



## Planning Recreation Facilities for the Don Mills Communities

**Date:** June 19, 2019

**To:** Executive Committee

**From:** General Manager, Parks, Forestry & Recreation and Chief Planner and Executive Director, City Planning

**Wards:** Ward 16 - Don Valley East

### SUMMARY

---

The purpose of this report is to provide a recommended approach for planning and building new recreation facilities that will best serve the existing and future communities located along Don Mills Road, specifically the communities located at: Don Mills Road and Lawrence Avenue East, Wynford Drive, and Don Mills Road and Eglinton Avenue East, and Flemingdon Park (Don Mills Corridor).

The Don Mills Corridor is anticipated to grow by 25,000 residents, with approximately three quarters of this growth concentrated at the intersection of Eglinton Avenue East and Don Mills Road. This transformation is mainly attributed to the construction of the Eglinton Crosstown Light Rail Transit (LRT) line as well as the approval of a new mixed-use community on the former Celestica Lands. Growth has intensified since the original approval of the Don Mills Centre (Shops at Don Mills) development in 2011, where 2,050 units were approved for this corridor. Between 2011 and 2018 an additional 12,650 units were approved. In total over 14,000 residential units are planned to date.

Along with growth, new city building opportunities have also been secured with the provision of a large 2.26 hectare (5.58 acre) park on the Celestica Lands (844 Don Mills Rd.). In 2016 City Council approved this site as the new location for a twin-pad arena, replacing the existing single pad Don Mills Civitan Arena at Don Mills Centre. Planning and design for new community recreation centres (CRC) has also evolved over the past 10 years. With the creation of new facilities such as the Pam McConnell Aquatic Facility, Regent Park CRC, and the York CRC, the City has set new facility design and programming best practices for new recreation centres that will be required to support our growing and changing communities across the city. City staff initiated a recreation planning review to determine how to best serve the current and future communities that will live along the Don Mills Corridor.

City staff developed two community recreation facility options that were presented to the public throughout late February to June 2019. The first option was referred to as the

"Preferred Facility," and proposes a large fully integrated 11,613 square metre (125,000 square feet) facility at the Celestica Lands, consisting of a twin-pad arena, multi-tank aquatic facility, full-size gymnasium with walking track, multi-purpose and amenity space. The second option, referred to as the "Alternate Proposal," included two smaller facilities: one 2,508 square metre (27,000 square foot) facility at the Don Mills Centre site, consisting of a full-size gym with walking track and multi-purpose and amenity space; and a second 9,290 square metre (100,000 square feet) facility at the Celestica Lands, consisting of a twin-pad arena, multi-tank aquatic facility and a few multi-purpose rooms.

Extensive public consultation has been undertaken with more than 525 residents and stakeholders through focused stakeholder meetings, pop-up consultations, on-line feedback forms, and a public open house meeting. There was strong community support for the Preferred Facility; however, some community members had concerns with both the Preferred Facility and the Alternate Proposal as their preference was for the community centre described in a 2010 Section 37 Agreement for the Don Mills Centre.

Planning for new recreation facilities requires that the City adapt and change to meet the emerging needs of a growing community. In this area the previous plan for community recreation facilities cannot meet the current and projected requirements of this growing community. With change comes opportunity, as it has in this area, with the approval of a large future park on the former Celestica Lands that can accommodate what will be one of the largest and most integrated recreation facilities in the city. When the City builds new facilities, they must meet today's standards of design and programming excellence, to ensure that we create the best spaces for our current and future residents. Recreation facilities and parks are a generational investment and must be planned and designed accordingly.

City staff are recommending the Preferred Facility Option (large, fully integrated recreation centre), as it would achieve:

- Co-location of high-quality recreation facilities offering a wide range of seamless programming, serving residents from communities along the Don Mills Road Corridor, including Don Mills Road and Lawrence Avenue East, Don Mills Road and Eglinton Avenue East as well as Flemingdon Park, a Neighbourhood Improvement Area (NIA)
- Complementary and enhanced programming opportunities as the facility would be located within a large park
- Greater capacity to serve residents of all ages and income levels, in an area central to the highest amount of future growth
- Accessibility and proximity to the Eglinton LRT, TTC buses, and on-site parking
- Efficiencies in annual operating costs for a single facility versus two facilities within one kilometre of one another.

Further amendments to planning instruments will be required to implement the Preferred Facility. This report was prepared in consultation with City Legal, Real Estate Services and CreateTO.

## RECOMMENDATIONS

---

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

1. City Council approve the Preferred Facility community recreation centre that will include a twin-pad arena/multi-sport indoor courts, gymnasium with walking track, an aquatic centre; and community and program space located on the large community park located at 844 Don Mills Rd. to serve the communities along Don Mills Road, from York Mills Road to Flemington Park, as outlined in the attached report, and direct the General Manager of Parks Forestry and Recreation and other appropriate City staff to undertake all necessary work to implement Recommendations 2 and 4, as well as advancing the design and construction of the project.
2. City Council direct the Chief Planner and Executive Director, City Planning in consultation with the City Solicitor and other appropriate City staff to implement Recommendation 1 by:
  - a) Initiating amendments to the existing Section 37 Agreement for the Don Mills Centre, as it pertains to the provisions of the Community Centre at 966 Don Mills Rd., and the Don Mills Civitan Arena land exchange agreement;
  - b) Initiating a Zoning By-Law amendment, as it pertains to the provisions of the Community Centre at 966 Don Mills Rd., and potential alternative community uses; and,
  - c) Initiating an Official Plan Amendment, as necessary; and,
  - d) Reporting to Council regarding the final form of the recommended zoning by-law amendment and any official plan amendment.
3. City Council direct CreateTO and Real Estate Services to coordinate with City Planning, Parks, Forestry and Recreation and other appropriate City Divisions, to undertake a review of other public community uses that may be accommodated at 966 Don Mills Rd. in coordination with the public consultation process reflected in Recommendation 2.
4. City Council direct the City Solicitor and appropriate City staff to work with Cadillac Fairview to negotiate the extension of the Don Mills Civitan Arena (at 1030 Don Mills Rd.) in an effort to minimize disruption while the new arena at 844 Don Mills Rd. (Celestica) is constructed.
5. City Council direct the Chief Planner and Executive Director, City Planning and the General Manager of Parks Forestry and Recreation to enter into discussions with the owners of 844 Don Mills Rd. (Celestica) to expedite the transfer of Park Blocks 3A and 3B of the Revised Draft Plan of Proposed Subdivision dated June 27, 2018, and to discuss opportunities to advance the design and construction of the recreation facility.
6. City Council request the General Manager, Parks, Forestry and Recreation to report back through the 2020 Budget process with a preliminary estimate of the full cost of the

Preferred Facility and the funding needed beyond the existing approved capital project *Don Mills Civitan Arena*.

7. City Council direct the General Manager of Parks Forestry and Recreation, the Chief Planner and Executive Director, City Planning, and the City Solicitor to take required actions and use available funds to implement the recommendations in this report.

## **FINANCIAL IMPACT**

---

Approval of the recommendations in this report will provide an approach for planning and building new recreation facilities that will serve the existing and future communities located along the Don Mills Corridor.

The 2019-2028 PFR Council Approved Capital Budget and Plan includes a project cost of \$24.500 million for the design and construction of the new twin-pad arena at 844 Don Mills Rd. with cash flow of \$0.500 million in 2021, \$0.650 million in 2022, \$11.950 million in 2023, and \$11.400 million in 2024. Planned funding sources for the twin-pad facility sub-project, in the Arena project, include the following: \$11.024 million in Development Charges and \$13.476 million in Parkland Development Cash-in-lieu Reserve Funds.

This report recommends that City Council approve the Preferred Facility option of a 125,000 square foot integrated community recreation centre that will include a twin-pad arena/multi-sport indoor courts, gymnasium with walking track, an aquatic centre; and multi-purpose program rooms. There are economies of scale for capital and operating costs, as well as resources, related to constructing and maintaining one larger integrated facility versus two facilities.

The project cost for the Preferred Facility option is still to be determined. Through the 2020 Budget process, the General Manager of PFR is requested to report back on the preliminary estimate of the cost of the Preferred Facility option and funding, needed beyond the existing approved *Don Mills Civitan Arena* capital sub-project along with the potential funding sources for the difference. As reflected in this report, there is significant growth projected for the Don Mills Corridor, and as such, growth related funding sources generated from Section 37, Section 42, and Development Charges will be assessed to support the facility. This project will follow the City's process for stage-gating for major capital projects and will require funding approval with the appropriate funding sources identified.

Also, an annual allocation of \$0.100 million for state of repair rehabilitation of systems and components at the existing Don Mills Civitan Arena will be included in the PFR State of Good Repair Capital Program, for every year the facility is open beyond 2020, the original scheduled date the facility was to be closed.

Operating impacts of the Preferred Facility option will be included in future operating budget submissions, once the option is determined.

The Chief Financial Officer and Treasurer has reviewed this report and agrees with the financial impact information.

## **EQUITY IMPACT STATEMENT**

---

Options for planning new community recreation facilities for the Don Mills Corridor has been analysed for potential impacts on equity-seeking groups and vulnerable residents of Toronto. This report recommends a centrally-located, large and fully-integrated recreation facility at the former Celestica Lands, which is a 12 to 15 minute walk, or two bus stops, from the Don Mills Centre site. The recommended Preferred Facility option would have a positive impact for more people from equity-seeking groups as it: is located closer to higher-order transit offering residents improved and affordable access; is located closer to the Flemingdon Park Neighbourhood Improvement Area (NIA), providing access to a broader range of new recreational facilities for the many equity seeking groups including low income residents and women who reside in this community; a single, large integrated facility will also offer longer operating hours thereby improving access opportunities and reducing time barriers for all residents along the Don Mills Corridor.

## **DECISION HISTORY**

---

A number of studies and past decisions have influenced the current state of planned recreation opportunities within the Don Mills Corridor. These decisions range from development applications, which provided the community recreation/park sites, to new policy directions that have emerged over the past 10 years. The following is a reverse chronology of key planning, parks and recreation reports impacting the Don Mills Road Corridor.

