

## **1050 Military Trail – Zoning Amendment – Decision Report – Approval**

Date: June 6, 2023

To: Scarborough Community Council

From: Acting Director, Community Planning, Scarborough District

Ward: 25 - Scarborough Rouge Park

**Planning Application Number:** 23 140607 ESC 25 OZ

**Related Applications:** 16 209876 ESC 44 OZ (UTSC Secondary Plan)

### **SUMMARY**

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This application proposes to amend the Zoning By-law to permit the development of a temporary surface parking lot containing 253 parking spaces on the University of Toronto Scarborough Campus (UTSC) at 1050 Military Trail.

This temporary lot will consist of parking spaces largely used by visitors to the Toronto Pan Am Sports Centre (TPASC) that are being displaced during the construction of the Scarborough Academy of Medicine and Integrated Health (SAMIH). A proposed and approved parking structure, to be built by UTSC on adjacent lands, will be the permanent home for these spaces once constructed.

Staff find the proposal to be consistent with the PPS and conforms with the Growth Plan as implemented by the policies of the Official Plan. The subject application will ensure that the University can continue providing vehicular access to the TPASC, a critical community facility and resource. As an interim use, the subject proposal will also support the incremental growth and evolution of the north campus by allowing for the construction of the landmark SAMIH project in accordance with the University's long-term vision articulated in the draft UTSC Secondary Plan.

This report reviews and recommends approval of the subject application.

### **RECOMMENDATIONS**

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The City Planning Division recommends that:

1. City Council amend the former City of Scarborough Highland Creek Community Zoning By-law 10827 for the lands at 1050 Military Trail substantially in accordance with the draft Zoning By-law Amendment attached as Attachment 5 to this report.

2. City Council authorizes the City Solicitor to make such stylistic and technical changes to the draft Zoning By-law Amendment as may be required.

## **FINANCIAL IMPACT**

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The City Planning Division confirms that there are no financial implications resulting from the recommendations included in this report in the current budget year or in future years.

## **DECISION HISTORY**

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### **UTSC Secondary Plan**

In September 2016, the University of Toronto Scarborough Campus submitted an Official Plan Amendment application to establish a new Secondary Plan for its campus lands. The effect of the proposed Official Plan Amendment would be the removal of the lands from the Highland Creek Community Secondary Plan, and the creation of a new standalone Secondary Plan to establish the policies that would guide development of the campus. A preliminary report was considered by Scarborough Community Council on October 17, 2017 and can be viewed here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.SC25.7>

### **Current Application**

A pre-application consultation meeting was held for the subject proposal on December 15, 2022. The current application was submitted May 1, 2023 and deemed complete on May 4, 2023. Community Consultation activities took place on January 23, 2023 in conjunction with the proposed SAMIH proposal.

## **THE SITE**

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**Description:** The subject site is located on the north campus of the University of Toronto Scarborough on the lands known as the 'Morningside Athletics Field'. The lands currently operate as a recreational field for the University. Located to the immediate east of the Toronto Pan Am Sports Centre, the subject site fronts onto Pan Am Drive (a private street) and is 7,422 square metres in size.

## **THE APPLICATION**

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### **Description**

The proposal is for a temporary surface parking lot on the University of Toronto Scarborough Campus. The proposed parking lot will occupy an area of 7,422 square

metres and contain 253 parking spaces, of which 13 will be accessible. The accessible spaces will be paved with asphalt and the remainder of the lot will be comprised of crushed asphalt or a similar material. The parking lot will be enclosed by a chain-link fence and will include soft landscaping in the form of a bioswale along the boundaries of the parking lot.

The lot is intended to be temporary and is anticipated to be operational until early 2026, while waiting for the construction of the University's Retail and Parking Commons to be completed. Once completed, the temporary parking lot will be decommissioned, and the lands are proposed to be resodded and reincorporated into the Morningside Athletic Fields.

### **Additional Information**

See Attachments 1, 2 and 6 of this report for the Application Data Sheet, Location Map, and Site Plan for the proposal. Detailed project information including all plans and reports submitted as part of the application can be found on the City's Application Information Centre at: [www.toronto.ca/1050MilitaryTrl](http://www.toronto.ca/1050MilitaryTrl)

### **Reasons for Application**

Subject to Council approval, the Scarborough of Academy of Medicine and Integrated Health (SAMIH) is proposed to be constructed on portions of the existing Toronto Pan Am Sports Centre (TPASC) south parking lot. The existing south TPASC parking lot currently contains 249 parking spaces. Once construction is initiated on the SAMIH, the 249 parking spaces will be displaced. As such, the subject proposal is necessary in order to ensure adequate parking supply for the TPASC during the construction of the SAMIH proposal and to ensure that the TPASC site is in compliance with the applicable site specific Zoning By-law.

The SAMIH proposal is considered an institutionally and economically significant project for the University of Toronto Scarborough Campus and includes provincial funding to support its construction. The subject proposal is required to ensure that the University's phasing plans and construction timelines for the SAMIH can be met.

The subject proposal seeks to amend the Highland Creek Community By-law No. 10827 and rezone the subject lands from Single Family Residential to Institutional (I), to permit the construction of a parking lot which is a permissible use within the Institutional zone.

## **POLICY CONSIDERATIONS**

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**Provincial Land-Use Policies:** All decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the Provincial Policy Statement (PPS), and shall conform to provincial plans.

**Official Plan Designation:** The land use designation for the site is *Institutional Areas* as per Map 22 of the Official Plan. See Attachment 3 of this report for the Official Plan's Land Use Map. *Institutional Areas* are areas made up of major educational, health and governmental uses.

