



University of Toronto TORONTO ONTARIO M5S 1A1

(OFFICE OF THE VICE-PROVOST, SPACE AND FACILITIES PLANNING)

TO: University Affairs Board

SPONSOR: Ron Venter, Vice-Provost, Space and Facilities Planning

CONTACT INFO: 416-978-5515; ron.venter@utoronto.ca

DATE: January 6, 2003 for January 21, 2003

AGENDA ITEM: #3

ITEM IDENTIFICATION:

Project Committee Report for Expanded and Renovated Outer Parking Facilities at the University of Toronto at Scarborough [UTSC] with reference to the Right-of-Way Improvements required by the City of Toronto.

JURISDICTIONAL INFORMATION:

Campus and Student Services, which include ancillaries (one of which is parking), fall within the responsibility of the University Affairs Board. Under the Policy on Capital Planning and Capital Projects, the Board reviews the Project Planning Report prepared for a capital project that falls within its areas of responsibility and concurs with the recommendation of the Academic Board for approval in principle of the project and advises the Governing Council on the implications of the project.

PREVIOUS ACTION TAKEN:

This project comprises two major components. The first is the need to expand and reconstruct the Outer Parking Facilities on the UTSC campus; the second is to address the various City of Toronto requirements for *Right-of-Way* Improvements, including intersection upgrades at Military Trail and Morningside Road, a traffic signal, sidewalks etc. to accommodate the extra traffic generated as a result of developments at UTSC and the Centennial College facilities constructed on the UTSC campus. These projects are required to be completed by September 2003. Agreements between UTSC and Centennial College have been secured; reference attached letter of December 10th, 2002 from Principal Paul Thompson confirming such arrangements with President R. Johnson of Centennial College.

BACKGROUND:

In March 2001 the University of Toronto submitted to the Province of Ontario a proposal for "Development on the University of Toronto Scarborough Campus". This identified the need for enrolment growth on the campus, in the first instance to meet the needs of the double cohort in 2003-04, and subsequently to support underlying growth in demand for University places in the GTA..

UTSC is primarily a commuter campus and additional enrolment will require additional parking facilities. Part of the Scarborough campus, bordered by Morningside & Ellesmere Roads and Military Trail have been leased to Centennial College for its new campus; an agreement to the lease requires that UTSC provide parking spaces for 1000 cars for Centennial College use. The University of Toronto at Scarborough Master Plan 2001, anticipated all of these needs, and has identified a substantial new area of parking on the Outer Campus of UTSC as well as revisions to the existing parking area.

In association with the rezoning of the site for Centennial College, the City of Toronto required that an appropriate area for projected parking needs for UTSC and Centennial also be rezoned. The area identified for rezoning was consistent with that in the Master Plan. Rezoning was formally approved in December 2001. Since, for the purposes of development approval, the provision of parking is closely tied to construction; it is imperative that the parking be completed by September 2003.

The Parking By-Law for the City of Toronto that applies to the University of Toronto at Scarborough [UTSC] requires 2.15 parking spaces per 100 gross square metres of buildings. Although 1615 parking spaces are required for the existing physical inventory of UTSC, the four new building projects underway on the UTSC campus will increase that requirement to 2155. In addition, the University of Toronto has agreed to lease part of the property at UTSC to Centennial College for a new campus. The Centennial Building, currently under construction, increases the total By-Law requirement to 2626 spaces. UTSC currently (2002) has a total of 1792 parking spaces. [This number will be reduced as the site of the new Management Building is on an existing parking lot.] The proposed Outer Parking Facilities, in combination with the residual spots on the campus' Inner Lots and Centennial's new lot on Morningside will increase the total parking spaces on UTSC lands to 3003. These 3003 spaces exceed the By-Law requirement by 377. A supply and demand analysis by UTSC has determined that with these additional spaces the minimum by-law requirements and the need for parking spaces for both UTSC and Centennial can be met.

