Retaining viable employment lands and encouraging municipalities to develop employment strategies to attract and retain jobs;
  - Minimizing the negative impacts of climate change by undertaking stormwater management planning that assesses the impacts of extreme weather events and incorporates green infrastructure; and
  - Recognizing the importance of watershed planning for the protection of the quality and quantity of water and hydrologic features and areas.

Like other provincial plans, the Growth Plan for the Greater Golden Horseshoe (2017) builds upon the policy foundation provided by the Provincial Policy Statement (2014) and provides more specific land use planning policies to address issues facing the GGH region. The policies of the Growth Plan take precedence over the policies of the PPS to the extent of any conflict, except where the relevant legislation provides otherwise. All decisions by Council affecting land use planning matters are required by the *Planning Act*, to conform, or not conflict, as the case may be, with the Growth Plan.

The proposed draft Secondary Plan will be evaluated to ensure that its policies, schedules and supporting reports are consistent with, conform to, or do not conflict with the expected policy outcomes of these provincial documents.

## **Official Plan**

The University of Toronto Scarborough campus is also subject to the policies of the Official Plan and it is the intent going forward that a new Secondary Plan will work harmoniously with the Official Plan's policy direction, including providing greater direction and specificity. Such policies include, but are not limited to the following:

## **Land Use Designations**

Land Use designations of the lands which comprise the proposed Secondary Plan area include *Institutional Areas*, *Mixed Use Areas*, *Neighbourhoods*, *Parks and Open Space – Parks*, and *Parks and Open Space – Natural Areas*. Refer to Attachment 2: Official Plan.

The majority of the subject lands within the north and south campus are designated *Institutional Areas*. These 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. Universities, colleges and hospitals will be encouraged to create campus plans in consultation with nearby communities that will:



- identify heritage buildings and landscapes, accessible open spaces, natural areas and important views to be conserved and integrated;
- be compatible with adjacent communities;
- create visual and physical connections that integrate campuses with adjacent districts of the City;
- identify the network of pedestrian routes to be maintained, extended and improved;
- examine existing transportation modes and create policies and programs that emphasize the use of public transit, walking and cycling over automobile travel;
- minimize traffic infiltration on adjacent neighbourhood streets;
- provide bicycle parking for employees, students and visitors and sufficient off-street automobile parking;
- identify development sites to accommodate planned growth and set out building envelopes for each site;
- identify lands surplus to foreseeable campus needs that can be leased for other purposes;
- provide for energy conservation, peak demand reduction, resilience to power disruptions; and small local integrated energy solutions that incorporate renewables, district energy, combined heat and power or energy storage; and
- identify opportunities for green infrastructure including tree planting, stormwater management systems and green roofs.

The site of the new Toronto Pan Am Sports Centre (TPASC) facility on the north campus is designated *Parks and Open Space Areas - Parks and Mixed Use Areas*.

*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 the City's Green Space System. 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. Development criteria include, among others, provisions that require development to protect, enhance or restore trees, vegetation and other natural heritage features and maintain or improve connectivity between natural heritage features.

*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 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;
- provide an attractive, safe and comfortable pedestrian environment; and

- provide opportunities for green infrastructure including tree planting, stormwater management systems and green roofs.

The University's lands located east of the TPASC site immediately north of Chartway Boulevard, lands at the eastern edge of the campus north of Ellesmere Road, and the lands at the south-east corner of Military Trail and Ellesmere Road are designated *Neighbourhoods*. This designation permits a variety of residential uses in lower scale buildings such as detached houses and semi-detached houses.

The southwest portion of the UTSC campus incorporates a section of Highland Creek, the adjacent ravine lands, several recreational fields and the historic Miller Lash homestead. These areas are designated *Parks and Open Space Areas- Natural Areas* and are part of Toronto's Natural Heritage System. *Parks and Open Space Areas- Natural Areas* are to be maintained primarily in a natural state, while still allowing for compatible recreational, cultural and educational uses and facilities.