**Highland Creek Secondary Plan:** The subject site is located within the Highland Creek Secondary Plan, and partially located within the University of Toronto Scarborough Campus area as identified on Map 2-1. The Highland Creek Secondary Plan mainly provides direction on the way the adjacent lands designated Neighbourhoods are intended to develop. The Plan does not provide direction on the University campus lands and the management of growth on these lands.

**Draft UTSC Secondary Plan:** The University has proposed a new Secondary Plan for the campus and is intended to guide the growth of a compact, integrated, connected and green campus to support a long-term projected future population of approximately 35,000 students and 2,500 faculty and staff. The draft Secondary Plan is currently under review by City Staff.

**Zoning:** The subject site is regulated by the former City of Scarborough Highland Creek Community Zoning By-law 10827, as amended. Under Zoning By-law 10827, the site is zoned Single Family Residential with Exception 18. Exception 18 permits gravel pit operations. The Single Family Residential Zone permits correctional group homes, group homes and single-family dwellings. Parking lots are not currently permitted in the Single Family Residential Zone.

The lands are not part of the City-wide Zoning By-law No. 569-2013, and it is not currently recommended to bring these lands into this By-law. A comprehensive approach to bring the entirety of the UTSC land holdings into the City-wide Zoning Bylaw is being contemplated to occur at a later date.

**Toronto Green Standard (TGS):** Due to the temporary nature of the surface parking lot, the Toronto Green Standard has been deemed not applicable to the subject proposal. While the TGS tree planting requirements will not be applied to the subject proposal, a proposed bioswale and soft landscaped area on the boundaries of the parking lot will assist with stormwater management practices and reducing the impacts of the hard surfaces.

**Site Plan Control:** The application is subject to Site Plan Control. A Site Plan Control application has not been submitted.

## **COMMUNITY CONSULTATION**

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**Community Consultation Meeting:** A virtual Community Consultation Meeting to consult with area residents on the proposed rezoning of the subject site was held on January 23, 2023 from 6:00 - 7:30 PM on the City's WebEx platform. The meeting was attended by the Ward Councillor, the applicant team, City Planning staff and approximately 15 members of the public. City staff provided an overview of the policy context and the University presented the proposal, after which questions were asked of staff and the University. Staff and the University provided responses to the questions and clarified next steps for the proposal.

**Statutory Public Meeting Comments:** In making their decision with regard to this application, Council members will have had an opportunity to view the oral submissions

made at the statutory public meeting held by the Scarborough Community Council for this application, as these submissions are broadcast live over the internet and recorded for review.

## COMMENTS

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### Provincial Framework

Staff's review of this application has had regard for the relevant matters of provincial interest set out in the *Planning Act*. Staff have reviewed the current proposal for consistency with the Provincial Policy Statement, and conformity with the Growth Plan. Staff find the proposal to be consistent with the PPS and to be in conformity with the Growth Plan.

### Land Use

The proposed temporary surface parking lot has been determined to conform with the Official Plan. Rezoning the site from Single Family Residential to Institutional will improve zoning consistency with the adjacent UTSC lands that are already zoned Institutional and will appropriately reflect the subject site's *Institutional Areas* Land Use designation within the Official Plan.

The proposed parking lot will support the day to day operations of the University by ensuring that the Toronto Pan Am Sports Centre continues to operate with an adequate parking supply. The temporary parking lot will also provide the ability for the University to expand and build out other institutional uses on the north campus, namely the Scarborough Academy of Medicine and Integrated Health (SAMIH). The SAMIH proposal is one of the major projects on the evolving north campus and will set the stage for the build out of the future campus as provided for by the *Institutional Areas* designation.

In accordance with applicable Official Plan policies, Planning staff are of the opinion that the proposed temporary lot represents an appropriate use within the *Institutional Areas* land use designation. The application proposes to apply Exception 26 to the lands from Schedule C of the Highland Creek Zoning By-law. This Exception applies to a large portion of the Institutional zoned lands on the UTSC North Campus and permits 'parking'. A Holding Provision is also proposed in conjunction with the Institutional uses and should only be removed in whole or in part by an amending by-law when the following studies have been deemed acceptable:

- A Functional Servicing Report
- A Stormwater Management Report
- A Soil Gas Assessment

The full range of Institutional (I) Zone uses are not permitted, until these studies have been undertaken, to the satisfaction of Council.

As detailed in the Official Plan, *Institutional Areas* are to encourage intensification of development sites on institutional lands and accommodate planned growth (Policy 4.8.5). Moreover, these institutional lands are to advance research and create new enterprises (Policy 3.5.1.10).

The proposed parking lot will play a key interim role in the expansion of the campus by continuing to supply parking to the users of TPASC while permanent facilities (SAMIH and the University Retail and Parking Commons) are constructed. Although triggered by a temporary use, rezoning the site from Single Family Residential to Institutional, subject to holding provisions, provides the zoning consistency that will be another step in the build out of the north campus, allowing the University to serve a broader regional population in accordance with Policy 4.8.3 of the Official Plan.

While the interim condition for the subject lands is a temporary parking lot, the rezoning will enable the full scope of permissible uses within the Institutional (I) Use zone. The range of uses available in the Institutional zone would become available to the subject lands once the appropriate studies have been submitted and reviewed in order to lift the applicable Holding Provision as detailed in the proposed Zoning By-law amendment. To reflect the institutional nature of the UTSC north campus and the importance of the area as a land for institutional uses, staff are supportive of the site being rezoned.

### **Public Realm**

The proposal conforms with the applicable public realm policies of the Official Plan. Due to the temporary nature of the parking lot, staff have worked to ensure that appropriate pedestrian infrastructure and soft landscaping have been provided and are working to enhance pedestrian connectivity between TPASC and the proposed parking lot. Taken together these elements contribute to a public realm that is reasonable considering the interim nature of the lot and is consistent with and meets the intent of the Official Plan.

