TORONTO

STAFF REPORT
ACTION REQUIRED

Consolidation of Grand Avenue Park and Lands on the East Side of Grand Avenue between Manitoba and Algoma Streets for Sports Purposes

Date:	April 11, 2012
To:	Government Management Committee
From:	Chief Corporate Officer
Wards:	Ward 6 – Etobicoke-Lakeshore
Reference Number:	P:\2012\Internal Services\RE\Gm12019re (AFS-15436)

SUMMARY

This report seeks approval, in principle, for the consolidation of City-owned lands east of Grand Avenue between Manitoba Street and the GO/CNR rail corridor, comprising the following: (1) the former Mimico Incinerator Site, (2) the former Mimico Sewage Treatment Plant Site, (3) portion of Algoma Street road allowance, east of Grand Avenue and (4) the existing Grand Avenue Park (collectively referred herein as the "Combined Site"), for sports purposes.

RECOMMENDATIONS

The Chief Corporate Officer recommends that:

1. City Council approve, in principle, the consolidation of the former Mimico Incinerator Site, the former Mimico Sewage Treatment Plant Site, the existing Grand Avenue Park, shown as Parts 1 to 3 respectively on Sketch No. PMC-99-007, attached as Appendix "A", together with a portion of Algoma Street road allowance, east of Grand Avenue ("Algoma Street"), for sports purposes.

2. City Council direct the General Manager, Parks, Forestry and Recreation, to pursue the transfer of operational management of the former Mimico Incinerator Site and Algoma Street after it is stopped up and closed, through the Property Management Committee process.

3. City Council rescind Clause No. 4 of Administration Committee Report No. 4 as adopted by City Council on May 17, 18 and 19, 2005, regarding the surplus declaration of the former Mimico Incinerator Site to the City's requirements to be by way of listing it for sale on the open market.

Financial Impact

Former Incinerator Site (Part 1 on the Sketch):

If this site is consolidated with the adjoining City-owned lands for sports purposes, the City would be foregoing proceeds from the sale of the site and remediation would have to be undertaken by Parks, Forestry and Recreation ("PF&R") to convert the lands for sports purposes. PF&R would be opting for a site specific risk assessed approach. The estimated cost to do the Phase I and II Environmental Site Assessments is $0.150 million. The funding for these assessments is in the 2012 Capital Budget for PF&R, in the account for the remediation of the former Sewage Treatment Plant Site (CPR115-40-04). The cost of site remediation will be accurately assessed when the results of the testing can be analysed.

Former Sewage Treatment Plant Site (Part 2 on the Sketch):

Remediation of this site is estimated to be approximately $0.550 million. Funding is available in the 2012 Capital Budget for PF&R, in the account for the remediation of the former Sewage Treatment Plant Site (CPR115-40-04).

Existing Grand Avenue Park (Part 3 on the Sketch)

This is existing park land that requires no remediation and will be consolidated with the former Incinerator Site and Sewage Treatment Plant Site to form the proposed Larger Sports Park.

Algoma Street (Road Between Parts 1 and 2 on the Sketch)

The costs associated with the closing of the highway for development of these lands are estimated to be between $0.005 million and $0.007 million. The required funding is available in the 2012 Capital Budget for PF&R, account number CPR115-42-01.

Proposed Larger Sports Park (Parts 1, 2 and 3 on the Sketch and Algoma Street)

Capital project to design and develop the Larger Sports Park has been approved in the 2012 Capital Budget for PF&R (account number CPR117-42-15) with total project cost of $1.188 million and cash flow of $0.060 million in 2012 for design and $1.128 million in 2013 for park development. Future year operating funding requirements will be submitted for consideration in the 2013 Capital and Operating Budget submissions for PF&R.