Reconstruction of the existing outer lots [1150 spots] is necessary to bring them to City standards for grading, storm water management, etc. as required for Site Planning Approval from the City of Toronto. The first new buildings at UTSC will open in August 2003, and Centennial College is scheduled to open in January 2004. For the purposes of development approval, the provision of parking is closely tied to construction. The City has required a commitment that the expanded parking be completed by September 2003.

To summarize, the total number of parking space planned within the current project is 2399, which translates into \$3,439 per parking spot. For the 1000 spaces planned for Centennial College use the proportionate cost is \$3,439,000. The balance of estimated at \$4,811,000 is to address the UTSC parking requirements.

HIGHLIGHTS:

A SuperBuild Lease Agreement between the UTSC and Centennial College has resulted in a net transfer of \$9,270,000, plus the accrued interest, to UTSC. These funds were in large measure to be directed towards the construction costs of the Academic Resource Centre [ARC] on the UTSC campus. However, other outstanding commitments and or obligations against these funds are also required to be addressed, namely soil remediation, the Outer Parking Facilities and Right-of-Way Improvements [traffic flow] to accommodate the projected enrolment expansion at both UTSC and Centennial College on the UTSC campus etc.

The original plan was to address the cost of the Outer Parking Facilities [estimated at some \$1,500,000] and the Right-of-Way Improvements outside of the planned Lease Agreement. At present, the cost of parking has increased substantially to approximately \$3,439,000 to meet the Centennial College requirement of 1000 parking places only. Additional parking is also required for UTSC growth. A revised parking plan, recommended by UTSC, is for the UTSC Parking Ancillary to construct and operate the entire Outer Parking Facility and to request that Centennial College guarantee the operating income from the required parking spots over the 25 year life of the mortgage required to finance this component of the Outer Parking Facility. Additionally, a commitment for separate funding for the Right-of-Way Improvements has been secured with Centennial College so that the only other obligations on the SuperBuild Lease Agreement, outside of the \$3,439,000 possibly needed to support the outer parking facilities, is for the soil remediation, now estimated at \$280,000 and the due diligence costs [legal etc.] estimated at \$174,000. Deducting these obligatory expenses [parking, soil remediation and due diligence] from the SuperBuild Lease Agreement reduces the funds available to support the ARC to approximately \$5,377,000 [$\$9,270,000 - [\$3,200,000 + \$280,000 + \$174,000]$] plus the interest, estimated at approximately \$1,000,000, for a total of \$6,377,000 that is available and will be directed to support the ARC.

These revisions will reduce the original allocation of \$9,270,000 from the SuperBuild Lease Agreement to the ARC to the \$6,377,000 identified above, a change of \$2,893,000. Fortunately, the cost of the ARC project will come in under budget by an approximately corresponding amount.

Furthermore, as noted below, the cost of the planned Outer Parking Facilities [for Centennial College and UTSC needs] can be mortgaged and carried by the UTSC Parking Ancillary, so that the \$3,439,000 identified previously as an obligatory parking commitment will therefore be redirected to support other needed infrastructure development requirements at UTSC. An allocation of \$1,110,000 of these funds will be used to support the Right-of-Way Improvements at UTSC.

On future directions, it is anticipated that by 2007/08 the University of Toronto at Scarborough will expand enrolment by more than 60 per cent over 2000-01. In addition to the current building program as much as 20,000 gross square metres of academic buildings and 8,000 gross square metres of residences may also be constructed. This will add to the number of parking spaces required by the By-Law and may necessitate the creation of spaces beyond those of this Project. The Scarborough Master Plan has identified where these might be located on both the Inner and the Outer parking areas but no costs for them have been included in this project.

Under the Policy on Capital Planning and Capital Projects, the Project Committee will continue through the implementation phase. The Working Executive of the Project Committee, will comprise the lead User, a Planner and Implementer all of whom have been associated with the project definition since its inception; this membership is:

User:	Kim McLean, Associate Principal & Chief Administrative Officer, UTSC
Planner:	Gail Milgrom, Campus and Facilities Planning, Office of the Vice-Provost, Space & Facilities Planning
Implementer:	Julian Binks, Capital Projects Jim Derenzis, Capital Projects, UTSC

The role of the Working Executive is to ensure the successful completion of the project and to ensure that the user needs and concepts introduced into the Project Planning Report are addressed throughout the

process of the design and implementation that are to be carried out under the direction of the Chief Capital Projects Officer.