### **Traffic Impact, Access, Parking**

The purpose of the proposed development is to ensure that sufficient parking supply is provided for the TPASC while the proposed SAMIH is constructed on the south parking lot. A Transportation Impact Study was submitted containing a study of the parking requirements for the TPASC and a pedestrian crossover analysis.

Vehicular parking requirements for the TPASC are governed by Zoning By-law 781-2011, requiring a total of 434 parking spaces "on-site" to service the TPASC. The existing supply of parking between the north and south lot is 434 on-site parking spaces. A total of 249 parking spaces will be removed as a result of the construction for the SAMIH building.

The subject proposal will totally replace the south lot with 253 parking spaces, including 13 accessible parking spaces, maintaining the collective amount of on-site and off-site spaces required for TPASC (draft UTSC Master Plan Policy 5.3.2.). Since the subject proposal exists outside the zoning boundary (781-2011) for the TPASC, the provision of parking will be considered "off-site" as detailed in a separate draft Zoning By-law amendment put forward for the SAMIH proposal (22 152202 ESC 25 OZ).

As part of the development application, pedestrian improvements will be undertaken to enhance the pedestrian environment and safety, including: a newly implemented pedestrian crosswalk, enhanced pavement markings and signage, paved accessible parking spaces and internal sidewalk, and a curb cut improvement on the western side of Pan Am Drive. This conforms with Official Plan Policy 3.1.1.27 regarding pedestrian safety. A section of the Pan Am Drive to the south of the proposed crosswalk will be closed during construction of the SAMIH further limiting the amount of interaction between pedestrians and vehicles.

Transportation Services staff have reviewed the Transportation Impact Study and accepted its conclusions and suggested improvements. Further pedestrian improvements may be considered during the Site Plan review process.

### **Servicing**

The applicant has submitted a Stormwater Management Report, Civil and Utilities plans, all in support of the subject application. Engineering and Construction Services (ECS) staff have reviewed the findings of these reports and have accepted the conclusions in support of the Zoning By-law amendment application.

### **Soil Gas Assessment**

In accordance with Official Plan Policy 3.4.23., proposed development sites on or within 500 metres (or within a previously determined area of influence) of a known or suspected closed (former) municipal landfill, require appropriate studies to ensure that development can take place safely. As such, a methane gas study, including subsurface investigation, is required to assess and identify the potential adverse impacts, and identify and implement any measures required to remediate or mitigate the possible presence of methane.

The study provided by the University proposes a monitoring program as part of the Soil Gas Assessment program to enable the development of the lot. The program consists of installing four soil gas probes, completing 12 monitoring events over 2023 to 2025 and summarizing the findings for the City. Data will be assessed as it becomes available, and should a trigger condition be identified, management and contingency measures will be implemented. After the parking lot is decommissioned, the soil gas monitoring program will conclude. Solid Waste Management staff have reviewed the Soil Gas Assessment provided by the University (dated April 28, 2023) and have found that the gas monitoring, trigger, and contingency plan are acceptable.

It should be noted that the soil gas program applies only to the construction of a temporary surface parking lot on the subject site and does not extend to other forms of development. A separate Soil Gas Assessment would be required to lift the proposed Holding Provision in order to authorize any other proposed uses.

## **Draft UTSC Secondary Plan**

While still under review, City Planning staff have reviewed the proposal against the draft UTSC Secondary Plan and have determined the proposal conforms with it. As an interim use, the subject proposal will also support the incremental growth and evolution of the north campus, allowing for the construction of a landmark project known as the SAMIH in accordance with the University's long-term vision articulated in the draft Secondary Plan.

As an ancillary use to the TPASC facility, the proposal will ensure that the TPASC site can continue providing vehicular access to the facility, supporting the University's institutional role, and providing flexibility for growth and change by permitting a range of ancillary uses (2.2.1.f).

Moreover, the rezoning will bring the lands into conformity with the vast majority of the draft Secondary Plan area, redesignating the lands Institutional, which is consistent with the Secondary Plan's overall vision for the north campus. A Holding Provision will apply and enable future flexibility, should the University redevelop those lands in accordance with the Institutional zone, subject to the lifting of the Holding Provision as detailed above.

## **Highland Creek Secondary Plan**

City Planning staff have reviewed the application against the policies of the Highland Creek Community Secondary Plan and have determined that there is no conflict.

## **Holding Provision**

A Holding Provision (H) is proposed as part of the Zoning By-law amendment in conjunction with the Institutional (I) Zone to ensure that appropriate assessments, studies and reports are completed for the subject site prior to Institutional uses being permitted. Parking lots and recreational uses are proposed to be permitted prior to the removal of the Holding Provision as is the case elsewhere on north campus where this zone category exists under Exception 26. To lift the Holding Provision, a Functional Servicing Report, Stormwater Management Report and Soil Gas Assessment must be submitted, reviewed and have the support of Council.



## **Conclusion**

The proposal has been reviewed against the policies of the PPS (2020), the Growth Plan (2020), and the Official Plan. Staff are of the opinion that the proposal is consistent with the PPS (2020) and conforms with the Growth Plan (2020). Furthermore, the proposal is in keeping with the intent of the Official Plan, particularly as it relates to the draft UTSC Secondary Plan and supporting the growth and evolution of the City's *Institutional Areas*. As an interim use, the subject proposal will also support the incremental growth and evolution of the north campus, allowing for the construction of a landmark project known as the SAMIH in accordance with the University's long-term vision articulated in the draft Secondary Plan. Staff recommend that Council support approval of the application.