The Implementation section of the Official Plan contains, in Section 5.2.1, policies for Secondary Plans. These policies stipulate that Secondary Planning areas will identify or indicate the following:

- overall capacity for development in the area, including anticipated population;
- opportunities or constraints posed by unique environmental, economic, heritage, cultural and other features or characteristics;
- affordable housing objectives;
- land use policies for development, redevelopment, intensification and/or infilling;
- urban design objectives, guidelines and parameters;
- necessary infrastructure investment with respect to any aspect of: transportation services, environmental services including green infrastructure, community and social facilities, cultural, entertainment and tourism facilities, pedestrian systems, parks and recreation services, or other local or municipal services;
- opportunities for energy conservation, peak demand reduction, resilience to power disruptions, and small local integrated energy solutions that incorporate renewables, district energy, combined heat and power or energy storage, through development of a Community Energy Plan; and
- where a Secondary Planning area is adjacent to an established neighbourhood or neighbourhoods, new development must respect and reinforce the existing physical character and promote the stability of the established neighbourhoods.

### **Highland Creek Secondary Plan**

The subject lands, excluding the ravine/valley lands located south of the Highland Creek watercourse, are also part of the Highland Creek Community Secondary Plan. The north campus is identified as being part of Area “A” on Map 2-1 Urban Structure Plan, of the Secondary Plan. Area “A” policies are contained in Section 1.5 of the Secondary Plan and specify that lands within this area are within the potential influence of the former landfill site. As such, the construction of any buildings, structures, services and hard

surface paving will only be permitted pending completion of engineering studies examining gas, leachate, and hydrogeology among other environmental issues.

Section 1.6 of the Secondary Plan applies to the *Neighbourhoods*-designated portion of the UTSC campus, and specifies that only single detached dwellings and semi-detached dwellings are permitted.

The ravine lands south of the main campus surrounding Highland Creek are contained within the Green Space System as identified on Map 2, Urban Structure. The Green Space System provides many benefits for the City, including:

- form the core of the City's natural ecosystems providing habitat for flora and fauna and including most of our significant natural heritage features and functions;
- help sustain our natural environment by cleaning the air, recharging groundwater, cleaning our watercourses and limiting damage that might arise from flooding and soil erosion;
- include natural and hydrological connections that link Lake Ontario to the larger biophysical region and its ecological systems;
- provide a variety of landscapes for reflection, contemplation and appreciation of nature; improve human health by offering opportunities for passive and active recreation, community gardens and environmental education; and,
- offer unique tourism and entertainment destinations attracting visitors from across the region and elsewhere.

The Green Space System is comprised of lands within a *Parks and Open Space Areas* land use designation which are large, have significant natural heritage or recreational value and which are connected. Policies of the Official Plan (contained in Section 2.3.2) seek to protect, improve and enhance the Green Space System wherever possible. This is achieved by the following policies:

- improving public access and enjoyment of lands under public ownership;
- maintaining and increasing public access to privately owned lands, where appropriate;
- restoring, creating and protecting a variety of landscapes; and,
- establishing co-operative partnerships in the stewardship of lands and water.

The Green Space System will be expanded by

- acquiring linkages between existing parks and open spaces, where feasible; and,
- acquiring lands, or easements over lands, associated with private development which can be connected to the System for the extension of recreational trails or which have important natural heritage value.

Public Realm policies are contained in Section 3.1.1 of the Official Plan. These policies recognize the importance of good design in creating a great city. This section includes policies relating the promotion of quality architectural, landscape and urban design and construction, the protection of the enjoyment of the valleys and ravines by ensuring

adjacent development preserves harmonious views and vistas from the valley, the recognition of city streets as significant public open spaces that serve as connectors for people and places and the design elements that should be incorporated into them. Among other things, the policies also address sidewalks, universal physical access to publicly accessible open spaces, protection of views from the public realm to prominent buildings, structures, landscapes and natural features.