FINANCIAL AND/OR PLANNING IMPLICATIONS:

The estimated cost of the total project is \$10,150,000. The Outer Parking Facilities are projected to cost \$8,250,000 with the Right-of-Way Improvements requiring an additional \$1,900,000.

UTSC will construct and operate the Outer Parking Facilities. In return, Centennial College will guarantee the sale of 1250 annual parking permits for a period of 25 years which corresponds to the duration of the mortgage. The cost of the Right-of-Way Improvements are to be shared between Centennial [\$790,000] and UTSC [\$1,110,000] consistent with a supporting schedule of the Centennial lease agreement.

Detailed modeling of the parking facilities within the Financial Services Department has confirmed the feasibility for the Parking Ancillary at UTSC to undertake a mortgage at 8% per for 25 years. The budget model indicates that the parking ancillary can cover the cost of the mortgage for the parking facility as indicated. A summary of this analysis which allows for an external mortgage of \$7,797,953 is provided in the Project Planning Report. Internal contributions from the UTSC Parking Ancillary [\$232,000] and an allocation from the Academic Resource Centre project [\$184,000] will reduce the mortgage required from \$8,213,953 [nominally \$8,250,000] to \$7,797,953.

The annual operating expenses for the outer lots are estimated at \$1.3 million for 2003-04 prices. The Parking Ancillary budget model shows that these costs can be covered through parking revenue.

These recommendations identified below are conditional and require the terms of the Centennial Parking and Right-of-Way arrangements to be provided at the Planning & Budget Committee meeting on January 10th, 2003. Furthermore, any additional one-time upfront capital support to be provided by Centennial College, such as the \$500,000 contribution referenced in the letter of December 10th, 2002 referred to previously, will be directed to the capital cost of the Outer Parking Facilities to specifically reduce the mortgage required for this project.

RECOMMENDATIONS:

- I. The University Affairs Board concur with the recommendation of the Academic Board
 1. THAT the Project Planning Report for the Expanded and Renovated Outer Parking Facilities at the University of Toronto at Scarborough, to allow for the provision of a total of 2399 parking spaces and Right-of-Way Improvements, be approved in principle;
 2. THAT the project cost of \$10,150,000 be approved, with the funding sources for the Outer Parking Facilities and the Right-of-Way Improvements to be as follows:

For the Outer Parking Facilities,

- (i) UTSC Parking Ancillary allocation of \$232,000,
- (ii) Contribution identified within the Academic Resource Centre project of \$184,000,

- (iii) Financing of a mortgage in the amount of \$7,797,953 to be repaid from parking fee revenues over a 25 year amortization period at 8% per annum.

For the Right-of-Way Improvements,

- (iv) Contribution from Centennial College for \$790,000 to support right-of-way improvements consistent with an agreement with Centennial College,
- (v) Contribution from UTSC of \$1,110,000 derived from the funds received from the Centennial College SuperBuild Lease Agreement.

II. The University Affairs Board recommend to the Governing Council:

THAT, to meet the funding requirements of the Outer Parking Facility, approval be given to allow the University of Toronto at Scarborough parking ancillary to increase fees by 25% in each of 2003-04 and 2004-05 and by a minimum of 5% for each of 2005-06, 2006-07, and 2007-08, with the understanding that an increase of a higher percentage may be approved by the University Affairs Board on an annual basis, if needed to meet currently unforeseen circumstances.