### **Don Mills Crossing Secondary Plan**

At its meeting of April 16 & 17, 2019, City Council adopted the Don Mills Crossing Secondary Plan, a comprehensive planning framework for the area around the intersection of Don Mills Road and Eglinton Avenue East that capitalizes on the significant public investment in new transit infrastructure by directing development to appropriate locations, and securing the public realm improvements, amenities and facilities necessary to meet the existing and future needs of residents and workers. The Don Mills Crossing Secondary Plan is currently under appeal.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.PH4.1>

### **Extension of Conveyance of the Community Centre Lands in Don Mills Centre**

At its meeting of March 27 & 28, 2019, City Council instructed the City Solicitor to further extend the deadline for the conveyance of the Community Centre Lands at 966 Don Mills Road, owned by Cadillac Fairview, until April 30, 2020.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.CC5.8>

### **844 Don Mills Rd., 1150 and 1155 Eglinton Ave. E. (Celestica Lands Development)**

At its meeting of June 27, 28 & 29, 2018, City Council directed the City Solicitor, together with City Planning staff and any other City staff as appropriate, to attend the Local Planning Appeal Tribunal hearing in support of a with prejudice settlement offer dated May 28, 2018, related to development applications for Official Plan Amendment, Zoning By-law Amendment, and Draft Plan of Subdivision at 844 Don Mills Rd., 1150 and 1155 Eglinton Ave. E.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.PG30.7>

The Local Planning Appeal Tribunal (LPAT) issued a final order on January 28, 2019, approving the Official Plan Amendment, Zoning By-law Amendment, and the Conditions of the Draft Plan of Subdivision.

### **YMCA identifies an interest in operating the Don Mills Centre Community Centre**

At its meeting of December 5, 2017, staff provided City Council a status update on the Don Mills Community Centre. The report, which was received for information, advised City Council that Parks, Forestry and Recreation staff were continuing discussions with the YMCA to determine if they were an appropriate third-party operator for the facility.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.CC35.13>

### **Parks and Recreation Facilities Master Plan (FMP) 2019-2038 Approval**

At its meeting of November 7, 2017, City Council adopted the Parks and Recreation Facilities Master Plan (FMP) 2019-2038, which provides the framework to plan recreation facilities that respond to existing service gaps, growth, emerging needs and evolving trends. In particular, Council recommended that the General Manager, PFR consult with local councillors on opportunities to combine and/or co-locate facilities as recommended in the FMP in order to achieve the objectives of the Plan, and report back on these opportunities as part of the Implementation Strategy and/or as they arise.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.EX28.2>

### **Steering Committee for a Non-Profit Operator of the Community Centre**

At its meeting of April 26, 2017, City Council approved a motion that directed the General Manager, Parks, Forestry & Recreation to strike a Steering Committee comprised of City staff, local residents and the Ward Councillor to facilitate the October 2020 delivery deadline for the new Community Centre. City Council also directed staff to ensure that the new Community Centre, to be built as part of the land exchange agreement with Cadillac Fairview, be operational by October 2020 (the closing date of the existing Don Mills Arena), in accordance with the development agreement approved by City Council.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.GM19.6>

### **Approval for the Relocation of the Don Mills Civitan Arena to Celestica**

At its meeting of July 12, 2016, City Council adopted the recommendations outlined in the report "Don Mills Civitan Arena Proposed Replacement at Don Mills Road and Eglinton Avenue East," which recommended that City Council approve, in principle, the

relocation of the Don Mills Civitan Arena to 844 Don Mills Road (former Celestica lands, located on the northwest corner of Don Mills Road and Eglinton Avenue East).

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.GM13.15>

### **Change of Celestica Lands from Employment Areas to Regeneration Areas**

In June 2016, as part of a settlement with Celestica with respect to Official Plan Amendment 231 (Employment Policies), City Council reached a settlement of an Ontario Municipal Board appeal for these lands. The settlement included a Site and Area Specific Policy (SASP 511) requiring a comprehensive planning framework prior to new development:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.CC19.8a>

### **Staff directed to report back on location options for the Civitan Arena**

In May 2014, the Government Management Committee directed that the General Manager, Parks Forestry & 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.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.GM30.14>

### **Eglinton Connects Planning Study and Implementation Report**

At its meeting of July 8, 9, 10 and 11, 2014, City Council adopted the Eglinton Connects Planning Study - Phase 1 (Part 1) Implementation Report.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.PG34.1>

At its meeting of August 25, 26, 27 and 28, 2014, City Council adopted the Eglinton Connects Planning Study - Phase 1 (Part 2) Implementation Report.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.PG35.3>

At its meeting of May 6-8, 2014, City Council considered the Final Directions Report for the Eglinton Connects Planning Study, which was funded by Metrolinx with a view to intensification of development along the LRT line. Staff were directed to undertake further consultation on implementation measures, and report back to the Planning and Growth Management Committee in June.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.PG32.4>

### **Identify a future multi-pad arena site**

At its meeting of July 11, 2012, City Council adopted the recommendations outlined in the report "A New Multi-Pad Ice Arena Site to replace Don Mills Civitan Arena," which recommended that City Council direct Parks, Forestry and Recreation staff to issue a Request for Expression of Interest (REOI) or if appropriate, a Request for Proposal to identify any potential development of a two or more pad ice facility at either York Mills Road and the Don Valley Parkway, or on the Ontario Science Centre lands.

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

## **939 Lawrence Ave. E., 1030 & 1090 Don Mills Rd., 49, 75, 85 & 99 The Donway West (Don Mills Centre Development) OPA and Rezoning**

On March 2, 2011, Official Plan Amendment No. 587 to the former City of North York Official Plan and Zoning By-law No. 342-2011 (OMB) were approved by the Ontario Municipal Board (OMB) now the Local Planning Appeal Tribunal (LPAT). The planning instruments implement City Council's settlement on the redevelopment of the southern portion of the Don Mills Centre (Phase 2). The redevelopment calls for the construction of 2,050 condominium units in a series of mixed use buildings ranging from 6 to 32 storeys in height, a 5,408 square metre (58,211 square foot) public park, and the construction of a 4,512 square metre (48,567 square foot) public community centre at the northwest corner of Don Mills Rd. and The Donway West (966 Don Mills Rd.). By Item [CC31.14](#), adopted by City Council on July 4, 5, 6 and 7, 2017, City Council adopted the confidential instructions to staff contained in Confidential Attachment to the report (June 27, 2017) from the City Solicitor, which instructions were made public, and extended the deadline for the conveyance of land to the City for a community centre until April 30, 2019.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.CC31.14>

### **Council adopts Settlement for Don Mills Centre redevelopment**

At its meeting of February 22 & 23, 2010, City Council considered 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., which, among other matters, included:

- the conveyance of 966 Don Mills Rd. (4,331 square metres) and the Park Top-up Lands (948 square metres) to the City
- Cadillac Fairview will be offered the grant of an option in favour of the applicant to purchase the existing Don Mills Civitan Arena lands
- the continued ownership of the Don Mills Civitan Arena and lands by the City until October 31, 2020
- Parks, Forestry & 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.

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

### **Consider a combined community centre and twin-pad arena within Don Mills Centre**

At its meeting of September 30, 2009, City Council, among other items, directed Parks, Forestry & Recreation staff, in consultation with necessary City staff and the Ward Councillor, to consider the feasibility of constructing a combined community centre and twin-pad arena within the Don Mills Centre, and to report to the North York Community Council.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2009.NY27.54>



## **Identify potential lands for a new multi-pad arena to replace the Don Mills Civitan Arena**

At its meeting of March 3, 2008, City Council adopted recommendations regarding the identification of potential lands for the development of a multi-pad arena, including site criteria and a list of potential sites.

<https://www.toronto.ca/legdocs/mmis/2008/ny/bgrd/backgroundfile-16481.pdf>

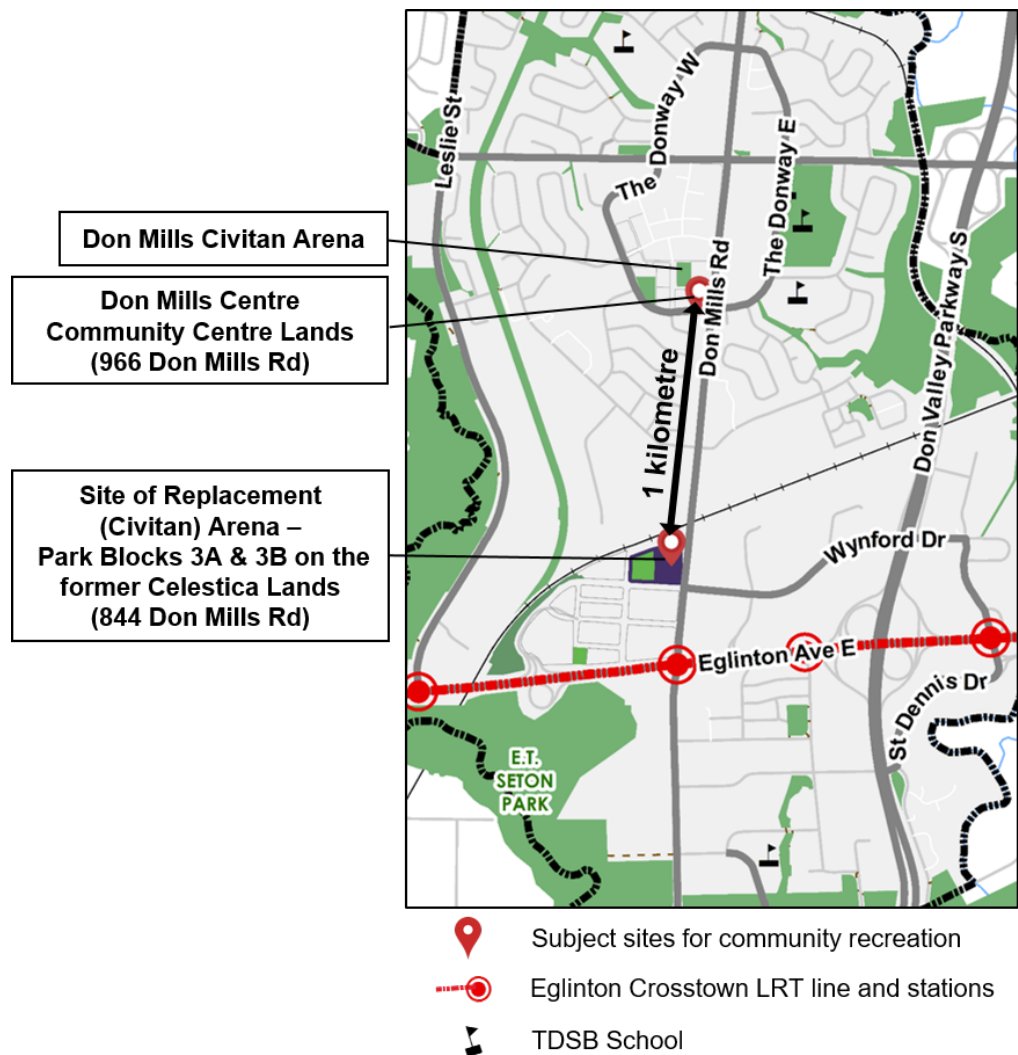
## **BACKGROUND**

---

Over the past ten years, the Don Mills Corridor has undergone a significant amount of growth and change. The two largest redevelopments along the corridor are Don Mills Centre, approved in 2011, and the Celestica Lands, approved in 2018. Figure 1 provides a context map of these development sites and their proximity to each other being approximately one kilometre apart along Don Mills Road. Both redevelopments provide for new community recreation facilities.