## **CONTACT**

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Samuel Baron, Senior Planner, Community Planning, Scarborough District, Tel. No. (416) 392-4582, E-mail: Samuel.Baron@toronto.ca

## **SIGNATURE**

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Renrick Ashby, Acting Director  
Community Planning, Scarborough District

## **ATTACHMENTS**

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### **City of Toronto Data/Drawings**

- Attachment 1: Application Data Sheet
- Attachment 2: Location Map
- Attachment 3: Official Plan Land Use Map
- Attachment 4: Existing Zoning By-law Map
- Attachment 5: Draft Zoning By-law Amendment

### **Applicant Submitted Drawings**

- Attachment 6: Simplified Site Plan

## Attachment 1: Application Data Sheet

### APPLICATION DATA SHEET

Municipal Address: 1050 MILITARY TRL Date Received: May 2, 2023

Application Number: 23 140607 ESC 25 OZ

Application Type: Rezoning

Project Description: Zoning By-law Amendment for a proposed 7,422 m<sup>2</sup> temporary surface parking lot.

Applicant	Agent	Architect	Owner
THE GOVERNING COUNCIL OF THE UNIVERSITY OF TORONTO			THE GOVERNING COUNCIL OF THE UNIVERSITY OF TORONTO

### EXISTING PLANNING CONTROLS

Official Plan Designation: Institutional Areas Site Specific Provision:

Zoning: Heritage Designation:

Height Limit (m): Site Plan Control Area:

### PROJECT INFORMATION

Site Area (sq m): 10,096 Frontage (m): 68 Depth (m): 123

Building Data	Existing	Retained	Proposed	Total
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Ground Floor Area (sq m):

Residential GFA (sq m):

Non-Residential GFA (sq m):

Total GFA (sq m):

Height - Storeys:

Height - Metres:

Lot Coverage Ratio (%): 0 Floor Space Index: 0

Floor Area Breakdown Above Grade (sq m) Below Grade (sq m)

Residential GFA:

Retail GFA:  
 Office GFA:  
 Industrial GFA:  
 Institutional/Other GFA:

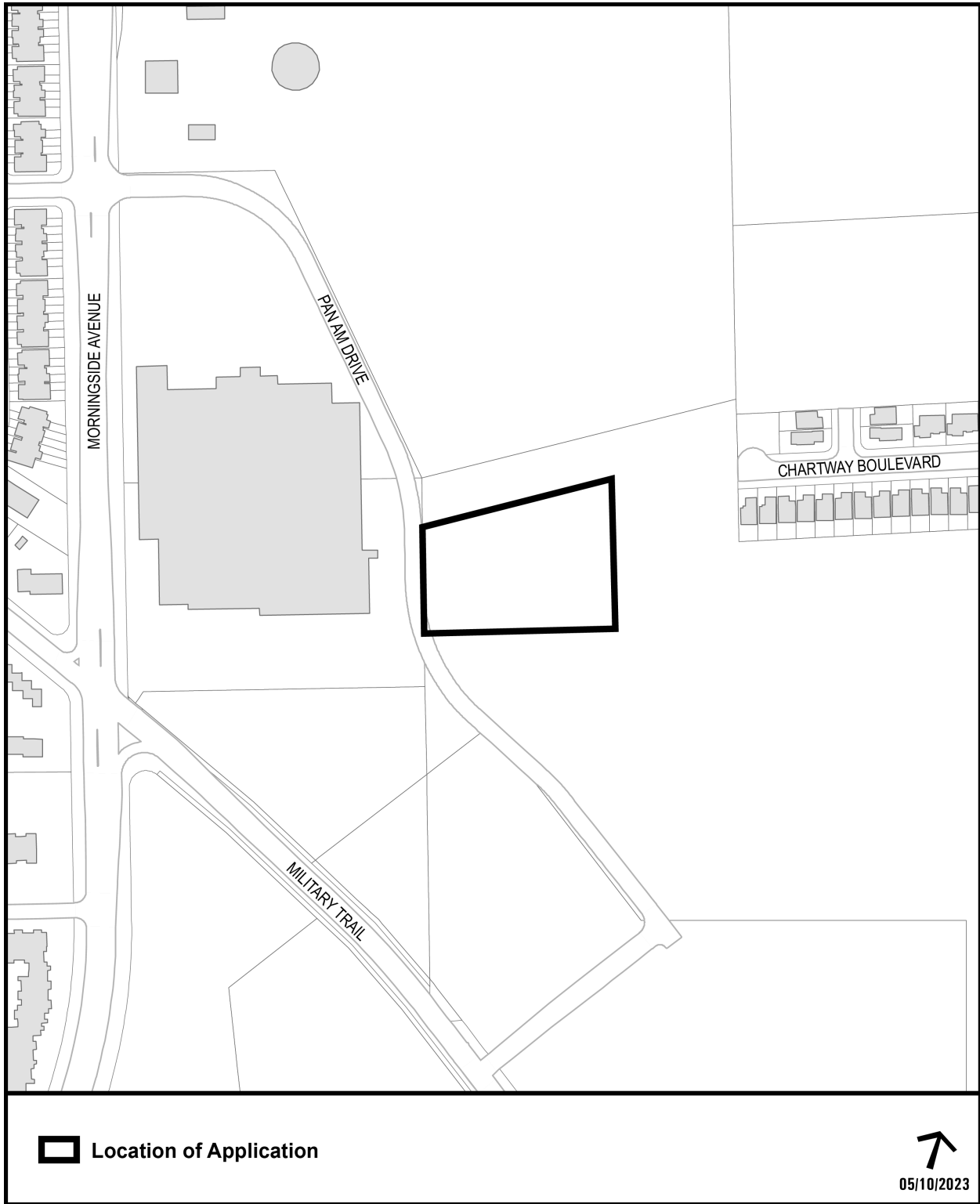
Residential Units by Tenure	Existing	Retained	Proposed	Total
Rental:				
Freehold:				
Condominium:				
Other:				
Total Units:				

Total Residential Units by Size					
	Rooms	Bachelor	1 Bedroom	2 Bedroom	3+ Bedroom
Retained:					
Proposed:					
Total Units:					