Richard Johnston, President
Centennial College of Applied Arts and Technology

10 December 2002

Dear Richard

This letter is to confirm the phone conversation that we had on Tuesday 3 December 2003 concerning Right-of-Way/traffic improvements and parking facilities that will be required as a consequence both of the construction of the new Centennial College campus on property leased from the University of Toronto at Morningside and Ellesmere, and the expansion of the University of Toronto at Scarborough. This letter also reflects some subsequent discussions that have occurred between Gary Marr, Director Physical Resources at Centennial College, and Kim McLean, Chief Administrative Officer University of Toronto at Scarborough.

If you find the account of the items described below acceptable, I will arrange for the University lawyers to revise Schedules 5 and 7 of the lease so that they can be submitted to the appropriate approval processes at each institution. If there are changes that you think need to be made, please communicate them to me as soon as possible. Our deadline for having the lease and all related documents signed is 8 January 2003.

Right-of-Way Improvements

Centennial College commits to pay its share of the cost of right-of-way improvements required by the City of Toronto in association with the development of the Morningside Campus of Centennial College, on land leased from the University of Toronto.

The estimated total project cost of these improvements is \$1.888 million and Centennial College's share of this is estimated to be about \$790,000, according to the principles for cost sharing identified in Schedule 7 of the Lease, which are based on location of the improvements and share of traffic generated.

These estimates will be revised at the time of the last construction cost estimate (probably at the 90% design stage). A final adjustment to reflect actual costs will be made at the conclusion of the project with Centennial and UTSC paying or receiving whatever the difference is between the final cost and last construction cost estimate based on the proportions estimated in the last construction cost estimate.

The University of Toronto will administer and direct the implementation of the Right-of-Way/traffic improvements, and will take the primary role in liaison with the City of Toronto. Centennial College will pay to the University of Toronto its share of estimated costs in three equal installment with the first payment to be made no later than the date of the signing of the main construction contract, and the remaining two payments to be paid at 50% and 90% of construction completion.

Final adjustments will be made no later than 24 months after then completion of the construction work [the City has a holdback period of 24 months to deal with deficiencies].

In the event that the City of Toronto requires a letter of credit for all or part of the estimated cost of the Right-of-Way improvements, Centennial College agrees to underwrite its estimated share of the costs according to conditions specified by the City.

Schedule 7 of the Land Lease Agreement will be modified to reflect the above changes.

Parking Facility

Centennial College accepts that the University of Toronto at Scarborough (UTSC) will provide and operate parking facilities to meet Centennial College's need of 1000 spaces for Centennial students. UTSC will manage and operate the facility, and will collect all the revenue from the sale of 1250 annual permits or daily cash sales related to the 1000 spaces. An annual permit is defined as permit covering the September to April period during the academic year.

Centennial College guarantees the sale of 1250 annual permits each year for a period of 25 years [the lifetime of the mortgage] beginning January 2004. In the event that in any given year the sale of permits to Centennial students falls below 1250 annual permits, Centennial College will reimburse UTSC for the shortfall. The cost of the shortfall will equal the shortfall in the number of permits times the sale price of a permit. UTSC will guarantee that the sale price of the parking permit will be \$359, including taxes, in 2003-04, \$449, including taxes, in 2004-05 and thereafter, the parking permit cost will increase by 5% every year for the lifetime of the mortgage. This amount will be payable to UTSC prior to 31st March in the academic year in which the shortfall occurs. This arrangement will come into effect 1 January 2004 and will end with the expiry of the mortgage. If UTSC oversells permits and Centennial undersells permits the cost to Centennial will be reduced by the value of the permits UTSC oversells.

Centennial College will provide a one-time upfront capital investment of \$500,000 to contribute to the cost of the drop-off/pick-up circle and other facilities that are solely for the benefit of Centennial College, its staff and students, and to cover the cost of the mortgage from September 2003 when the parking facility will have been completed to January 2004. This amount will be payable to UTSC prior to the signing of the main construction contract.

Schedule 5 of the Land Lease Agreement will be modified to reflect the above changes.

As time is of the essence, UTSC will have the agreements revised and forwarded to your attention for execution by 16 December 2002 at the latest, and if possible by Thursday 12 December.