Built Form policies are contained in Section 3.1.2 of the Official Plan. These policies are based on the recognition of the importance that the built form of buildings adjacent to the public realm plays in our personal enjoyment of streets and open spaces based largely on the visual quality, activity, comfortable environment and perception of safety in those spaces. Some of the policies direct that new development be located and organized to fit with its existing and/or planned context, framing and supporting adjacent streets, parks and open spaces. It also directs that new development be massed and its exterior faced designed to fit harmoniously into its existing and/or planned context.

Public Art policies in Section 3.1.4 promote the creation of public art that reflects the City's cultural diversity and history.

Heritage Conservation Policies are contained in Section 3.1.5 of the Official Plan. These policies pertain not only to significant buildings, but also to properties, districts, landscapes and archaeological sites throughout the city. Policies relate to the evaluation and conservation of heritage resources, and state that properties of potential cultural heritage value or interest will be identified and evaluated to determine their cultural heritage value or interest consistent with provincial regulations where applicable. Heritage properties of cultural heritage value or interest properties, including Heritage Conservation Districts and archaeological sites that are publicly known will be protected by being designated under the *Ontario Heritage Act* and/or included on the Heritage Register. Policies also address cultural heritage landscapes, and views of heritage properties. Map 7A – Identified Views from the Public Realm includes the view to the University of Toronto Scarborough Campus from the Morningside Avenue bridge over Highland Creek (south end) as one such prominent and heritage buildings, structures and views. Buildings within this view corridor that are identified on the City's Heritage Register include the Miller Lash Estate, the Miller Lash Estate Carriage House, and the Hillier Gardener House all of which are located at 130 Old Kingston Road.

Natural Environment policies are contained in Section 3.4 of the Official Plan. Chapter 3.4 includes policies pertaining to the natural environment, which includes both the natural heritage system and environmental considerations such as climate change and sustainable development. Stewardship of the natural environment as well as infrastructure planning and watercourse management are further detailed in the policies.

The valley lands and areas of both the north and south campus are located within the Natural Heritage System on Map 9 of the Official Plan.

The Official Plan notes that human settlement has dramatically changed the landscape of Toronto, and that our remaining natural heritage features and functions require special attention. The natural heritage system is important to the City and beyond our boundaries, and needs to be protected for the long term. The natural heritage system is made up of areas where protecting, restoring and enhancing the natural features and functions should have high priority in city-building decisions. The importance of being careful to assess the impacts of new development in areas near the natural heritage system recognizes that the size of the adjacent impact zone will vary across the City depending on the local characteristics of the system and adjacent areas. Policies recognize that the system shown on Map 9 is an evolving natural system that may grow beyond these boundaries, and that there are other areas with natural heritage value that are not shown on the map. Policies in Section 3.4, The Natural Environment, specify, among other things that:

- Public and private city-building activities and changes to the built environment will be environmentally friendly, based on protecting, sustaining, restoring and enhancing the health of the natural ecosystem; preserving and enhancing the urban forest; and promoting green infrastructure to complement infrastructure;
- New development will include stormwater management in accordance with best management practices;
- A study will be required, when appropriate, to assess a proposed development's impact on the natural environment and measures to reduce negative impacts on and where possible, improve the natural heritage system;
- Development will be set back from identified locations by at least 10 metres, or more if warranted by the severity of existing or potential natural hazards, including locations where flooding or other physical conditions present a significant risk to life or property;
- Development is generally not permitted in the natural heritage system. 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.
- Consents to sever land or approval of plans of subdivision will not be permitted for any parcel of land that is entirely within or part of the natural heritage system unless:
  - the land is being conveyed to the Toronto and Region Conservation Authority or other public agencies;
  - an assessment of the impacts to the natural heritage system has been satisfactorily completed
- All proposed 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, taking into account the consequences for specified matters including, among others:
- terrestrial natural habitat features and functions including wetlands and wildlife habitat;
  - known watercourses and hydrologic functions and features;
  - significant natural features and land forms;
  - buffer areas and functions;
  - aquatic features and functions.
- Recognizing that areas with specified characteristics, including things such as habitats for vulnerable, rare, threatened or endangered plant and/or animal species; rare high quality or unusual landforms created by geomorphological processes; specific habitats of flora and fauna and areas where an ecological function contributes appreciably to the healthy maintenance of a natural ecosystem beyond its boundaries, or serving as water storage or recharge area, are particularly sensitive and require additional protection to preserve their environmentally significant qualities. Development or site alteration with the exception of trails, where appropriate, and conservation, flood erosion control projects, is not permitted on lands within the natural heritage system that exhibit any of the identified characteristics. Known areas exhibiting these environmentally significant characteristics are shown on Map 12A of the Official Plan. The following environmentally significant areas are located within or in close proximity to the UTSC's proposed Secondary Plan boundaries:
    1. Highland Forest/Morningside Park Forest and Highland Creek; and,
    2. Conlin's Pond
  - Protecting, restoring and enhancing the natural heritage system will recognize the joint role of, and opportunities for, partnerships among public and private landowners, institutions and organizations;
  - Innovative energy producing options, sustainable design and construction practices and green industry will be supported and encouraged in new development and building renovation, including among these features is district heating and cooling, renewable energy systems, active and passive design measures that conserve energy and reduce peak demand.

## **Zoning**

The zoning of UTSC reflects the diverse character of the campus. Below is a summary of the zoning that applies to each part of the campus:

### **Institutional Areas (north and south campuses)**

The majority of the subject lands north and south of Ellesmere Road are currently zoned Institutional Uses (I) in the Highland Creek Community Zoning By-law, as amended, and are exempt from City-wide Zoning By-law 569-2013. The Institutional Uses zone permits institutional uses and day nurseries. In this case “Institutional Uses” mean Public and Semi-Public Uses generally consisting of large tracts of land with low building coverage, including private and public educational institutions, libraries, hospitals, fire halls,

cemeteries, homes for the aged, municipal parks, nursing and convalescent homes. Recreational uses, parks and ancillary uses such as retail stores, restaurants and parking lots are permitted at the TPASC facility.

Portions of the lands north of Ellesmere Road zoned Institutional Uses (I) are subject to a Holding Provision (H). The "H" can be removed in whole or in part, if Council is satisfied that impacts related to municipal servicing, transportation, subsurface environmental quality, and stormwater management have been adequately addressed through studies, including appropriate mitigation measures.

Portions of the campus zoned Institutional Uses (I) are subject to Exception No. 26, which adds parking as a permitted use, and exempts the lands from the requirement that parking spaces shall be located on the same parcel as the use they serve. It specifies an overall parking rate of 1.75 spaces per 100 square metres of gross floor area for all uses except student residences, for which a minimum of 0.2 spaces per 100 square metres of gross floor area is required. It also permits shared parking within a specified area of the campus for uses within the TPASC facility. Exception No. 21 applies to the developed portion of the south campus and the area of the north campus west of Military Trail and permits "marketplace signs" as an additional permitted use.

In addition, much of the north campus lands zoned Institutional (I) are subject to Exception No. 29, which establishes different use permissions in various areas prior to the lifting of the Holding Provision (H), including such uses as gravel and surface parking lots, and limits the type of uses permitted prior to the lifting of the Holding Provision (H). The restricted list of uses includes surface parking lots and recreational uses, including outdoor playing fields. It also establishes a maximum overall gross floor area for development within a specified area prior to lifting the (H).

#### **Residential Areas (eastern portion of north campus)**

The eastern portion of the north campus is zoned Single-Family Residential (S) in the Highland Creek Community Zoning By-law, as amended, which permits single family homes, correctional group homes and group homes. The rectangular parcel of land north of Chartway Boulevard is also included in the City-wide Zoning By-law No. 569-2013 within a Residential Detached (RD) Zone. In addition to permitting detached houses, this zoning category allows for a variety of compatible low-intensity uses on a conditional basis, including day nurseries, libraries, fire halls and places of worship, among others.

