1265 Military Trail- Zoning Amendment Application - Preliminary Report

Date: April 11, 2014
To: Scarborough Community Council
From: Director, Community Planning, Scarborough District
Wards: Ward 44 – Scarborough East
Reference Number: 14 131315 ESC 44 OZ

SUMMARY

The application proposes to amend the Zoning By-law to permit reduced parking standards for both residential and non-residential uses on the University of Toronto Scarborough Campus. The proposed modified parking standards are lower than the existing standards in the Highland Creek Zoning By-law No. 10827 and City-wide Zoning By-law 569-2013.

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

The application should proceed through the standard planning review process including the scheduling of a community meeting and the preparation of a final report. A final report will be prepared and public meeting scheduled once all required information is provided by the applicant and issues raised during the review are addressed in a satisfactory manner.
RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff be directed to schedule a community consultation meeting for the lands at 1265 Military Trail together with the Ward Councillor.

2. Notice for the community consultation meeting be given to landowners and residents within 120 metres of the site.

3. Notice for the public meeting under the Planning Act be given according to the regulations of the Planning Act.

Financial Impact
The recommendations in this report have no financial impact.

Pre-Application Consultation
A pre-application consultation meeting was held on August 23, 2013 between representatives of UTSC and City of Toronto Planning and Transportation staff. The discussion centred around the scope of the required campus parking study, which was to include a review of the existing parking supply, student demand and utilization data, the new institutional parking requirements of City-wide Zoning By-law 569-2013, and bicycle parking rates.

ISSUE BACKGROUND

University of Toronto Scarborough Master Plan Exercise
In 2008, the University of Toronto Scarborough (UTSC) hired Urban Strategies Inc. to prepare a master plan to guide future campus expansion over the next 50 years. UTSC held consultations with various stakeholders, including the City of Toronto, and adopted the master plan in April 2011. The master plan sets out a vision for an intensified, mixed-use urban campus with increased pedestrian connectivity, better transit service and facilities, and new residential development. An Official Plan Amendment and Zoning By-law Amendment are both required to implement the master plan. City Planning Staff and UTSC are currently discussing study submission requirements, major issues, and a work plan for the applications. The proposed reduced parking standards described in this report have implications for the master plan implementation.

Appeal to By-law 569-2013
On June 13, 2013 Cassels Brock Blackwell, LLP on behalf of the Governing Council of the University of Toronto, filed an appeal to the City of Toronto Zoning By-law 569-2013. Included in this appeal are matters related to Parking Standards for Post-Secondary Schools as well as Bicycle Parking Standards for Post-Secondary Schools.
Proposal

Proposed is a reduction in parking rates for the subject lands from the current standards in the Highland Creek Zoning By-law No. 10827 and City-wide By-law 569-2013, to rates that the parking study suggests better reflect parking usage and demand at UTSC. The proposed parking rates for residential and non-residential uses are lower than the recently introduced standards in City-wide Zoning By-law No. 569-2013. UTSC proposes the following:

**Proposed New Parking Rates**

<table>
<thead>
<tr>
<th>Use</th>
<th>Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential</td>
<td>0.2 spaces/100m²</td>
</tr>
<tr>
<td>Non-residential</td>
<td>1.4 spaces/100m²</td>
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</tbody>
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**Highland Creek By-law No. 10827**

<table>
<thead>
<tr>
<th>Use</th>
<th>Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>Student Residences</td>
<td>0.75 spaces/100m²</td>
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<tr>
<td></td>
<td>(As varied by the Committee of Adjustment, application No. A080/03SC)</td>
</tr>
<tr>
<td>Institutional</td>
<td>2.15 spaces/100m²</td>
</tr>
</tbody>
</table>

**City-wide Zoning By-law 569-2013**

<table>
<thead>
<tr>
<th>Use</th>
<th>Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>Student Residences</td>
<td>0.75 spaces/100m² (variance rate would still apply)</td>
</tr>
<tr>
<td>Post Secondary School</td>
<td>2.0 spaces/100m²</td>
</tr>
</tbody>
</table>

The application does not seek changes to the required parking rates for the Toronto Pan Am Sports Centre facility which were implemented in 2011. Parking rates for that facility require a minimum rate of 2.5 parking spaces per 100 m² of gross floor area, with a minimum of 1.5 parking spaces per 100 m² of gross floor area provided on the subject lands and a minimum of 1.0 parking spaces per 100 m² of gross floor area provided off-site within the lands regulated by Exception 26. (c) of the Highland Creek Community Zoning By-law, provided all such off-site parking spaces are located north of Ellesmere Road and may be used on a shared use basis as set out in Exception 26.

The application also seeks to establish a minimum bicycle parking standard for the subject lands that is lower than the post secondary school bicycle parking standards in Zoning By-law 569-2013. The proposal seeks to implement the standard contained in the Toronto Green Standard, which is 0.15 long-term and 0.13 short-term bicycle parking spaces be provided per 100 m² of gross floor area.
Site and Surrounding Area

UTSC is located immediately east of Morningside Avenue, with two distinct campus areas north and south of Ellesmere Road. The north campus consists of 41 hectares of vacant land, surface parking lots, and two recently constructed institutional buildings. It also includes the site of the new Toronto Pan Am Sports Centre facility. The developed part of the south campus is 20 hectares in size and contains the majority of existing university buildings. The south campus also includes 65 hectares of ravine lands surrounding Highland Creek. The ravine lands are not included in this rezoning application. Military Trail, a major street, forms the east edge of the south campus and runs on a diagonal through the north campus lands. Immediately north of the campus is the City municipal works yard, a covered former landfill site and Highway 401.