Sincerely

Paul Thompson
Vice-President, Principal and Dean

PROJECT PLANNING REPORT

FOR

EXPANDED AND RENOVATED OUTER PARKING

FACILITIES

AT THE UNIVERSITY OF TORONTO AT SCARBOROUGH

**(with reference to Right-of-Way Improvements required by the City
of Toronto)**

December 17, 2002

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**PROJECT PLANNING REPORT FOR
EXPANDED AND RENOVATED OUTER PARKING FACILITIES
AT THE UNIVERSITY OF TORONTO AT SCARBOROUGH (UTSC)
(with reference to Right-of-Way improvements)**

I. EXECUTIVE SUMMARY

- **This Project Planning Report recommends that the Outer Parking Facilities off Military Trail be reconstructed and expanded to contain a total of 2399 parking spaces.**
- **The estimated total project cost for the Outer Parking Facilities is \$8.25 million.**
- The Parking By-Law for the City of Toronto that applies to the University of Toronto at Scarborough requires 2.15 parking spaces per 100 gross square metres of buildings. Although 1615 parking spaces are required for the existing physical inventory of UTSC, the four new building projects underway on the campus will increase that requirement to 2155. In addition, the University of Toronto has agreed to lease part of the property at UTSC to Centennial College for a new campus. The Centennial Building, currently under construction, increases the total By-Law requirement to 2626 spaces.
- The University of Toronto at Scarborough currently (2002) has a total of 1792 parking spaces. (This number will be reduced as the site of the new Management Building is on an existing parking lot.) The proposed Outer Parking Facilities, in combination with the residual spots on the campus' Inner Lots and Centennial's new lot on Morningside will increase the total parking spaces on UTSC lands to 3003.
- The 3003 spaces exceed the By-Law requirement by 377. A supply and demand analysis by UTSC has determined that with these additional spaces the minimum by-law requirements and the need for parking spaces for both UTSC and Centennial can be met.
- Reconstruction of the existing outer lots (1150 spots) is necessary to bring them to City standards for grading, storm water management, etc. as required for Site Planning Approval from the City of Toronto.
- The first new buildings at UTSC will open in August 2003, and Centennial College is scheduled to open in January 2004. For the purposes of development approval, the provision of parking is closely tied to construction. The City has required a commitment that the expanded parking be in place by September 2003.
- **This Project Planning Report also recommends Right-of-Way Improvements.** In association with the developments at UTSC and Centennial the City requires that various Right-of-Way improvements be implemented at intersections to facilitate traffic movement. These are to include landscaping, sidewalks, turning lanes, and a traffic signal.

- **The estimated total project cost of the Right-of-Way Improvements is estimated at \$1.9 million, to be shared between Centennial (\$790,000) and UTSC (\$1,110,000) in line with a supporting schedule of the Centennial lease.**
- The sources of funding for the Right-of-Way improvements are Centennial College and funds available to UTSC from the Centennial lease and enrolment growth.
- The source of funding for the parking lots is revenue from the parking ancillary budget of UTSC. A budget model indicates that the parking ancillary can cover the cost of the mortgage for the parking facility.
- The annual operating expenses for the outer lots are estimated at \$1.3 million for 2003-04 prices. The Parking Ancillary budget model shows that these costs can be covered through parking revenue.
- It is anticipated that by 2007/08 the University of Toronto at Scarborough will expand enrolment by more than 60 per cent over 2000-01. In addition to the current building program as much as 20,000 gross square metres of academic buildings and 8,000 gross square metres of residences may also be constructed. This will add to the number of parking spaces required by the By-Law and may necessitate the creation of spaces beyond those of this Project. The Scarborough Master Plan has identified where these might be located on both the Inner and the Outer parking areas but no costs for them have been included in this project.