In 2001, Cadillac Fairview filed for a mixed use redevelopment of the Don Mills Centre shopping mall (now known as the Shops at Don Mills). The application was appealed to the OMB in July 2007 and settled in 2010 with the final OMB order issued in March 2011. The settlement approved 2050 residential units along with the creation of a new local park. One of the Section 37 benefits achieved through the settlement was the construction of a community centre. The Don Mills Civitan Arena (Civitan) lands at 1030 Don Mills Rd. also formed part of the approved development. In order to achieve the community centre on the Don Mills Centre site, a Land Exchange agreement was entered into by the City. The Land Exchange allows for the existing City-owned Civitan lands to be exchanged for a parcel located at the northwest corner of Don Mills Road and The Donway West (966 Don Mills Rd.). As a result of the land exchange, the City is then required to relocate the Civitan arena to another site in the community. The Agreement required that the Land Exchange be completed no later than October 12, 2011 with the possibility of extension on consent of both parties no later than October 31, 2020. Various provisions were included as part of the Land Exchange including the requirement that the lands to be conveyed to the City be fully remediated. The land exchange has not occurred to date and the timing for the transfer has been extended to April 30, 2020.

Figure 1. Location Map of Subject Sites



The Section 37 provisions for the community centre provide for a 4,512 square metre (48,570 square foot) facility which (unless otherwise agreed to by the City and the owner) is to include a competition-sized swimming pool, fitness area, running/walking track, meeting rooms, gymnasium and auditorium, of which the latter two may be combined. The facility is to be constructed based on a value of \$350 per square foot (2010 dollars) and indexed annually in accordance with the Construction Price Index. The Section 37 also specifies that the construction of the facility be substantially complete by October 12, 2020 and subject to a lease back to Cadillac Fairview for 49 years and operated by a mutually selected third party not-for-profit operator.

In 2016, an application for the redevelopment of the 24.5 hectare (60.5 acre) former Celestica lands was submitted for the creation of a mixed use, transit-oriented community. The Celestica lands are located in the northwest quadrant of Don Mills Road and Eglinton Avenue East (Figure 1). The application was appealed to the OMB and in May 2018, the City and the applicant reached a settlement to develop the site with 4,982 residential units, office space, retail and service uses and two park blocks (0.3120 hectares and 2.26 hectares). The OMB order approving this settlement was issued in January 2019. The Section 37 benefits secured as part of the redevelopment

included, among other matters, affordable rental and ownership housing, a daycare and \$12 million towards an enlarged and enhanced community recreation centre (CRC) which would include the twin-pad arena (replacement of the Civitan). The CRC will be located at the northeast corner of the site with frontage on Don Mills Road and new public streets.

## **Parks and Recreation Facilities Master Plan 2019-2038**

The Parks and Recreation Facilities Master Plan 2019-2038 (FMP) was adopted by City Council on November 7, 2017 ([EX28.2](#)). The FMP provides a vision framework to plan recreation facilities that respond to existing facility service gaps, population growth, emerging needs, evolving trends and reinvesting in existing facilities.

The FMP recognizes that residents are seeking multi-use, inclusive and intergenerational recreation spaces that allow for increased cross-programming. Through the public consultation process, the City also heard that recreation facilities should be planned to provide for more flexible facilities and multi-use spaces that better respond to evolving needs and uses.

As a result of the settlement of the Don Mills Centre development in 2010, the FMP listed the Shops at Don Mills as a previously approved and planned facility. Prior to initiating the design of any new recreation facility, a planning review of the area must be undertaken to consider factors such as changes in: population and growth, service area, new facilities and park opportunities, usage of existing and nearby facilities, overall trends in recreation demand, design standards and programming and operating efficiencies. The FMP also recognizes the high construction and maintenance costs of community recreation centres. Therefore, decisions regarding capital improvements must be evidence-based to achieve maximum value.

## **Celestica Lands Policies**

### **Toronto Official Plan**

The portion of the former Celestica lands that is approved to accommodate a community recreation centre is located on lands designated as Parks on Map 20 of the Toronto Official Plan. The Official Plan contains many references to guide the development of public uses. Chapter 4, Section 4.3 Policy 4 of the Plan states that land designated Parks will be used primarily to provide public parks and recreation opportunities. Chapter 3, Building a Successful City, Section 3.1.1 Policy 12 provides that public buildings be located and designed to promote their public status on prominent, visible and accessible sites, with associated open spaces designed to enhance the quality setting and support a variety of public functions associated with its programming. Section 3.2.2 Policy 1 goes on to state that adequate and equitable access to community services will be encouraged in many ways, including through ensuring that an appropriate range of community services and facilities are provided in areas experiencing growth.

The Planning Act also requires municipalities to have Official Plan policies that guide the use of Section 37. Zoning By-laws may be enacted that permit greater heights and/or densities in exchange for community benefits that respond to such increases.

Among other factors, Chapter 5, Implementation, states that the community benefit, should it be provided in the form of a capital facility, must have an appropriate geographic relationship to the proposed development. While preferred, there is no requirement that the benefit be secured on-site.

The site is also subject to Site and Area Specific Policy (SASP) 511, which requires, among other matters, that the development of the Celestica lands provide the dedication of land for two new public parks, one of which will include at a minimum, a twin-pad ice arena, which will replace the Don Mills Civitan Arena currently operating at the Don Mills Centre.

### **The Don Mills Crossing Secondary Plan**

The former Celestica site is located within the Don Mills Crossing Secondary Plan area. The Don Mills Crossing Secondary Plan is currently under appeal, however, the document continues to inform staff in the review of development applications, as it has been adopted by City Council at its meeting of April 16, 2019 ([PH4.1](#)). In creating the Secondary Plan, several studies were undertaken, including a Community Services and Facilities Study, which surveyed the area generally bounded by Lawrence Avenue East to the north, Flemingdon Park (the park/hydro corridor) to the south, and beyond each of the Don Valley Parkway and Leslie Street to the east and west.

The findings of the Secondary Plan's Community Services and Facilities Study included:

- the need for new parkland in the Don Mills Road and Eglinton Avenue East area, to be secured as development occurs
- exploring opportunities for co-location of services at the potential relocation site for the Don Mills Civitan Arena (i.e. the Celestica lands)
- securing affordable and multipurpose space for community use in the Study Area, and particularly in Flemingdon Park
- the need to increase programs and space for youth and seniors living in the Study Area.

These findings informed the policies of the Secondary Plan, which include the establishment of new facilities within the Plan area, as well as the renovation, expansion or replacement of those in the surrounding areas. Priority facilities include the relocation of the Don Mills Civitan Arena into a new facility within the Secondary Plan Area, co-located with a "Signature Park," which is to be designed to serve the local area as well as the broader community. The Plan allows for the potential to expand the facility to include additional recreational and/or community services.

### **Toronto Zoning By-law No. 569-2013**

The former Celestica lands at 844 Don Mills Rd. is subject to a site specific amendment to Toronto Zoning By-law 569-2013, approved by the LPAT in January 2019. The location of the subject site where the twin-pad arena and community recreation facility are proposed to be relocated is zoned Open Space – Recreation Zone, OR (27), which permits uses such as community centre, parks, day nursery, library, park, recreation use, sports place of assembly, and public parking, as well as several conditional uses,

outdoor patio, personal service shop, and retail store. A building with a maximum height of four storeys is permitted.

The Section 37 Agreement associated with the larger Celestica development includes several conditions related to the construction of a community centre on this site, including the option for the owner to enter into an agreement with the City to construct the Community Centre, which includes at a minimum a twin-pad arena and also includes additional recreational facilities and community services.

## **Don Mills Centre Lands Policies**

### **North York Official Plan**

The Don Mills Centre lands are subject to the North York Official Plan, as the Shops at Don Mills residential redevelopment process began in 2001 when the North York Official Plan was the primary planning policy document for this area. It is anticipated that these lands will be incorporated into the Toronto Official Plan in the near future.

The Don Mills Centre community centre site (966 Don Mills Rd.) is located on lands identified as Local Open Space District (LOS) by the North York Official Plan. Land designated as LOS are permitted to accommodate recreational uses, community centres, libraries, day nurseries, parks, fire and ambulance stations, police stations, essential public utilities, and horticultural uses such as nurseries and allotment gardens. The Plan also states that parks are to be protected and enhanced.

### **Central Don Mills Secondary Plan**

The site is located within the Central Don Mills Secondary Plan area, which applies to the portion of the Don Mills community bounded by York Mills Road to the north, the CPR line to the south, Leslie Street to the east, and the Don Valley Parkway to the west.

The Central Don Mills Secondary Plan, amended by OPA 587, states that the redevelopment of the Don Mills Centre lands includes the planned relocation of the existing Don Mills Civitan Arena to another site within the Don Mills community, and the redevelopment of the arena site for residential and commercial purposes. In exchange, a parcel located at the northwest corner of Don Mills Road and The Donway West (966 Don Mills Rd.) will be conveyed to the City to be developed with a publicly accessible community centre, and may include retail and commercial uses (including medical service uses) and underground parking garage and loading facilities.