Adjacent land uses include:

**North:** City of Toronto Morningside Yard, Highway 401.

**East:** Low-rise residential neighbourhoods.

**West:** West of Morningside Avenue and north of Ellesmere Road are Apartment buildings, 3-4 storey townhouses and 2-storey detached residential dwellings. West of the south campus are ravine lands surrounding Highland Creek.

**South:** Low-rise residential neighbourhoods.

Provincial Policy Statement and Provincial Plans

The Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development. The PPS sets the policy foundation for regulating the development and use of land. The key objectives include: building strong communities; wise use and management of resources; and protecting public health and safety. City Council’s planning decisions are required to be consistent with the PPS.

The Growth Plan for the Greater Golden Horseshoe provides a framework for managing growth in the Greater Golden Horseshoe including: directions for where and how to grow; the provision of infrastructure to support growth; and protecting natural systems and cultivating a culture of conservation. City Council’s planning decisions are required to conform, or not conflict, with the Growth Plan for the Greater Golden Horseshoe.

Staff will review the proposed parking rates for consistency with the PPS and for conformity with the Growth Plan for the Greater Golden Horseshoe.

Official Plan

The majority of the subject lands are designated *Institutional Areas* within the Official Plan. These areas are made up of major educational, health and governmental uses with their ancillary uses, cultural, parks and recreational, religious, commercial and institutional residence facilities.
The site of the new Toronto Pan Am Sports Centre facility on the north campus is designated *Parks and Open Space Areas- Parks*, which permits recreational and cultural facilities, conservation projects, cemetery facilities, public transit and essential public works and utilities.

East of the Pan Am Aquatics site and immediately north of Chartway Boulevard is a UTSC-owned rectangular parcel designated *Neighbourhoods*. This low-rise residential designation permits a variety of residential uses in lower scale buildings such as detached houses and semi-detached houses.

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

The subject lands are also part of the Highland Creek Community Secondary Plan. The north campus is identified as being part of Area “A” on Map 2-1 Urban Structure Plan, of the Secondary Plan. Area “A” policies are contained in Section 1.5 of the Secondary Plan and specify that lands within this area are within the potential influence of the former landfill site. As such, the construction of any buildings, structures, services and hard surface paving will only be permitted pending completion of engineering studies examining gas, leachate, and hydrogeology among other environmental issues.

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

**Zoning**

The zoning of UTSC reflects the diverse character of the over 120-hectare campus. Below is a summary of the zoning that applies to each part of the campus:

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

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

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

Portions of the campus zoned Institutional (I) are subject to Exception No. 26, which exempts the lands from the requirement that parking spaces shall be located on the same parcel as the use they serve, and specifies an overall parking rate of 2.15 spaces per 100 square metres of gross floor area for the UTSC as a whole. Minor Variance decision A80/03SC reduced this standard for student residences to 0.75 spaces per 100 square metres. Exception No. 21 applies to the developed portion of the south campus and the area of the north campus west of Military Trail and permits "marketplace signs" in addition to any other permitted uses.

In addition, much of the north campus lands zoned Institutional (I) are subject to Exception No. 29, which limits the type of uses permitted prior to the lifting of the Holding Provision (H). The restricted list of uses includes surface parking lots and recreational uses, including outdoor playing fields.

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

**Ravine lands (south portion of the south campus)**
The ravine lands are zoned Major Open Spaces (O) in the Highland Creek Zoning By-law, as amended, which are characterized as areas with topographic or physical constraints on buildings and new development. Public recreational uses and accessory uses are permitted, however. The portion of the campus lands south of Highland Creek is also subject to the West Hill Community Zoning By-law 10327, as amended, which also identifies it as Major Open Spaces (O). In the City-wide Zoning By-law 569-2013, both of the above described areas are zoned Open Space-Natural Zone (ON), which permits agricultural uses, parks, ambulance depots, fire halls, police stations, public utilities and transportation uses.
Site Plan Control
The lands are subject to Site Plan Control, however given that no new development is proposed, the applicant is not required to submit an application for Site Plan Approval.

Reasons for the Application
The UTSC campus currently has a parking supply of 2,865 spaces, of which 2,512 are located on surface parking lots on the north campus across Ellesmere Road. The remaining 353 parking spaces are located on the south campus. With the construction of the new Environmental Sciences and Chemistry building, UTSC is approaching non-compliance with the existing parking standards. A reduced parking standard is sought to facilitate further re-development of the campus and to better reflect existing usage and demand.

COMMENTS

Application Submission
The following reports/studies were submitted with the application:

- Parking Considerations Study

City staff are reviewing the application for completeness.

Issues to be Resolved
The application has been circulated to other City divisions for comments. The following preliminary issues have been identified by Planning Staff:

- Whether the application is premature in the absence of a detailed planning framework to implement the master plan for the campus redevelopment;
- Appropriateness of applying only two required parking rates to a future urbanized mixed-use campus, instead of a wider range of parking rates based on the new parking standards in City-wide By-law 569-2013;
- Adequacy of proposed parking rates relative to new parking standards for Post-Secondary uses in City-wide By-law 569-2013; and
- Effectiveness of proposed Transportation Demand Management strategy.
Additional issues may be identified through the review of the application, agency comments and the community consultation process.

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SIGNATURE

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Community Planning, Scarborough District

ATTACHMENTS
Attachment 1: Zoning