II. MEMBERSHIP

Edward Relph, (Chair), Associate Principal Campus Development, UTSC
Kim McLean, Chief Administrative Officer and Associate Principal, UTSC
Gail Milgrom (Secretary), Office of the Vice-Provost, Space and Facilities Planning
Julian Binks, Capital Projects
Gord van Dyk, Manager, Grounds and Parking Division, Facilities Management, UTSC
Sanna Szeto, Undergraduate Student, UTSC
Scott Tremblay, Undergraduate Student UTSC

Carmela Mazin, Financial Services UTSC and Sandi Parsons, Business Officer, Grounds and Parking UTSC participated in most of the committee meetings and provided invaluable information. Chris Moy, Campus Police UTSC, provided direction on design for personal safety and security.

III. TERMS OF REFERENCE

1. With reference to the University of Toronto at Scarborough Master Plan 2001, and projected enrolment growth at UTSC, and the commitment to provide parking for Centennial College, identify the City of Toronto by-law requirements for parking at UTSC.
2. Recommend the number of spaces to be provided at UTSC by September 2003 and with anticipated expansion for enrolment growth by September 2007.

3. Identify the preferred location for new parking areas, and any site specific constraints and requirements such as storm-water management and environmental remediation which will be required.
4. Make recommendations about the detailed layout and landscaping requirements of the parking facilities and adjacent areas, addressing operations, personal safety and accessibility concerns.
5. Identify any secondary effects associated with the development of proposed parking facilities.
6. Identify all resource implications, including a preliminary estimate of capital costs, and projected costs and revenues for the annual operating costs of the parking ancillary at the University of Toronto at Scarborough.
7. Identify a funding plan for capital and operating costs.
8. Report to the Principal, University of Toronto at Scarborough, by 31 October 2002.

IV. BACKGROUND INFORMATION

Background

In March 2001 the University of Toronto submitted to the Province of Ontario a proposal for "Development on the University of Toronto Scarborough Campus". This identified the need for enrolment growth on the campus, in the first instance to meet the needs of the double cohort in 2003-04, and subsequently to support underlying growth in demand for University places in the GTA. The Provincial Budgets of May 2001 and June 2002 indicated that funding might be provided to support enrolment growth at the University of Toronto, and the University proposes to direct a large proportion of this growth to UTSC. The first phase of this growth will be accommodated in a 230 bed residence, an expansion to the library known as the Academic Resource Centre, both to be completed in 2003, and a Student Centre and a Management Building, both to be completed in 2004.

UTSC is mostly a commuter campus and additional enrolment will require additional parking facilities. As well, part of the Scarborough campus has been leased to Centennial College for a new campus devoted to advanced technology and an agreement with Centennial College requires that UTSC provide parking for 1000 cars. This increased demand for parking facilities is supported by the City of Toronto parking by-law that governs the UTSC campus. The by-law is tied to floor area; specifically it requires 2.15 spaces per 100 gross square metres of building, so each new building, both UTSC's and Centennial's, generate a need for additional parking spaces.

The University of Toronto at Scarborough Master Plan approved in May 2001, anticipated all of these needs, and indicated a substantial new area of parking on the Outer Campus of UTSC as well as revisions to the existing Inner Campus parking area.

In association with rezoning the site for Centennial College, the City of Toronto required that an appropriate area for projected parking needs for UTSC and Centennial

also be rezoned. The area identified for rezoning was consistent with that in the Master Plan. Rezoning was formally approved in December 2001.

Since, for the purposes of development approval, the provision of parking is closely tied to construction, the City required a commitment that the expanded parking be in place by September 2003.

Site Plan Preparation and Initial Cost Estimates

The development of site plans for new parking facilities has been closely linked to the preparation of a site plan for the new campus of Centennial College on University of Toronto property at the north-east quadrant of the intersection of Morningside and Ellesmere. Before the City of Toronto would issue building permits for Centennial College or for the Phase 4 Residence and the ARC, the Works Department required a clear demonstration that parking facilities would be provided in accordance with the City's parking by-law for this area. This demonstration involved the preparation of a draft site plan that was consistent with the site plan for Centennial College, and that conformed to the by-law requirements.