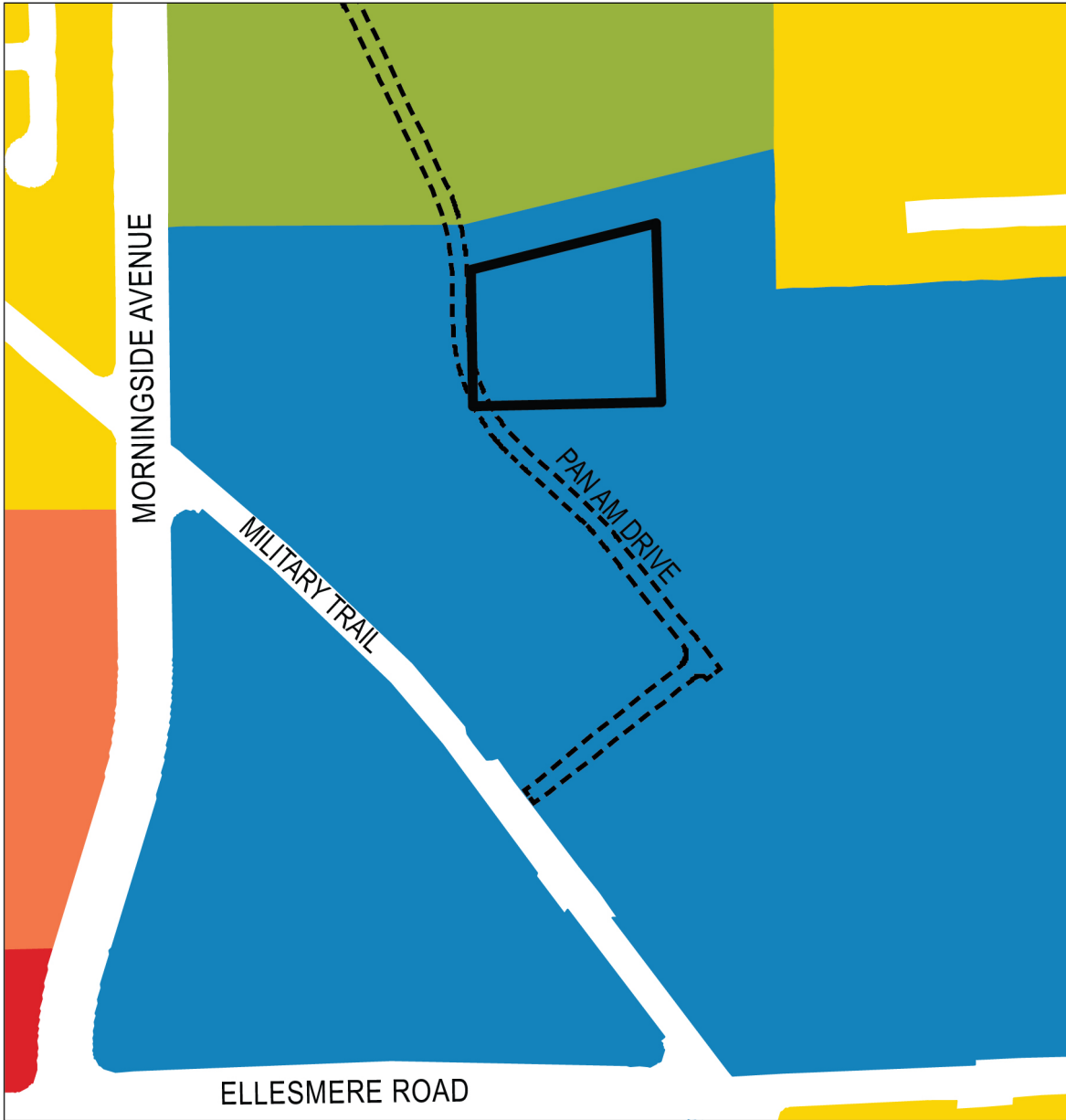
Parking and Loading			
Parking Spaces:	253	Bicycle Parking Spaces:	Loading Docks:

CONTACT:  
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 (416) 392-4582  
 Samuel.Baron@toronto.ca