#### **Ravine lands (southern portion of the south campus)**

The ravine lands located north of the Highland Creek watercourse are zoned Major Open Spaces (O) in the Highland Creek Community Zoning By-law, as amended, which are characterized as areas with topographic or physical constraints on buildings and new development. Public recreational uses and buildings accessory to that use are permitted.

The portion of the campus lands south of the Highland Creek watercourse is subject to the West Hill Community Zoning By-law 10327, as amended, and is zoned Major Open Spaces (O).

The City-wide Zoning By-law 569-2013, as amended, zones both of the above described areas as Open Space-Natural (ON), which permits agricultural uses, parks, ambulance depots, fire halls, police stations, public utilities and transportation uses. Additional permitted uses are subject to specific conditions regulating their use.

### **Reasons for the Application**

The Official Plan Amendment application seeks to remove the identified lands from the boundaries of the Highland Creek Community Secondary Plan, and to develop a new Secondary Plan for the future growth of the University of Toronto Scarborough.

### **COMMENTS**

#### **Application Submission**

The following reports/studies were submitted with the application:

- Draft Secondary Plan
- Planning Rationale
- Transportation Considerations Report
- Stage 1 Archaeological Assessment
- Cultural Heritage Resource Assessment
- Servicing and Stormwater Management Study
- Draft Natural Heritage Impact Study and Stewardship Enhancement Plan
- Consultation Strategy
- Urban Design Guidelines
- Environmental/Landfill Studies Report

A Notification of Complete Application was issued on June 27, 2017.

#### **Community Engagement**

The nature and scope of this application is different than typical development applications which pertain to a specific property or assembly of lands, and focuses on a particular development project. This OPA is more similar to a planning study, given that it involves the creation of a new policy document for the future development of the campus, that will encompass matters of land use and built form, environment, and transportation. As such, a broader range of community consultation and engagement is recommended. Staff will undertake community consultation together with Ward 43 and 44 Councillors.

A kick-off community consultation meeting providing an overview of the proposal will be undertaken in the third quarter of 2017, along with targeted consultation on key issues such as Land Use and Built Form, Transportation, and Environment.



Opportunities for pursuing coordinated consultation meetings will be considered and undertaken where possible on the concurrent work for the Eglinton East LRT Concept Refinement.

Other methods of engagement will also be employed to obtain input from residents and stakeholders, including:

- Establishing a City project web page
- Social media
- Open House and information meeting
- Pop-up events at the campus or in the vicinity

As the application moves forward the proposal will be reviewed by the City's Planning Review Panel, which is an advisory group comprised of resident volunteers who represent the diversity of the City's population and who provide input into the planning process.

### **Issues to be Resolved**

The application has been circulated to City Divisions and external agencies and utilities for review for comment. Initial comments have been received from many of the commenting partners, and the comments have been provided to the applicant. Given the scope of this application, the issues are complex and interrelated. The comments provided below provide a high-level overview of some of the key issues, and is not intended to be a detailed and comprehensive list. Additional issues will be identified through the review of the application, agency comments and the community consultation process.

The proposed realignment of Military Trail as proposed in the draft Secondary Plan, including its location, width and cross section design will be determined through the Concept Refinement currently underway for the EELRT. If the Concept Refinement determines an alignment that is not consistent with the alignment as currently proposed in the draft Secondary Plan, the draft Secondary Plan will need to be revised as a result.