### **North York By-law No. 7625**

The Don Mills Centre site (966 Don Mills Rd.) is subject to Zoning By-law No. 342-2011 (OMB). The subject site is zoned Open Space Zone, O1(44), which permits uses such as public park, public library, day nursery, athletic field, field house, community centre, swimming pool, greenhouse, public playground, as well as various commercial uses, including restaurant, retail store, shopping centre, bank, showroom, and service station. The zoning by-law also requires that a community centre be constructed at 966 Don Mills Rd. having a floor area of at least 4,512 square metres (48,570 square feet).

The Section 37 Agreement associated with the Don Mills Centre residential development provides great detail on the requirements of the community centre, which specified that the community centre could include, among its principal functions, a competition-sized swimming pool, fitness area, running/walking track, meeting rooms, gymnasium and auditorium, of which the latter two may be combined. Also permitted are retail and commercial uses, including medical service uses, an underground parking garage, and loading facilities.

## **COMMENTS**

---

In 2018, City staff initiated a review of the provision and location of new recreation facilities within the Don Mills Corridor that would best serve the areas growing communities. This re-examination is required as part of all facility planning processes and was informed by the various changes along the Don Mills Corridor over the last decade including:

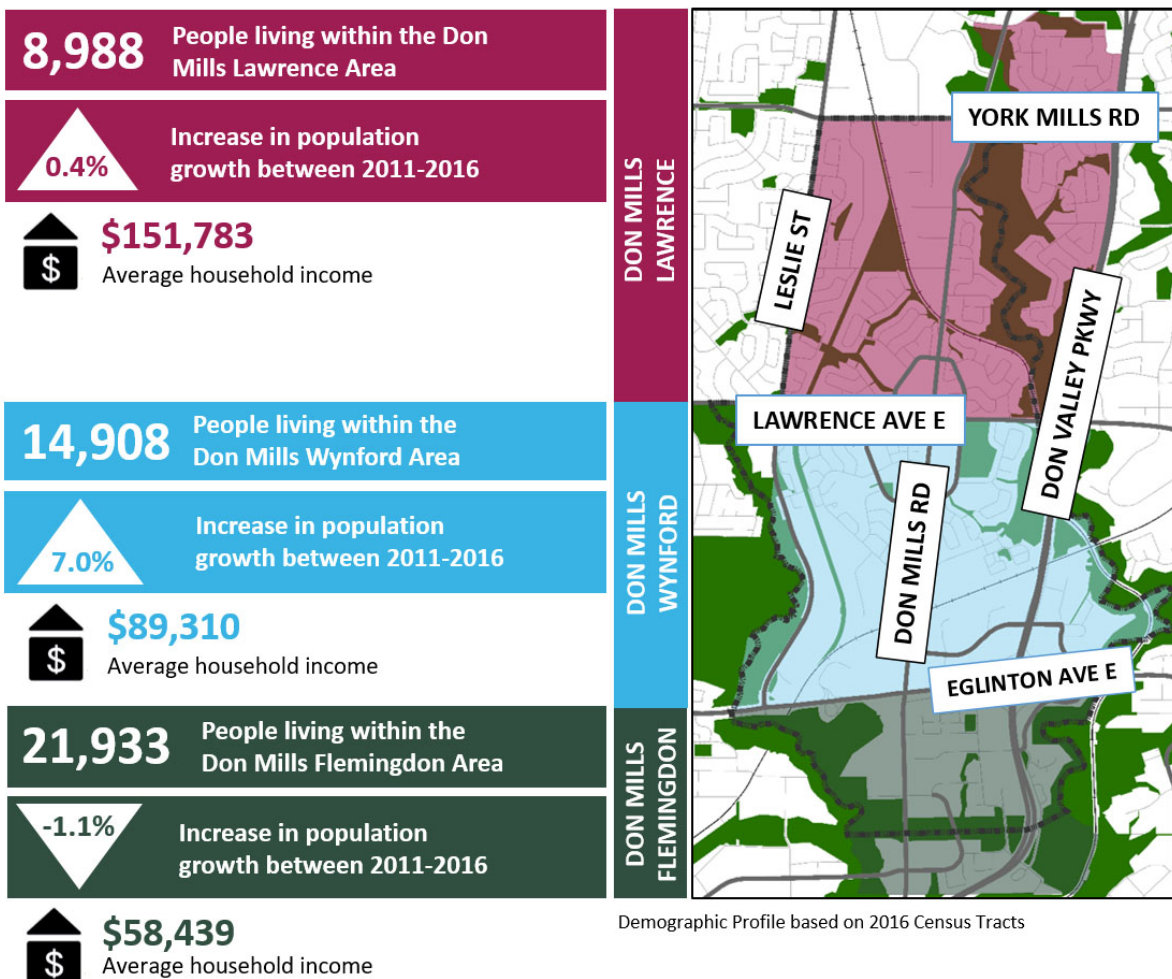
- growth and development trends
- new site opportunities as a result of major development applications
- best practices in facility design as reflected in recently constructed facilities across the city and the Facilities Master Plan
- review of the challenges associated with implementing the community centre provisions of the existing Section 37 Agreement for the Don Mills Centre.

For the purposes of the City staff review, the Don Mills Corridor extends from York Mills Road to the north, Leslie Street to the west, the Don River to the east, and the southern boundary of the Flemingdon Park (hydro corridor/park) to the south.

This area includes the communities of Don Mills Road and Lawrence Avenue East, Wynford Heights/Eglinton Avenue East, and Flemingdon Park. A 2016 demographic profile of the communities along the corridor is provided in Figure 2. Based on this profile, the highest population is currently found in the Flemingdon community, which also has the lowest average income of all three areas.



Figure 2. Demographic Profile of Study Area

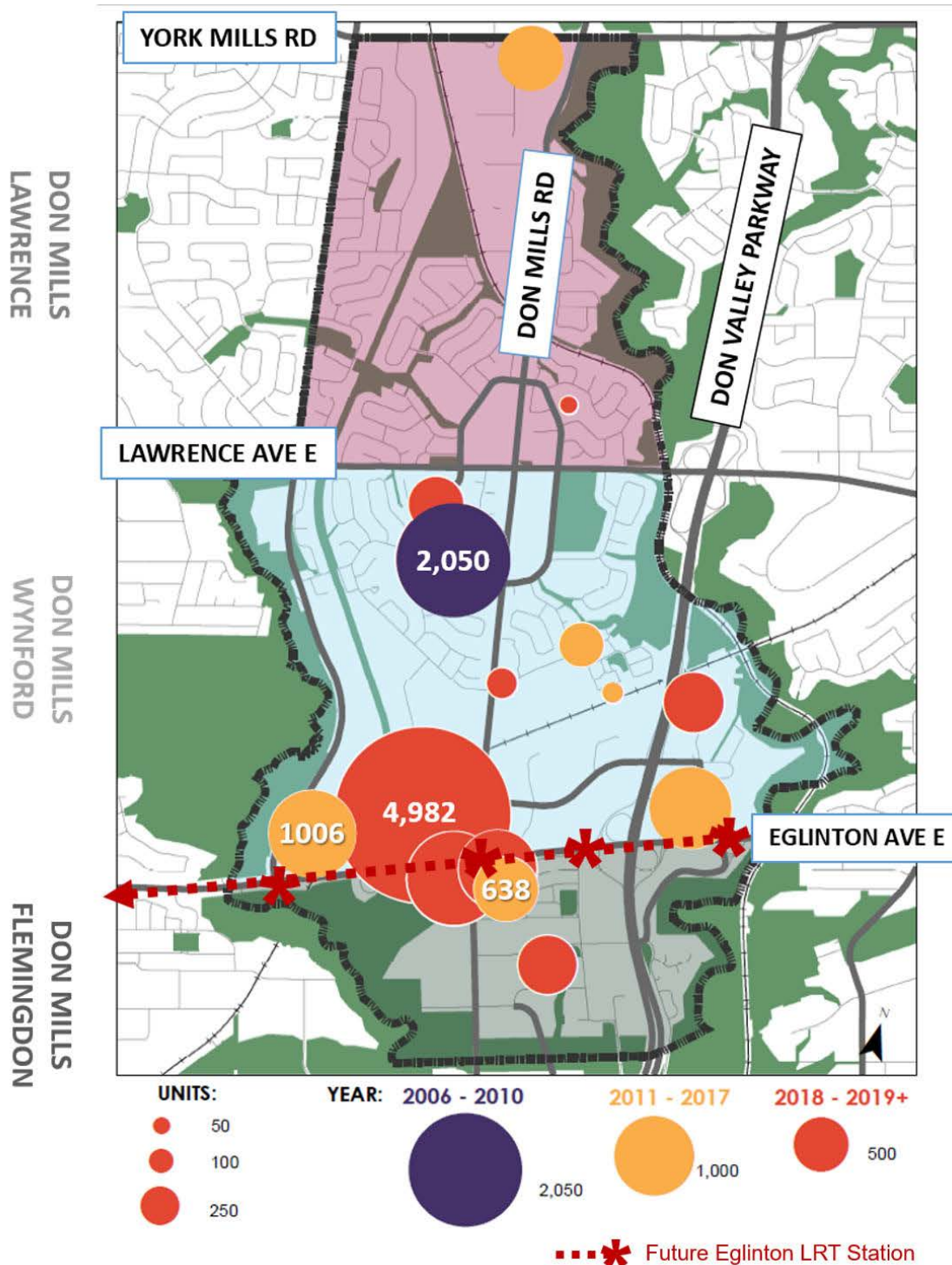


### Growth and Development at Don Mills Road and Eglinton Avenue East

In 2014, Council adopted the Eglinton Connects Planning Study that identified Don Mills Road and Eglinton Avenue East as a Focus Area for Intensification around the Science Centre LRT station on the future Eglinton Crosstown Line. Following this study, a portion of the Celestica Lands was re-designated from *Employment Lands* to *Regeneration Area* in the City's Official Plan, thereby allowing future residential uses on this site.

The intensity and concentration of growth and change that has evolved along the Don Mills Corridor between 2010 and 2019 exceeded what City staff had anticipated. Figure 3 shows anticipated growth based on the pipeline development from Q2, 2018, over time. A description of the development applications shown in Figure 3 is attached as Attachment 1: Summary of Residential Development Applications in the Study Area to this report. There is currently an estimated growth of approximately 25,000 new residents within the corridor, three quarters of which is concentrated around the intersection of Don Mills Road and Eglinton Avenue East.