## Attachment 2: Location Map



# Attachment 3: Official Plan Land Use Map



1050 Military Trail

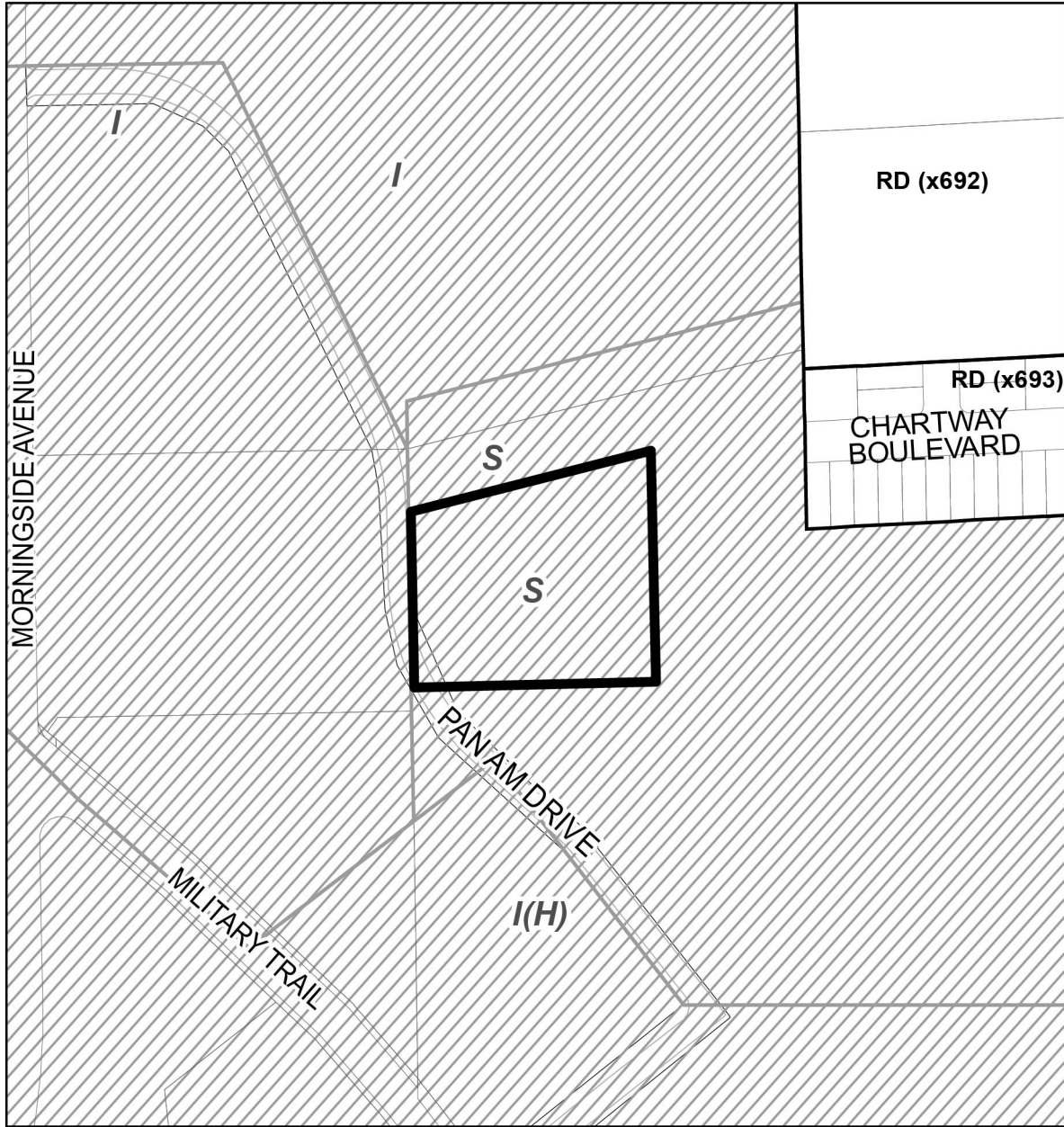
## Official Plan Land Use Map #22

File # 23 140607 ESC 25 0Z

- |  |   |   |
|--|---|---|
|  Location of Application  |  Mixed Use Areas     |  Roads not currently shown on Land Use Map |
|  Neighbourhoods           |  Parks               |   |
|  Apartment Neighbourhoods |  Institutional Areas |   |

  
Not to Scale  
05/12/2023

# Attachment 4: Existing Zoning By-law Map





**Zoning By-law 569-2013**

**1050 Military Trail**

File # 23 140607 ESC 25 02

 Location of Application  
**RD** Residential Detached

 See Former City of Scarborough Highland Creek Community By-law No. 10827  
**S** Single-Family Residential  
**I** Institutional Uses

  
 Not to Scale  
 Extracted: 05/11/2023

## Attachment 5: Draft Zoning By-law Amendment

### CITY OF TORONTO BY-LAW No. X-2023

#### To amend former City of Scarborough Highland Creek Community Zoning By-law No. 10827, as amended, with respect to a portion of the lands municipally known as 1050 Military Trail

WHEREAS authority is given to Council by Section 34 and Section 36 of the *Planning Act*, R.S.O. 1990, c.P. 13, as amended, to pass this By-law; and

WHEREAS Council of the City of Toronto has provided adequate information to the public and has held at least one public meeting in accordance with the *Planning Act*.

The Council of the City of Toronto enacts:

1. **Schedule "A", HIGHLAND CREEK COMMUNITY ZONING BY-LAW MAP** is amended by deleting the current zoning and replacing it with the following zoning for the lands identified on Schedule '1' to this By-law:

#### I(H)

2. **Schedule "C", EXCEPTIONS MAP**, is amended by adding Exceptions 26 and X to the lands identified on Schedule '2' to this By-law.

3. **Schedule "C", EXCEPTIONS LIST**, is amended by adding the following Exception X:

X. On those lands identified as Exception X on the accompanying Schedule "C" map, the following provisions shall apply, provided that all other provisions of the By-law, as amended, not inconsistent with this Exception, shall continue to apply:

X. 1 Only the following uses are permitted prior to the removal of the Holding Provision (H):

- Parking Lots
- Recreational Uses

X. 2 The Holding Provisions (H) used in conjunction with the Institutional Uses (I) Zone shall be removed in whole or in part by amending By-law, when:

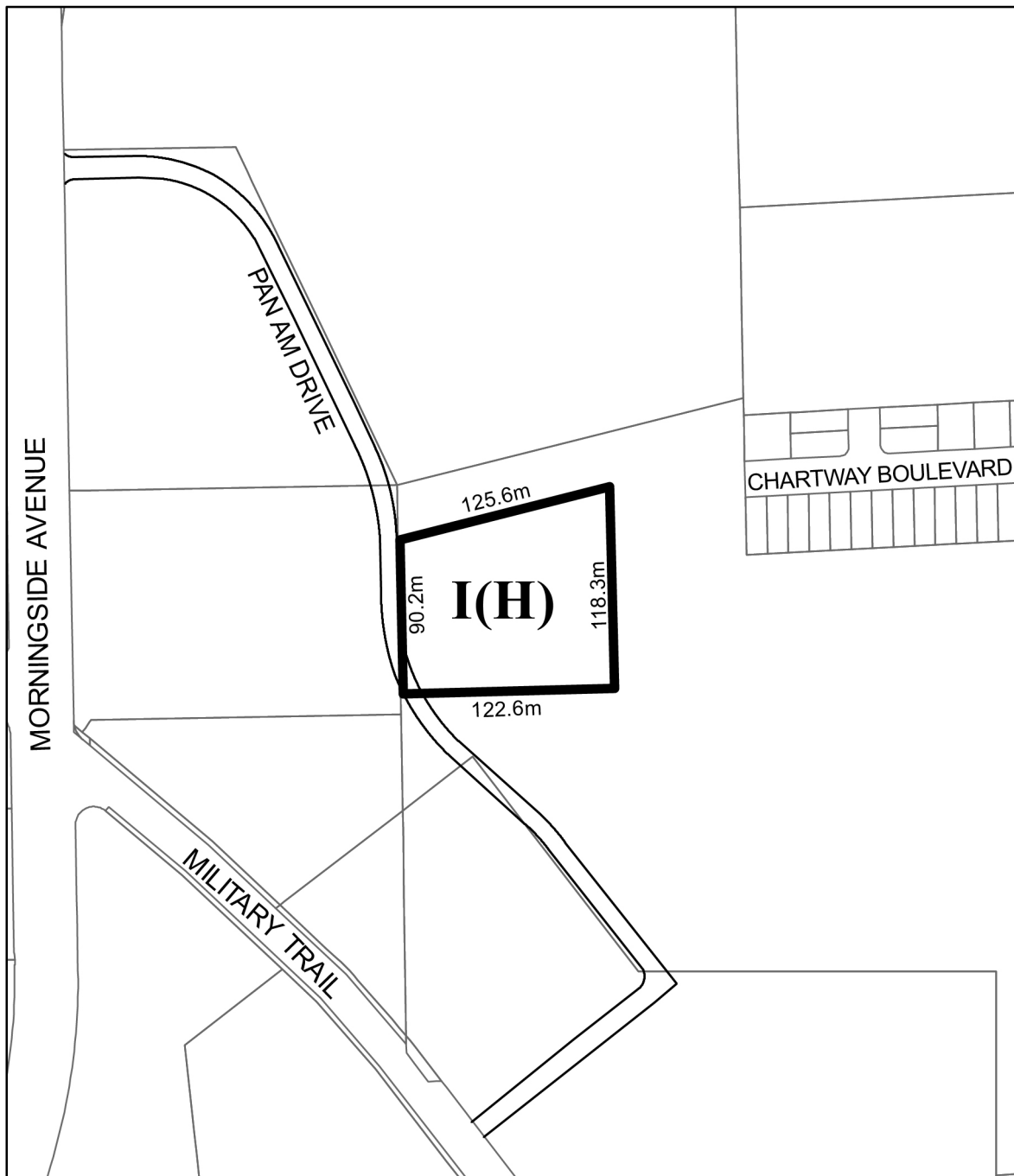
- i) A Functional Servicing Report has been provided to the satisfaction of the Chief Engineer and Executive Director, Engineering and Construction Services;
- ii) A Stormwater Management Report has been provided to the satisfaction of the Chief Engineer and Executive Director, Engineering and Construction Services; and,
- iii) A Soil Gas Assessment has been provided to the satisfaction of the Chief Engineer and Executive Director, Engineering and Construction Services.

Enacted and passed on X, 2023

Frances Nunziata,  
Speaker  
(Seal of the City)