The site plan was prepared by the firm of Baird Sampson Neuert in two phases in the spring and summer of 2002; the first phase was for the area south-west of Military Trail, and the second phase was for the area north-east of Military Trail.

The site plans have been submitted to the City of Toronto and in November 2002 are in the final stages of review by City departments. The plans include all the parking spaces, sidewalks, curb cuts, landscaping, storm water management, grading, traffic improvements and other requirements of the City of Toronto. The construction costs of the parking lots were estimated by a cost consultant in November 2002.

The project includes not only parking but also a number of traffic improvements required by the City, such as intersection improvements and the installation of traffic signals and sidewalks. These traffic improvements are subject to a separate cost sharing arrangement between Centennial College and the University of Toronto, that is included as an appendix to the formal lease (Appendix 5). They are also subject to a formal agreement between the City of Toronto and the University regarding implementation. These traffic improvements were separately identified in the construction cost estimate.

The Project Committee had available the completed site plans and construction cost estimates, for both the parking and the traffic improvements, for its deliberations.

V. STATEMENT OF ACADEMIC AND OTHER PLANS

Two areas of growth on the Scarborough campus are contributing to the need for expanded and reconstructed parking facilities.

First is the University's plan for enrolment growth at UTSC. This plan may see increases in enrolment from 4700 total FTEs in 2000-01 to potentially 7900 FTEs in 2007-08 (a headcount change from 5800 to 9700). At the same time staff and faculty

may increase from the 360 FTE of 2000-01 to 575 FTE by 2007-08 to support this growth. The 2001 Master Plan set a framework for accommodating growth both in terms of new construction, the first four new buildings now underway, and in terms of infrastructure, such as parking. This project addresses the expansion associated with Phase I growth.

Second is the creation of a campus for Centennial College on UTSC lands.

UTSC has made a commitment to Centennial College to provide parking spaces, at the College's expense but on University property. UTSC will have full responsibility for operating the parking lots under an agreement that is appended to the lease.

VI. PARKING PROGRAMME

Existing Parking Spaces

For 2002/03 UTSC has 642 parking spaces in the Inner Lots and 1150 spaces in the Outer Lots.

Location	Existing Capacity 2002-03
Inner Lots	
Lot A	52
Lot B	92
Lot C	246
Lot D	85
Lot E (Res Phase 3)	48
Child Care	4
Visitor	21
Ring Road (Res)	48
Sprung	12
Tunnel	34
Total Inner Lots	642
Outer Lots	1150
Total Parking Spaces	1792

For 2002/03 these 1792 spaces are servicing a total student headcount of 6908 (undergraduate plus graduate), 217 faculty and 199 staff – a total of 7324 people. This gives a ratio of 4.08 people per parking space.

Parking Spaces Required

The City of Toronto Parking by-law requires 2.15 spaces per 100 gross square metres of building area. Thus UTSC is required to provide these number of spaces for all of the existing buildings and for those currently under construction. The table below shows that the existing spaces (1792) will be insufficient to meet the requirements of the

by-law for the new buildings. Centennial College is also included because from the perspective of the City it contributes to the total parking spaces required by the by-law.

Building	Gross Sq.M.	By-Law Requirement
UTSC		
Existing Buildings*	75136	1615
Under Construction/Design Dev		
ARC	8187	176
Phase IV Residence	8183	176
Student Centre	4352	94
Management	4385	94
Subtotal Construction/Design Dev	25107	540
SUBTOTAL UTSC	100243	2155
CENTENNIAL COLLEGE	21894	471
TOTAL	122137	2626

*Existing buildings do not include 1527 gross sq.m. located in Highland Creek Valley which is governed by a separate by-law and which has its own parking lot.

The design proposed provides for 3003 spaces, 377 above the by-law as calculated above. UTSC prepared an analysis of the student and staff demand for parking permits and included Centennial College's request for access to more than the 471 spaces provided in the by-law. The analysis demonstrated that the proposed design will meet the needs of both institutions, allow for some flexibility and meet the minimum by-law requirements.