Site	Requirement	Required Funding	Funding Source
Former Incinerator Site	Environmental Site Assessment	$0.150 million	CPR115-40-04
	Site Remediation	TBD	TBD
Former Sewage Treatment Plant Site	Site Remediation	$0.550 million	CPR115-40-04
Grand Avenue Park	None	N/A	N/A
Algoma Street	Closing of the highway	$0.005M-$0.007M	CPR115-42-01
Larger Sports Park	Design	$0.060 million	CPR117-42-15
	Sports field development	$1.128 million	CPR117-42-15
	Operating funding	TBD	TBD
Total Required Funding		$1.893 - $1.895	

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

DECISION HISTORY

By its adoption of Clause No. 8, Report No. 5 of the Corporate Administration Committee at its meeting on October 11 and 12, 1995, the former Metro Council declared the former Mimico Incinerator Site, known municipally as 130 Algoma Street and shown as Part 1 on Sketch No. PMC-99-007, and the former Mimico Sewage Treatment Plant site, known municipally as 1 Grand Avenue and shown as Part 2 on the Sketch, surplus to municipal requirements, to be disposed of by direct sale to the public.

Former Incinerator Site (Part 1 Lands):

In December 2001, City Council authorized the issuance of Request for Expression of Interest ("REOI") for development of this site for affordable rent-to-own housing. Shelter, Housing, Support and Administration Division reviewed and determined that the cost to remediate the site for residential use would significantly reduce the ability to deliver affordable housing units, and have concluded that it is not appropriate or practical to proceed with the issuance of an REOI.

By the adoption of Clause No. 4, Report No. 4 of Administration Committee at its meeting on May 17, 18 and 19, 2005, City Council declared surplus the former incinerator site and authorized the listing of the property for sale on the open market.

City Council on June 19, 20 and 22, 2007 (Item CD6.2) requested the General Manager of PF&R to meet with the Chief Corporate Officer to review the opportunities of combining the former Incinerator Site with Grand Avenue and former Sewage Treatment Plant Site to make one contiguous open space area that can be used to provide sports fields.

Former Sewage Treatment Plant Site (Part 2 Lands):
Pursuant to a 2003 Development Agreement between the City and the owner of the development lands immediately east of the Combined Site (Sunrise West Building Group Inc. also known as "Camrost"), Camrost would partly satisfy its parkland dedication requirements by undertaking the Environmental Assessment and remediation of the Sewage Treatment Plant Site as well as building some park improvements. In 2011, the Development Agreement was amended allowing Camrost to place clean fill from their site onto the Sewage Treatment Plant Site for use as clean cap, but relieving them of the obligation to prepare and submit Environmental Assessments, and prepare and complete the Remedial Action Plan.
http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2010.GM32.3

The Property Management Committee at its meeting on November 22, 2011 recommended the transfer of operational management of the Sewage Treatment Plant Site to PF&R for the expansion of park purposes.

ISSUE BACKGROUND

The Combined Site, surrounded by residential developments to the north, east and west, and the CNR/GO rail corridor to the south, is shown as Parts 1 to 3 on the Sketch and including the area of Algoma Street has a combined land area of approximately 4.36 ha (10.78 ac).

The former Incinerator and Sewage Treatment Plant Sites contain levels of contaminants related to their former uses. A portion of the Sewage Treatment Plant Site, approximately 110 feet fronting on Grand Avenue, was never used for sewage treatment plant purposes, but rather was utilized as parkland.

While remediation has not been completed, the operational management of the former Sewage Treatment Plant Site was recently transferred to PF&R for park purposes. Although there are no remediation plans set for the Incinerator Site as yet, PF&R is prepared to accept the transfer of operational management of the lands for creation of a larger park, a park with one or more sports fields and related activities. Algoma Street would also need to be stopped up and closed and incorporated in order to build a larger sports park ("Larger Sports Park").

Larger Sports Park	Approximate Site Area
Former Incinerator Site (Part 1)	3.62 ac (1.46 ha)
Former Sewage Treatment Plant Site (Part 2)	3.96 ac (1.60 ha)
Existing Grand Avenue Park (Part 3)	2.25 ac (0.91 ha)
Algoma Street Road Allowance	0.95 ac (0.38 ha)
Combined Total Area:	10.78 ac (4.35 ha)

COMMENTS

The area is undergoing substantial growth through a number of developments to the north and east. PF&R asserts that it is important to retain opportunities to increase parkland in priority areas. The consolidation of the Combined Site, which would result in a 10.78 ac (4.35 ha) of contiguous parkland enabling the establishment of a sports facility which could include a range of infrastructure ranging from open field to field houses or other similar sports facilities. In addition, there are additional parklands (Block H) currently held in Escrow which will be conveyed to the City by Camrost once the land has been remediated and put in base park condition. Block H is situated immediately east of the expanded Grand Avenue Park and is approximately 6,081 m² (1.5 ac) of land.