### **General Issues**

- The proposed realignment of Military Trail and reuse of the existing Military Trail right-of-way as an open space area;
- Future public/private partnerships and how these will factor into future development and operations of buildings within the campus, including the proposed hotel and conference centre;
- The interrelationship of land use and future zoning of the lands, including building heights and land uses in particular;

### **Policy Related Issues**

- Proposed policies should provide a greater level of specificity providing clear direction for future development on the campus while working with existing policies of the Official Plan;

- Proposed Land Use redesignations and their relationship with existing Official Plan policies;
- Providing clearer direction on commitment by UTSC to provide infrastructure for future growth, including both servicing and transportation;
- Providing greater alignment with enhanced environmental policies of the Official Plan, in particular those enacted by OPA 262, which include policies pertaining to climate change and energy, natural environment, green infrastructure and environmentally significant areas;
- Travel demand management (TDM) methods and implementation methods and timing, as it relates to provision of parking for the campus and overall function to enhance pedestrian movement, convenience and safety for all;
- Providing the required rationale for the proposed deletion of Chartway Boulevard from Schedule 2 – The Designation of Planned but Unbuilt Roads, from the Official Plan.

### **Technical Issues**

- The Concept Refinement for the EELRT, and its role in determining the future alignment of public roads within the campus, and how that might impact the proposed realignment of Military Trail as illustrated in the draft Secondary Plan;
- Requirements for future local and regional bus connections on the campus, including the future Durham – Scarborough Bus Rapid Transit (BRT) line to be developed for Durham Region Transit, as well as other local and regional bus lines that currently service the campus and surrounding routes;
- A Travel Demand Strategy Plan will need to be prepared to detail the infrastructure requirements for the permissions sought;
- Consideration will need to be given as to how the proposed pedestrian bridge overpass on Ellesmere Road might be implemented to improve pedestrian safety and connectivity between the north and south campus;
- Urban Design Guidelines will need to be prepared to provide clear direction to future development on the campus;
- A street cross section will need to be developed that demonstrates successful integration of transit, vehicles, bicycles and pedestrians;
- Supporting studies should be revised to address specific matters raised by commenting Divisions and Agencies, in addition to the Planning Rationale, this includes, but is not limited to, studies pertaining to Natural Heritage, Servicing and Transportation.
- The proposed Secondary Plan contemplates impacts to the identified Natural Heritage System (NHS), revision and refinement along with further evaluation are required, including locations and opportunities for restoration;
- Information pertaining to building sizes, employment, campus enrollment and forecasted growth in all respects should be provided;
- Details pertaining to how the draft Secondary Plan aligns with the 2011 Master Plan, and how it differs;
- Evaluation of the proposed policies which guide future studies for lands that may be impacted by the former municipal landfill site east of the Toronto Pan Am Sports Centre, and any other sites in the vicinity, which provide

details/requirements for specific studies when development is proposed on the lands that may be impacted;