Figure 3. Growth along the Don Mills Corridor 2006 - 2019



Each circle represents one development application in the development pipeline (Q2 - 2018). The status of applications in the development pipeline are either under review, approved but not built, or built. The size of the circle corresponds with the number of dwelling units for a development. The larger the circle, the more dwelling units associated with the development. The colours are indicative of the period of time the application was last considered by Council on the respective development application.



## **Double the population within 2 kilometres of Celestica Lands site compared to Don Mills Centre site**

The existing population coupled with future growth estimates indicate that there are twice as many residents currently living within two kilometres of the Celestica site compared to the Don Mills Centre site. The population around each of these sites is expected to grow over the next 10 to 15 years; however, population growth at Don Mills Rd. and Eglinton Ave. E. is expected to outpace growth near Don Mills Rd. and Lawrence Ave. E. Recent announcements by the Province also envision the extension of a new transit line from the downtown to the intersection of Don Mills Rd. and Eglinton Ave. E., which may result in further redevelopment south of Eglinton Ave. E. and the surrounding the Don Mills Rd. and Eglinton Ave. E. intersection.

## **New site opportunities to locate community recreation facilities**

Prior to 2016, the only available site that was suitable for a new community recreation facility was located at the Don Mills Centre site at 966 Don Mills Rd. This site is a 4,331 square metre (46,618 square feet or 1.1 acres) property located northwest of the Don Mills Road and The Donway West intersection. Since 2008, City staff had also explored various site options for the relocation of the Don Mills Civitan Arena that were large enough to accommodate a twin-pad arena. Over the years, several sites were explored by staff and were not deemed suitable.

In 2016, the proposal to redevelop the 24.5 hectare (60.5 acre) Celestica lands property provided a new opportunity for the City to locate the new twin-pad arena. The development generated a total on-site parkland dedication of 2.57 hectares (6.36 acres), which included one large community park of 2.26 hectares (5.58 acres) (Blocks 3A and 3B) at the northeast end of the development along Don Mills Road. This parcel is five times larger than the community centre site at Don Mills Centre, and is located within one kilometre, which represents a 12 to 15 minute walk, or two bus stops away

The Celestica Lands offers a unique opportunity to co-locate and integrate various recreation facilities in a single location. City Council directed City staff to explore opportunities to combine and/or co-locate facilities in order to achieve the objectives of the Facilities Master Plan ([EX28.2](#)). Through the public consultation processes for the FMP, the Don Mills Crossing Secondary Plan, and the Don Mills Community Services and Facility Planning Study, residents recommended that new facilities should provide more flexible facilities and multi-use spaces that can better respond to a range of changing needs. City staff also heard that residents prefer fully integrated facilities that offer a broad range of programming. All of these issues were taken into consideration by staff in its comprehensive assessment of new recreation facility models to best serve this changing area.

## **Best Practices in Facility Design to Enhance User Experience**

Parks, Forestry & Recreation plans and builds new facilities with high quality standards to provide:

- the greatest benefit to residents, with an emphasis on facilities that are relevant, flexible and barrier-free

- innovative solutions in planning co-located, integrated facilities that reflect the needs of the community
- adaptable and resilient facilities that are socially, environmentally and financially sustainable, thereby protecting the interests of current and future generations
- equitable access for all residents, regardless of their age, location, financial or other barriers.

The Parks & Recreation Facilities Master Plan (FMP) supports the equitable distribution of existing and future facilities, with the goal of reducing gaps and maximizing community benefits.

### **Single use facilities are generally not supported**

Larger, integrated multi-use community recreation facilities draw from a larger catchment of users than smaller, single use facilities. The City is shifting away from smaller, single use facilities and focusing its resources on spaces that promote greater public access and inclusive programming, as well as providing more efficient use of staff and other resources. As much as possible, facilities should be designed to be flexible, multi-functional and multi-seasonal. This includes facilities with multiple high-capacity components, large public space lobbies for public gatherings, well-lit spaces with access to natural light, energy efficient systems and access to outdoor green spaces. .

### **Multi-tank Swimming Pools can serve all ages and abilities**

Across the city, there are nearly 200,000 waitlisted spaces for recreation services, 34 per cent of which are for learn-to-swim programs. The addition of a high quality aquatic facility with multi-tank indoor pools in the Don Mills Corridor will help to serve the growing community and alleviate high demands. Broader uses and users require higher levels of design (e.g. multi-tanks, different configurations, etc.) and functionality (e.g. different water temperatures).

The design of pools has changed significantly over the past few years, with a focus on welcoming, safe, bright and inclusive spaces. Other in-demand features include: water teaching pools with zero depth entry and shallow water used by children, seniors and persons with limited mobility. Since pools are high cost spaces to construct and maintain, it is important to ensure that they provide ample capacity to address existing and emerging needs.

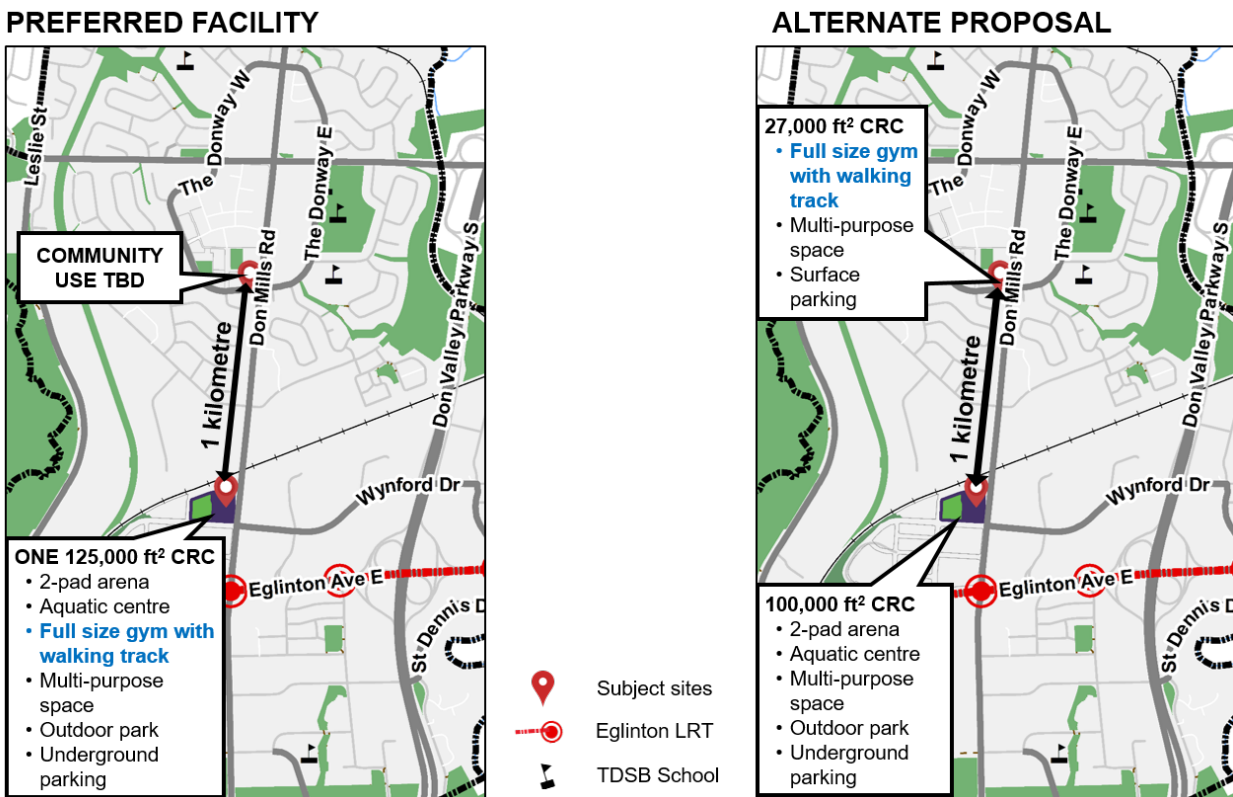
Co-locating building components including gymnasiums, arenas, community space with arena facilities remains the objective as approved in the FMP and is what has been proposed through the Preferred Facility model.

### **Two Recreation Facility Options**

City staff developed two proposals for new recreation facilities to serve the Don Mills Corridor. These proposals were presented to residents and stakeholders through pop-up consultation events, a public open house, focused stakeholder meetings, and online posting. The two proposals are summarized in Figure 4.

As part of the FMP Implementation Plan being prepared by Parks, Forestry & Recreation and the consultant team for that project, a more thorough review of the community recreation needs and opportunities for new facilities in the Don Mills Corridor was undertaken. This work applied the findings and directions of the FMP and the Recreation Services Plan. This analysis was used to assist PFR staff in considering a preferred provision model for the proposed community recreation facility components. City staff also examined area demographics, estimated growth based on pipeline development, planning and policy reports (including Don Mills Crossing Secondary Plan and Community Services and Facilities Study), community feedback, and previous directions and recommendations from City Council in the development of the facility proposals.