Steps to Create the Sports Park

Soil Remediation and Funding:

The environmental work and remediation of the Sewage Treatment Plant Site, by way of Risk Assessment ("RA"), are underway. The RA was submitted and is awaiting approval from the Ministry of the Environment (MOE). The site has been prepared to receive soil from the Camrost site, and sampling and movement of these soils has begun. The clean soils are to be moved onto the Sewage Treatment Plant Site, and the soils that do not meet the MOE Standards will be taken off-site. The movement of soils is expected to be completed by June 2012. The Record of Site Condition will be submitted before the end of 2012 once the MOE has approved the Risk Assessment.

The operational management of the Incinerator Site and Algoma Street will be required to be transferred to PF&R before commencement of any environmental work. These parcels will eventually be remediated by way of the RA approach, similar to the approach taken for the Sewage Treatment Plant Site.

The design of the Larger Sports Park is funded for $0.060 million in the 2012 Capital Budget for PF&R (CPR117-42-15). Park development can occur starting in 2013. A total of $1.128 million has been approved for sports field and park development in the same account.

In most cases PF&R undertakes a public consultation process for the park design, which could begin as early as fall 2012, although it is more likely to occur early in 2013.

Transfer of Operational Management to PF&R:

PF&R would pursue the transfer of operational management of the former Incinerator Site and Algoma Street through the Property Management Committee process. Although these lands are City-owned, in accordance with Council endorsed City's Principles of Real Estate Strategy (Item EX32.5 as endorsed by City Council at its meeting on May 25, 26 and 7, 2009), PF&R is required to include in their budget the cost of these assets at

fair market value in their 10-year Capital Plan, unless exception from such is authorized by the Chief Corporate Officer in consultation with the Deputy Chief Manager and Chief Financial Officer. PF&R would be seeking for an exemption from the requirements in the Principles to pay fair market value. The report regarding City's Principles of Real Estate Strategy can be found at http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2009.EX32.5

Algoma Street Road Closing:

In order for the Larger Sports Park to be created, Algoma Street would have to be permanently closed as a public highway. Currently Algoma Street is being used by Camrost during construction of their site.

PF&R would make an application to Transportation Services for the feasibility of permanently closing Algoma Street with all costs associated with the closing of the highway (estimated to be approximately $5,000 – $7,000) and the development of these lands for park purposes to be the responsibility of PF&R. Funding required for the development of these lands is in the PF&R's Capital Budget, account CPR117-42-15. Should Transportation Services determine that Algoma Street can be closed, a notice of a proposed by-law to close the highway under both the Municipal Code Chapter 162 and the Municipal Class Environmental Assessment would be given, and any necessary utility easements will be granted through the delegated approval of the Chief Corporate Officer. The highway closing by-law requires City Council approval for enactment.

Zoning and Official Plan:

A park use is permitted in most zones, but a significant sports facility is not a permitted use at this location. Depending on the types of sport uses planned for this site, rezoning and possibly an Official Plan amendment may be required.

Consolidated Site	Zoning (under the Etobicoke Zoning Code)	Official Plan
Former Incinerator Site (Part 1)	I.C1 – Class 1 Industrial	Apartment Neighbourhoods
Former Sewage Treatment Plant Site (Part 2)	Westerly 110 feet fronting Grand Avenue is zoned parkland. Remaining land is zoned I.C1 – Class 1 Industrial	Parks and Open Space Area - Park
Grand Avenue Park (Part 3)	Parkland	Parks and Open Space Area - Park
Algoma Street	Zoning boundaries of the adjacent lands are typically extended to the centre line of the road	Land designation of adjacent lands are typically extended to the centre line of the road

This report has been prepared in consultation with staff of PF&R.

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SIGNATURE

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ATTACHMENTS

Appendix “A” – Site Map and Sketch No. PMC-99-007
Appendix “B” – Aerial Map