John Elvidge,  
City Clerk



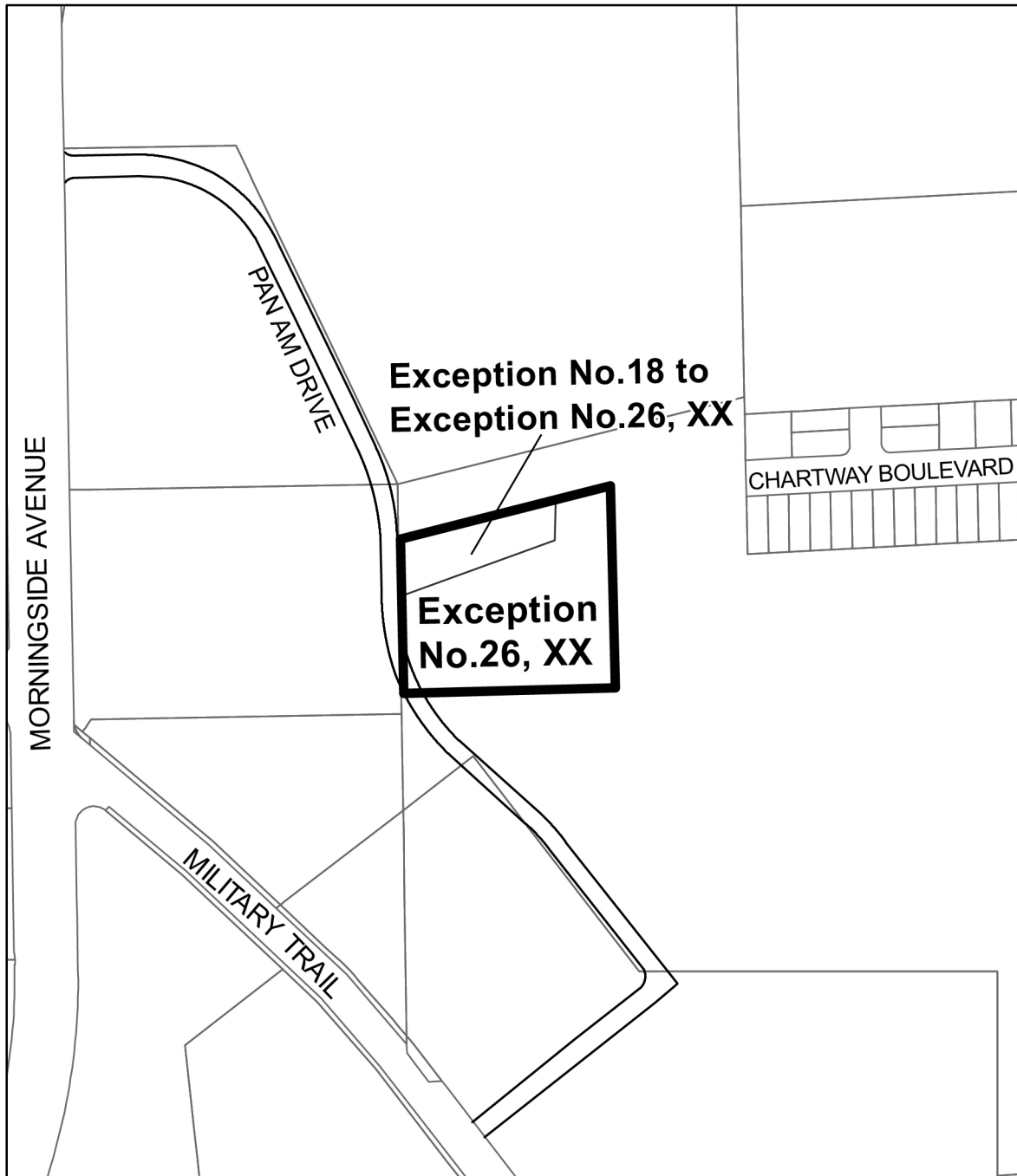


 **TORONTO**  
Schedule 1

**1050 Military Trail**

File # 23 140607 ESC 25 OZ

↑  
Highland Creek Community By-law No.10827  
Not to Scale  
05/12/2023



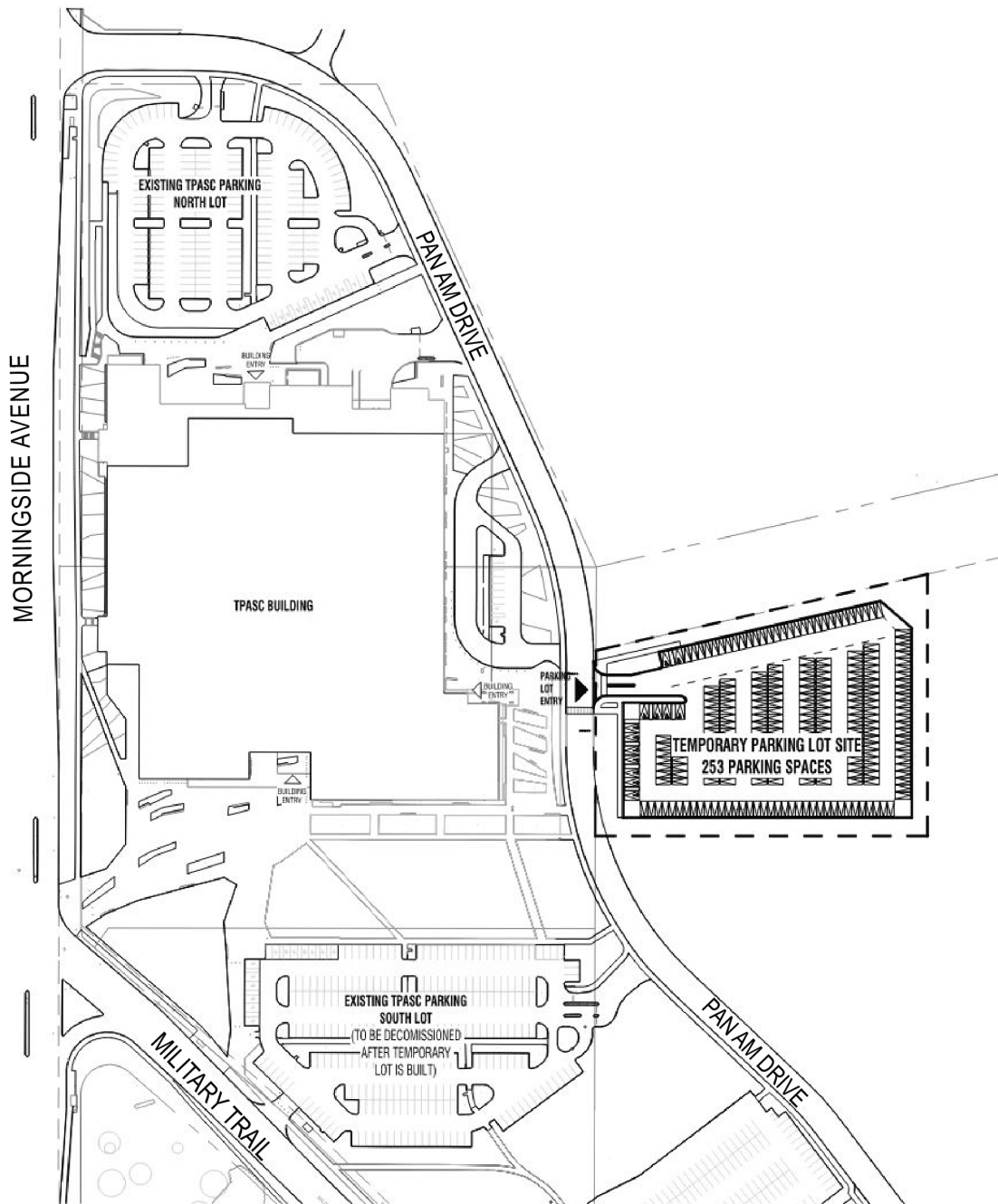
**Toronto**  
Schedule 2

1050 Military Trail

File # 23 140607 ESC 25 02

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Highland Creek Community By-law No.10827  
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05/12/2023

# Attachment 6: Simplified Site Plan



Site Plan