Figure 4. Summary of Preferred Facility and Alternate Proposal

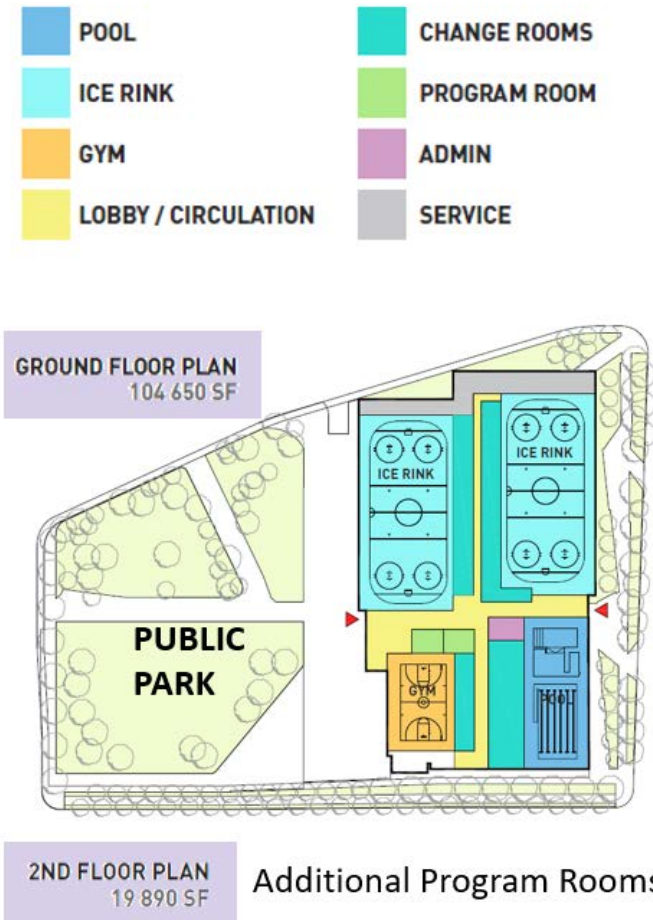


### The Preferred Facility (Option 1: One large, integrated facility on the Celestica Lands)

A single large integrated facility of 11,612 square metres (125,000 square feet) located in the northeast corner of the Celestica Lands at 844 Don Mills Rd. is the Preferred Facility Option and is recommended by staff. The integrated facility would be one of the largest facilities in the City, featuring a twin-pad arena that can be converted to multi-use indoor sports for year-round use, a full-size gym with a walking track, multi-purpose rooms and amenity space, and an aquatic facility (similar to the Pam McConnell Aquatic Centre in Regent Park) that includes a six-lane pool and leisure pool. The facility would be adjacent to a large one hectare (2.5 acre) park offering the opportunity for users to enjoy both indoor and outdoor recreation experiences. A concept of the Preferred Facility is shown in Figure 5.

This option was referred to as the "Preferred Facility" proposal by PFR staff. Staff determined this option included unique programming and an enhanced user experience. This option also best reflected PFR's best practices in facility planning and design. Throughout the public engagement process, staff presented this option as the Preferred Facility, given its clear advantages.

Figure 5. Concept for the Preferred Facility



### *Seamless Program and User Experience*

A large, integrated facility of 125,000 square feet serves a catchment area of 2.5 kilometres, whereas, a smaller facility of 9,290 square metres (100,000 square feet) serves a catchment area of 2 kilometres. By extending the service catchment area, 30 per cent more users (about 18,000 residents) would be served. Furthermore, one large, multi-purpose community recreation centre has the potential to serve approximately 10 to 15 per cent more residents than two mid-size facilities, both now and in the future.

The Preferred Facility will be one of the first of its kind for the City. It would create a year-round, modern, efficient and accessible facility. The opportunity to co-locate significant recreation, sport and community spaces under one roof, adjacent to a new park will provide a seamless user experience, offering multiple opportunities to "stay and play."

Larger multi-use centres are more efficient and provide value for money. On a per square foot basis, larger centres tend to be more cost efficient to build (i.e. mobilization, start-up, multiple construction crews and project management teams) and operate due to economies of scale. Overall service levels are higher and the cost per operating hour less when comparing one large facility against two smaller ones.

*Larger multi-use centres can support longer operating hours*

Due to higher utilization rates and economies of scale, hours of operation of larger multi-use centres are often substantially longer than those in smaller centres. Extended hours help to respond to a need for self-scheduled recreation users, and for those seeking hours outside of prime time. With irregular hours becoming commonplace in various employment sectors, multi-use centres can help to address the lack of time barrier faced by many recreation clients.

*More opportunity for various sports and higher participation*

Larger multi-use centres provide an opportunity for the City to assess sport needs and seek opportunities to accommodate them within larger-capacity, sport-friendly facilities. Through adherence to contemporary design standards, many of the elements required in modern facilities also have an ability to serve sport training and competition needs, though community recreation uses will continue to take priority as per the City's allocation practices. Among the many potential benefits, the accommodation of sport within community facilities helps to create awareness, excitement and stimulate higher levels of participation

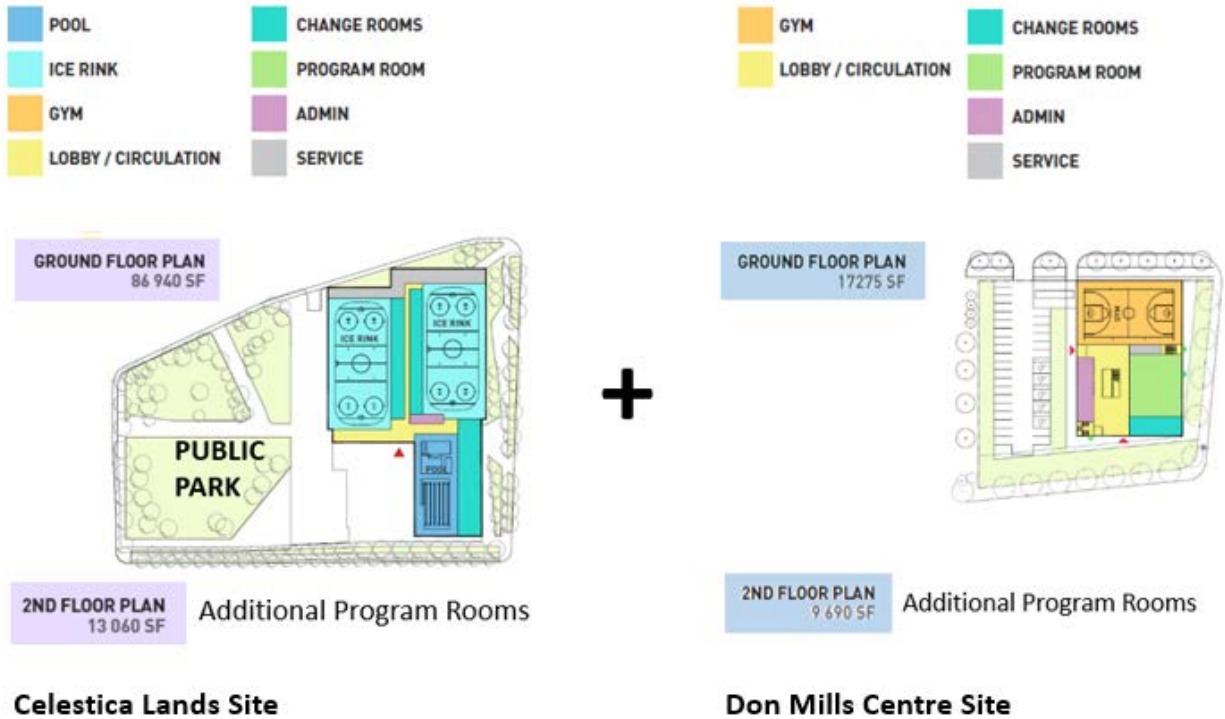
Multi-use centres offer enhanced service levels; these facilities can have a transformational impact on a streetscape, neighbourhood, community and city. They can help to address broader economic, health and social outcomes from poverty reduction to sport tourism to community revitalization and beyond.

**The Alternate Proposal (Option 2 – Two Sites and Two Facilities)**

The Alternate Proposal is for a 2,508 square metre (27,000 square foot) community recreation centre (CRC) to be constructed at the Don Mills Centre site, located at the northwest corner of Don Mills Road and The Donway West at 966 Don Mills Road. This smaller CRC would include a gym with walking track, multi-purpose rooms and amenity space.

A second facility of 9,290 square metres (100,000 square feet) would be constructed at the Celestica Lands at 844 Don Mills Road, less than one kilometre south from the Don Mills Centre site. This CRC would include a twin-pad arena that can be converted to multi-use indoor sports for year-round use, an aquatic facility with a six-lane pool and leisure pool, and multi-purpose and amenity space. It would not include a gym or walking track. The concept for the Alternate Proposal is shown in Figure 6.

Figure 6. Concept for Alternate Proposal



*The Alternate Proposal*

This proposal would offer two separate facilities, the gymnasium and multi-purpose room facility would be located at the Don Mills Centre, with the twin ice pad and aquatic centre located on the Celestica Lands site. This model would necessitate that residents go to two different facilities based on their program needs.

The proposed Celestica Lands facility would be 9,290 square metres (100,000 square feet) in this model (instead of 11,613 square metres (125,000 square feet)) and would offer most of the same facility components save for the gym with walking track and additional multi-purpose rooms. Gymnasiums are important anchor facilities in community recreation centres. Without one, the ability to provide active and sport programming is restricted. The type and variety of programs, including camp programs and sport programs, would also be limited.

The smaller proposed facility at the Don Mills Centre site of 2,508 square metres (27,000 square feet) would provide a focused amount of programs, with a gymnasium, walking track and a range of program rooms.

The smaller facility at the Don Mills Centre would provide more convenient access for residents living in the Don Mills Road and Lawrence Avenue East community; easier pedestrian access for the senior population living in the Don Mills Road and Lawrence Avenue East community; improved access to a number of schools located in the area and, the potential to serve as a community hub with strong connections to the local neighbourhood.



The twin-pad arena and aquatic facility co-located at the Celestica Lands site would offer a multi-sport complex and provide a number of the benefits as identified in the Preferred Facility model with the exception of not having a gymnasium, which as noted above serves as an essential anchor for all community recreation facilities across the city.

The smaller facility at the Don Mills Centre would have fewer opportunities for flexible, community gathering spaces, limited ability to co-locate with other facilities or services, no direct access to adjacent parkland, and, is located a further distance away from the highest amount of future growth in the Don Mills Corridor. It also does not offer the benefits identified with the Preferred Facility model, such as a seamless user experience, operational efficiencies, and easy transit access with the future Eglinton LRT.

## **Public Consultation**

The City of Toronto, with the services of a third party public consultation consultant, led a community engagement process to inform decision making regarding the two facility proposals, as outlined in this report.

### **Public Consultation Process**

The engagement process aimed to maximize geographic and demographic reach across the Don Mills Corridor, and began with four stakeholder meetings targeting the Wynford, Don Mills, Flemingdon Park, and Civitan communities. Staff conducted six pop-up engagements across the Don Mills Corridor: Dennis R. Timbrell Resource Centre, Playground Paradise, the Real Canadian Superstore, Don Mills Public Library, Sunny Food Mart, and the Shops at Don Mills. On May 6, 2019 a general public open house was held from 4 to 8 p.m. An online webpage with contact information and feedback form for those who prefer digital engagement opportunities was also available and promoted through EngageTO. In total, the City engaged with more than 525 residents and stakeholders.