**CONTACT**

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**SIGNATURE**

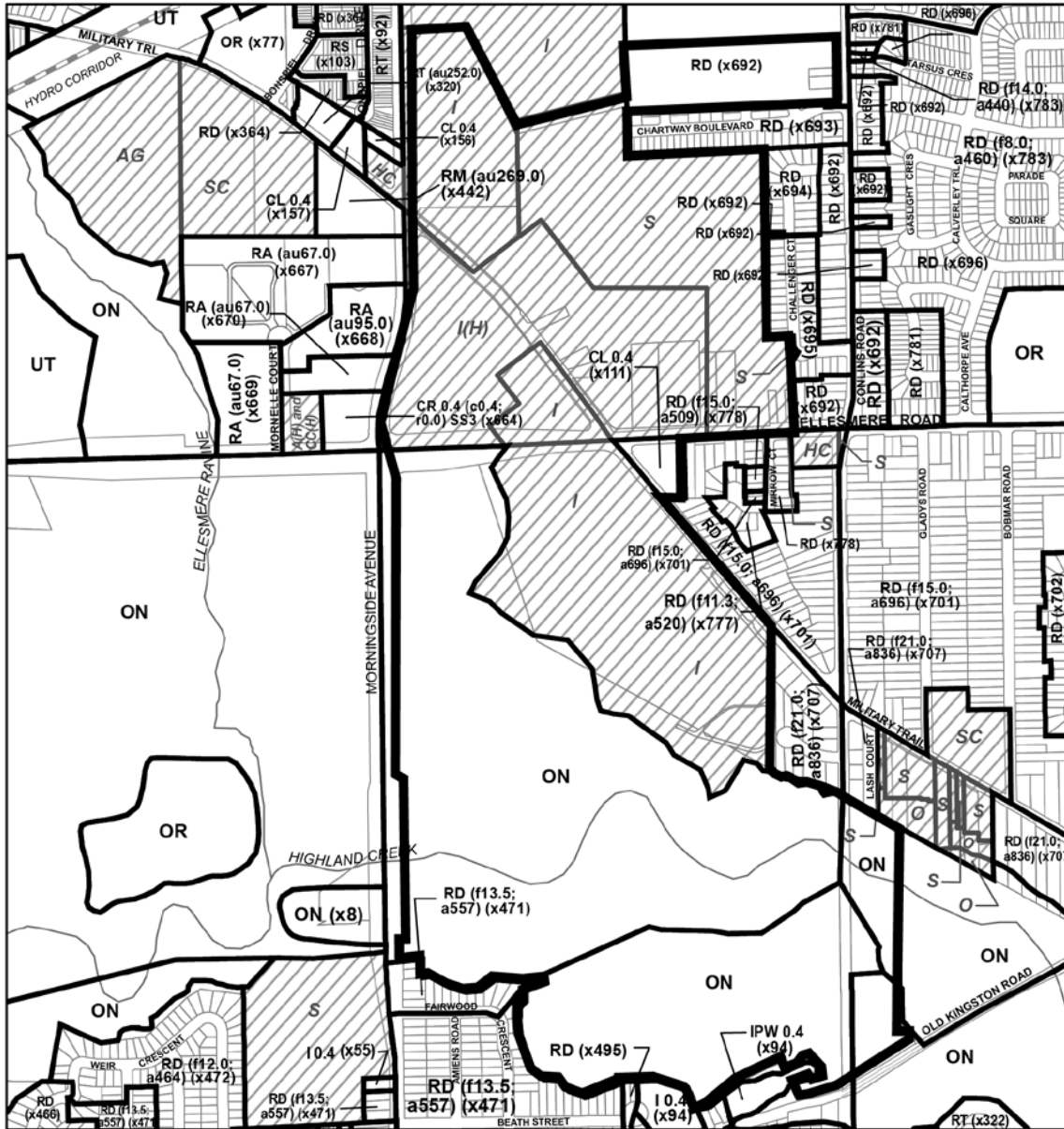
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Paul Zuliani, Director  
Community Planning, Scarborough District

**ATTACHMENTS**

Attachment 1: Zoning  
Attachment 2: Official Plan

# Attachment 1: Zoning



## Zoning By-Law No. 569-2013

1049,1050,1065,1095,1235,1255,1265,1275,1295 Military Trail  
and 755 and 875 Morningside Avenue  
File # 16 209876 ESC 44 OZ

Location of Application	See Former City of Scarborough Highland Creek Community Bylaw No. 10827 See Former City of Scarborough Morningside Community Bylaw No. 11883 See Former City of Scarborough West Hill Community Bylaw No. 10327
RD Residential Detached	S Single-Family Residential
RS Residential Semi-Detached	A Apartment Residential
RT Residential Townhouse	I Institutional Uses
RM Residential Multiple	SC School
RA Residential Apartment	CC Community Commercial
CL Commercial Local	HC Highway Commercial
CR Commercial Residential	O Major Open Spaces
I Institutional	AG Agricultural Uses
IPW Institutional Place of Worship	
ON Open Space Natural	
OR Open Space Recreation	
UT Utility and Transportation	



Not to Scale  
Extracted: 09/20/2018

## Attachment 2: Official Plan



**TORONTO**  
Official Plan

1049, 1050, 1065, 1095, 1235, 1255, 1265, 1275, 1295 Military Trail  
and 755 and 875 Morningside Avenue

File # 16 209876 ESC 44 0Z



↑  
Not to Scale  
7/13/2017