### **Facility Option Preferences**

Based on the feedback received through the multiple engagement techniques described above, the majority of those engaged favoured the **Preferred Facility**. The following Table 1 shows overall facility option preference by engagement activity type.

In general, those who responded favourably towards the Preferred Facility (Option 1) tend to be from the Wynford and Flemingdon Park communities, and those who responded more favourably to the Alternate Proposal (Option 2) tend to be from the Don Mills and Lawrence community or located further north. A number of residents disliked both options and preferred the facility secured through the Section 37 Agreement for the Don Mills Centre. Overall, preferences tended to be geographically sensitive, which is expected given that residents throughout the City prefer when facilities and services are closer in proximity to where they live.

Table 1. Facility Preference by Engagement Activity

<b>Engagement Activity</b>	<b>Preference</b>
Stakeholder Meeting: Wynford Tower Residents Association	Preferred Facility
Stakeholder Meeting: Don Mills Residents Inc. (DMRI)	Neither (DMRI prefers the original 2010 proposal)
Stakeholder Meeting: Flemingdon Park Community	Preferred Facility
Stakeholder Meeting: Don Mills Civitan League	Preferred Facility
Pop-Up: Dennis R. Timbrell Resource Centre	Preferred Facility
Pop-Up: Playground Paradise	Preferred Facility
Pop-Up: Real Canadian Superstore	Preferred Facility
Pop-Up: Don Mills Library	Alternate Proposal
Pop-Up: Sunny Food Mart	Preferred Facility
Pop-Up: CF Shops at Don Mills	Varied, with a slight preference for the Alternate Proposal
Public Meeting/Open House	Varied based on geographic community.

The main reasons given for support for the Preferred Facility were:

- one single, consolidated, multi-purpose facility provides a broader range of programs - one-stop shopping
- the central, accessible location is convenient for more residents
- offers a larger space for more amenities and programs that can be offered with more opportunities for mingling - 'state-of-art, landmark' type of facility
- one facility would be more cost efficient
- the existing Dennis R. Timbrell CRC requires a major renovation/rebuild and is at capacity

The most common responses from those who expressed support for the Alternate Proposal – or support for neither option – noted the following:

- A recreation facility at the Don Mills Centre site was already secured as part of that development through a Section 37 agreement, which the community has been waiting for since 2010
- A community recreation centre at the Don Mills Centre site is within walking distance to some residents of the Don Mills Corridor, particularly for seniors and especially in the winter, whereas the Celestica site currently does not have existing residents
- Two facilities would reach a larger geography
- Dividing program users between two facilities will prevent overcrowding and traffic at one site.

### **Key Themes from Consultation Process**

Throughout all of the engagement activities, recurring feedback and key themes emerged.

*User Experience & Convenience:* People generally prefer having all facilities and programming under one roof. Bigger is better. Residents want a facility that is easily accessed by public transit along the future Eglinton LRT Line or can travel to the facility



by bus with fewer transfers (some residents noted that they can travel to the Celestica site without transferring to a second bus; whereas, travelling to the Don Mills Centre site required a second bus). Adequate supply of parking is also important. Residents want a facility that they can safely bike or walk to. Facilities should be large enough to accommodate multi-generational, family friendly programming.

*Facility & Programming:* Residents want green spaces and active parks associated with their community recreation facilities. High quality swimming facilities and programs (structured and drop-in) are important facility components. Gymnasias are important facility anchors and are a "must have" for a recreation centre. Cost efficiency of operating buildings and programs is important to residents, and creating cost savings through economies of scale. New community recreation centres should be well designed, state of the art facilities that anchor a community and act as a landmark.

*Growth, Access & Equity:* Residents said that the City should put the services and facilities where the growth is; thereby serving more residents across all the Don Mills communities. The cost of programs and facilities should be free or more affordable. More partnership opportunities with community and non-profit groups were suggested. Locate a new facility near residents with lower levels of income in Neighbourhood Improvement Areas (Flemingdon NIA).

*Process & Project History:* Many residents said they have been waiting too long for a new facility at Don Mills and Lawrence and have urged the City to start building the facility that is the subject of an existing agreement at Don Mills Centre that should be honoured. A strong desire for additional community consultation to discuss the details of the existing agreement was made, which staff are responding to through additional follow up meetings with the Don Mills Residents Inc. (DMRI).

The executive summary of the public engagement report is attached to this report as **Attachment 2**.

## **Implementation of the Preferred Facility**

City staff are recommending approval of the Preferred Facility. This will require City staff to:

- begin discussions to amend the existing Don Mills Centre Section 37 Agreement
- seek direction to undertake a site specific Zoning By-law amendment (and Official Plan Amendment, if required) which will be informed by a review of future community focused facilities on the Don Mills site
- advance discussion with the respective owners of both the Don Mills Centre and Celestica Lands sites, to expedite the delivery of both sites to the City for community centre and parks purposes
- plan for the future design of the Preferred Facility and include this project as part of Parks, Forestry and Recreation's 2020 Capital Budget submission.

## **Don Mills Centre Section 37 Agreement**

The Don Mills Centre Section 37 Agreement, registered on title February 25, 2011, provides for, among other matters, a 4,512 square metre (48,570 square feet)

community centre at 966 Don Mills Rd. (a 4,331 square metre or 46,618 square feet site). The site size was based on the land exchange for the existing Civitan Arena. The size of the proposed Section 37 community centre in relation to the site area, would result in a poorly designed and inefficient facility, resulting in significant programming challenges. Funding challenges are also a concern, as are the provisions related to a third party operator.

Through careful review of the Section 37 provisions for the community centre, City staff identified a number of challenges with respect to site size, design standards and best practices, available funding and operations. As a result, the facility as outlined in the Section 37 Agreement was used to inform staff's preparation of the two facility options (the Preferred Option and the Alternate Option) that were developed. The two options that were presented were based on what could be accomplished, given site size restrictions, facility design standards and best practices, and available funding. These challenges are outlined below.

*Costs: A 4,512 square metre (48,570 square foot) Community Centre cannot be built with the funds secured*

The Section 37 Agreement provides that the facility is to include a competition-size swimming pool, fitness area, running/walking track, meeting rooms, gymnasium and auditorium (which may be combined with the gymnasium), unless otherwise agreed to by the City and owner. A per square foot benchmark value of \$350 per square foot for a total of \$17 million, indexed, annually based upon 2010 dollars with any changes to reflect changes in the Construction Price Index. The City's indexing of this \$17 million provides approximately \$21 million in today's dollars. Since 2010, material and labour costs have risen substantially, and the \$350 per square foot indexed value is no longer a viable benchmark for the construction of new community recreation centres in Toronto in 2019. Based on recently constructed (publicly and competitively tendered) City community recreation facilities, overall costs have increased substantially. This would result in a deficiency in the Section 37's available funds for this facility. The range and amount would vary depending on the facility elements included.

*Site Size and Design: A 4,512 square metre (48,570 square foot) facility would be challenging on a small site*

A facility program fit for a 4,512 square metre (48,570 square foot) facility on the 4,331 square metre (46,618 square foot) property, including some parking would likely require a facility that was distributed over three floors, accommodate the aquatic facility in the basement, and would be challenged to meet today's standards for change rooms and washrooms. There would also be no direct access to an adjacent park. The concept would generally not be supported by City staff due to the following:

- general over-build of the facility on a smaller sized site
- basement location and undersized pool facility (i.e. single tank configuration with fewer than six lanes), does not meet the aquatic programming needs of the community or the City's design best practices
- challenges for accommodating change rooms, washrooms and some circulation areas in terms of meeting current specifications for Accessibility for Ontarians with

Disabilities Act (AODA) design guidelines or City design standards and best practices for new community recreation centres

- multi- (three or more) storey recreation facilities, given their inefficiency and difficulty to program and manage.

#### *Operations: No Viable Third Party Operator*

The Section 37 Agreement also requires the community centre at 966 Don Mills Rd. to be operated by an arm's length, not-for-profit, third party operator with financial capacity and suitable experience operating community recreation facilities selected by Cadillac Fairview (the Owner of the land at 966 Don Mills Rd.) and acceptable to the General Manager, PFR, in consultation with local residents. The operator must also be compatible with the City's mandate to ensure affordable, community-based programs and spaces.

On April 26, 2017, City Council ([GM19.6](#)) directed PFR to strike a Steering Committee comprised of City staff, local residents and the Ward Councillor at the time to select the third party operator prior to the October 2020 deadline for the construction of the new Community Centre. The Steering Committee met five times between August 2017 and January 2019. The Steering Committee approved an operator selection criteria that advanced the terms of the Section 37 Agreement. The criteria required the operator to be:

- not-for-profit
- experienced in operating multi-component community recreation facilities
- experienced in programming for a variety of ages and in the provision of aquatics, fitness, community recreational programming
- demonstrated financial capacity to sustain the operation
- committed to affordable access applying a fee model that ensures financial barriers do not limit access
- committed to local input and representation through its governance structure.

Staff completed an environmental scan which was a precursor to a planned Expression of Interest (EOI) process and presented four operators to the committee who met some but not all of the criteria that they had approved. Most of the operators identified focused on service provision for specific demographics (i.e. seniors or children); lacked experience operating large complex community centres, did not have financial bandwidth and/or required municipal subsidy or capital investments as conditions of their agreement to operate.

One letter of interest was submitted to the City in 2017 from YMCA with suitable experience operating community recreation facilities, however the YMCA required a minimum facility size of 4,830 square metres (52,000 square feet) and required capital contribution toward its construction, would charge membership dues that were not consistent with the City's mandate for affordable, community based programs and spaces, and preferred to own the facility.

The results of the environmental scan and discussions with the YMCA resulted in the EOI process not advancing, which was communicated to the Steering Committee as part of a project update at its fifth and final meeting on January 21, 2019. Based on the

work completed to date and the knowledge and experience of staff within PFR, the viability of a third-party operator for this facility is unlikely.

### *Timing and Status of Land Exchange and Construction*

The Land Exchange Agreement provisions required that the Community Centre achieve substantial completion no later than October 12, 2020, with the land exchange between Cadillac Fairview and the City to occur no later than October 31, 2020. Until such time as a suitable site was secured for the relocation of the Civitan Arena, the land exchange could not be advanced. In 2016, Council approved the relocation of the Civitan Arena to the Celestica site. Following that, staff have been working with Cadillac Fairview and the community to advance the other Section 37 provisions noted above.

The 2010 Section 37 Agreement requires the lands to be remediated to meet the City's policies before they are conveyed to the City. The Don Mills Centre site at 966 Don Mills Road was formerly a gas station. The Phase 1 Environmental Site Assessment report for the Don Mills Centre site at 966 Don Mills Road was submitted to the City and confirms that the site is contaminated. A more detailed Phase 2 environmental report is currently being undertaken by the owner. The environmental remediation schedule is to be determined, based on the findings of the Phase 2 report. City staff and Cadillac Fairview recognize that it is likely not feasible to complete environmental remediation of the lands at 966 Don Mills for community recreation purposes and to substantially complete the construction of a new community centre building on the site by October 2020.

### *Summary of the Challenges*

The current Section 37 Agreement reflects provisions for a community centre that do not meet current design standards and best practices. This is due to the fact that this location was the only site available to house this facility in 2010. Furthermore, the site size was the outcome of a land exchange based on the existing site of the Civitan Arena. The envisioned Section 37 community centre of 4,512 square metres (48,570 square feet) on a site of 4,331 square metres (46,618 square feet) results in a significant overbuild that exceeds the capacity of what the site can support in terms of providing a well-designed and programmable facility. Compromising on the design and location of this facility, will result in underserving the growing community within the catchment area. Funding challenges are also a concern, as are the provisions related to a third party operator.

### **Amending the Section 37 Agreement**

Irrespective of which facility proposal is advanced, City staff have determined that the Section 37 agreement for the Don Mills Centre cannot be implemented in its current form.

The Section 37 agreement and zoning by-law includes very specific provisions as noted. Specifics include the construction of a minimum 4,512 square metre (48,570 square feet) facility including a competition size swimming pool, fitness area, running/walking track, meeting rooms and gymnasium at a cost of \$17 million, based on

\$350 per square foot, indexed annually based on 2010 dollars, with any changes to reflect changes in the Construction Price Index. Factoring the Construction Price Index from 2010, this amounts to \$21.255 million at present value (\$435 per square foot). Recent tender bids for PFR community recreation facilities that include aquatic facilities demonstrate that overall costs have increased substantially and that a 4,512 square metre (48,570 square foot) facility cannot be built with the specified building components for \$21.255 million (2019 value).

City staff would advance discussions around amending the Section 37 agreement with the respective landowners. Amendments that would be discussed include: the funding secured; the terms and timing of the land exchange which would include the extension of the existing Civitan facility in its existing location; and third party operator provisions, among other matters.

### **Amending the Planning Instruments**

The current site-specific Official Plan Amendment (OPA) for the lands, OPA 587 of the former North York Official Plan, designates the lands for the community centre in the Don Mills Centre as Local Open Space District (LOS), which permits a variety of public uses. These permitted uses may include "local parkland, as well as a publicly accessible community centre, which may include retail and commercial uses (including medical service uses) and underground parking garage and loading facilities."

Due to this specificity included in the OPA, staff may consider an amendment to the OPA to clarify the intended use permissions of the site, should Council choose to permit a use other than the originally contemplated community centre. In addition, as a technical matter, staff would need to draft an amendment to bring the entirety of the lands associated with the Don Mills Centre development into the Toronto Official Plan.

The Don Mills Centre site is subject to Zoning By-law No. 342-2011 (OMB). The community centre site is zoned Open Space Zone, O1(44), which permits a variety of uses, including public park, public library, day nursery, athletic field, field house, community centre, swimming pool, greenhouse, public playground. The site specific zoning by-law will need to be amended, as it currently includes specific provisions governing the construction of a community centre, including a minimum gross floor area of 4,512 square metres (approximately 48,570 square feet).

If a community centre is not built on the Don Mills Centre lands, City staff recommend that the site remain under public ownership and that lands continue to accommodate publicly accessible community uses. Through the City-initiated zoning by-law amendment and any potential Official Plan Amendment, CreateTO and Real Estate Services would coordinate with City Planning, Parks, Forestry and Recreation and other appropriate City staff, to undertake a review of City real estate needs that can be accommodated on the current site at 966 Don Mills Road. It is recommended that the site remain in public ownership and accommodate public community uses. A business case will be developed to support such use, if identified. In addition appropriate City staff should also review the outcome from the Community Services and Facilities study completed to support the Don Mills Crossing Secondary Plan, and determine if there are opportunities to address other local community service needs on this site, assuming

such facilities would be able to provide the necessary capital costs and cover their share of ongoing operating costs.

Staff recommend any amendments to the Planning Instruments be initiated as new processes under the *Planning Act*, so as to ensure a public process is utilized. Through such processes, City Planning staff would hold a community consultation meeting, as well as a statutory public meeting, which would proceed through North York Community Council and City Council, allowing for written and oral deputations, and therefore providing opportunities for local residents to provide their input.

As is typical with all Zoning By-law Amendment applications, City-initiated amendments would follow a standard process by which staff would circulate the proposal to the relevant City Divisions and outside agencies and hold a community consultation meeting with the public, revising the proposal as necessary following feedback from those outlets. City Planning, City Legal, and other City staff as appropriate, in consultation with the local ward Councillor, would update the terms of the Section 37 Agreement to reflect any changes and amend the planning instruments as necessary. A public meeting would be held before Community Council, where members of the public would have an opportunity to depute. A decision would ultimately be rendered by City Council, following which third party appeals to the Local Planning Appeal Tribunal (LPAT) could occur. Throughout the process, feedback from the public could be provided to City staff or the local ward councillor. Interested parties would be added to the file, as is the case with all planning applications.

For either option, Parks, Forestry and Recreation will make a future request to Council to identify capital funding for the design and construction budget, once a budget estimate and detailed timeline is completed based on which facility option is selected by Council.

### **Civitan Arena Extension**

Under the terms of the Section 37 agreement for the Don Mills Centre, Cadillac Fairview (Owner) may purchase the Civitan Arena property at 1030 Don Mills Rd. on or before October 31, 2020 and may lease the Arena Lands back to the City. The Owner will not demolish the Civitan Arena before the sale is completed or the lease back to the City ends.

Any plans to decommission the Civitan Arena will be discussed with Cadillac Fairview and arena permit groups to discuss temporary ice relocation options, while the new arena is being planned and constructed at the Celestica Lands.

Through this report, staff is requesting to extend the operations of the Civitan Arena beyond October 2020, subject to agreement with Cadillac Fairview to extend the land transfer date. Parks, Forestry and Recreation staff undertook a review of the current state of repair of the Civitan Arena in February 2017. The state of good repair report examined the arena's refrigeration mechanical system components, roof, HVAC system, lighting, dasher boards and flooring, and the exterior building envelope. Many of the key building components are past their normal serviceable life. In order to extend the lifespan of these components, preventative maintenance inspections are undertaken

well in advance of the operating seasons, in order to react to maintenance issues as they become apparent.

An annual allocation of \$0.100 million for state of good repair of systems and components will be included in PFR's State of Good Repair Program, for every year the facility is open beyond 2020.

### **Stage-Gated Funding Approach for the Preferred Facility**

Through the 2020 Budget process, the General Manager of PFR is requested to report back on the preliminary estimate of the cost of the preferred option and funding needed beyond the existing approved *Don Mills Civitan Arena* and identify the appropriate funding sources. Given the projected growth planned for this area, growth related funding sources including: development charges, Section 42 and Section 37 funds will support the capital funding for this facility. Additional review of these funding sources will be undertaken by City staff.

This project will follow the City's process for stage-gating for major capital projects and will require funding approval with the appropriate funding sources identified. Stage 1 will involve City staff working closely with the owners of the Celestica Lands and the Don Mills Centre site to advance the implementation of the Preferred Facility. This will also be informed by the planning review process. Both sites still require environmental remediation prior to being transferred over to the City.

Operations related to Celestica Inc. have been re-located off the site, and the owners are advancing the planning approvals and fulfillment of conditions related to the development.

Through Stage 2/3 the design of the Preferred Facility can advance in tandem with the site preparation. City staff are targeting 2020/21 to advance the design of the facility. Stage 4, procurement to construct the Preferred Facility, would then follow. City staff are advancing discussions with both owners of the Celestica lands and the Don Mills Centre to confirm timelines to advance the project.

### **Summary**

Planning for new recreation facilities requires that the City adapt and change to meet the emerging needs of a growing community. Previous community centre plans will not support what the future communities along the Don Mills Corridor require. With change comes opportunity, as it has in this area, with the provision of a large new future park in the Celestica development that can accommodate what will be one of the most unique recreation facilities across the city. When the City builds new facilities, they must meet today's standards of design and programming excellence to ensure that we create the best spaces for our residents, both current and future. Recreation facilities and parks are the common ground for the many communities that they serve. They are extensions of people's daily living spaces, particularly residents who live in high rise communities.

It has been clear through the public engagement that some existing community residents are very concerned about retaining the facilities that they would benefit from

the most and were directly involved in planning. This is not surprising and reflects their desire to have a facility located within their local area. City staff have continued to engage with the local ratepayers association (DMRI) to solicit feedback, understand concerns and areas where consensus might be possible on the way forward. Planning for new recreation facilities must be future-focused and responsive to the changing context and community, while considering previously planned facilities. Staff must balance the input of all voices, including those of future residents.

City staff are recommending the Preferred Facility and are looking to initiate amendments to the planning approvals required for its implementation. City staff will also advance the design and delivery of the new facility, pending advancing the planning approvals for this project. New community recreation facilities are a generational investment and must be planned for the future communities they are intended to serve. In the opinion of City staff the Preferred Facility meets this objective.



## CONTACT

---

Ann-Marie Nasr  
Director, Parks Development & Capital Projects  
416-395-7899  
Ann-Marie.Nasr@toronto.ca

Howie Dayton  
Director, Community Recreation  
416-392-7252  
Howie.Dayton@toronto.ca

Joe Nanos  
Director, Community Planning, North District  
416-395-7170  
Joe.Nanos@toronto.ca

## SIGNATURE

---

Janie Romoff  
General Manager  
Parks, Forestry & Recreation

Gregg Lintern  
Chief Planner & Executive Director  
City Planning

## ATTACHMENTS

---

**Attachment 1.** Summary of Residential Development Applications in the Study Area

**Attachment 2.** Executive Summary, Don Mills Recreation Facility Planning Public Consultation Report