Thus, this Report recommends that the Outer Parking Lots be renovated and expanded to contain 2,399 parking spaces. This project will then allow the total parking spaces on UTSC lands, in 2003/04, to match the requirement of 3,003:

Location	#Spots Existing 2002/03	# Spots Planned 2003/04
UTSC Inner Lots*	642	488
UTSC Outer Lots	1150	2399
Centennial Morningside Lot		116
Total	1792	3003

*In 2001 there were 821 spots in the Inner Lots. 199 spots have been lost due to the current construction projects and capacity will be further reduced by 154 spaces with the commencement of the Management Building.

The existing 1150 spaces in the outer lots have to be reconstructed to conform to City standards in terms of drainage and landscaping, and Site Plan approval will not be granted unless these standards are met. Without Site Plan Approval for parking the City will not issue building and occupancy permits for new buildings at UTSC nor for the Centennial building.

Future Parking Development

To accommodate the maximum planned enrolment growth approximately 28,000 gross square metres of additional academic and residential space may be required. This could add another 600 spaces to the by-law requirement:

Proposed Buildings	Gross Sq.M.	By-Law Requirement
Humanities Extension	4100	88
Classroom/Science	8000	172
Welcome Hall/Classroom/Arts	6400	138
Other	1400	30
Phase 5 Residence	8000	172
Subtotal	27900	600

There are a number of ways this could be achieved. On completion of the Residence and Management Buildings Lot C, an inner lot, could be reconstructed and expanded to conform to the 2001 Campus Master Plan. This would increase the number of spaces in the Inner Lots by 236. Lot P, northeast of Military Trail, with a potential capacity of 705, is a parking area included in the Master Plan that can be used for parking expansion if required. (Allowance should be made in the design of the current proposal for Lots N and O for this possibility by providing correct lane alignment, and roughing in power and storm drains appropriately). And finally, the 2001 Master Plan proposes a multi-storey parking structure of about 300 spaces on the site of Lots B and D. Though this is desirable from the perspective of proximity to the main buildings, the cost is probably prohibitive for the short term. The costs for any expanded parking facilities will be covered by the parking ancillary and should be included in the long range budget considerations.

The table below shows that Lots C and P could provide another 940 parking spaces if required:

Parking Area	Existing 2002-03 capacity	Proposed Plan 2003-05 capacity	Future Growth
Inner Lots	642	488	724
Outer Lots	1150		
Centennial Morningside (K)		116	116
NW of Military Trail (L)		388	388
NW of Military Trail (M)		492	492
NE of Military Trail (N)		881	881
NE of Military Trail (O)		638	638
NE of Military Trail (P)			705
	1150	2515	3220
Totals	1792	3003	3944

Table 3 : Parking Lot Capacities

The location of the proposed Outer Parking Lots is shown in Appendix 1. The complete inventory of existing and proposed parking areas at UTSC is shown in Appendix 2.

VII. SITE PLAN

A comprehensive site plan for the proposed parking areas has been prepared by the firm Baird Sampson Neuert. This includes a number of traffic and right-of-way improvements that are required by the City as a condition of development approval for the new buildings on the UTSC and Centennial campuses and which are contiguous with the parking lots.

Right-of-Way Improvements

The City of Toronto requirements for Right-of-Way improvements, include intersection upgrades at Military Trail and Morningside to facilitate turning movements and turning lane extensions on Morningside to accommodate the extra traffic generated by UTSC and Centennial developments. The improvements will provide controlled entrance and exits from the parking lots, sidewalk construction to City standards and landscaping on the Right-of-Way of all City streets.

It is difficult to separate these right-of-way improvements from the parking developments in a precise way (for instance, the landscaping is continuous, the curbs are continuous, the sidewalks are mostly in the right-of way but also run on University property). However, the City requires that the Right-of-Way improvements be identified as a separate project and be submitted to a separate approval process, including the provision of a letter of credit to cover the costs of the Right-of-Way improvements.

The costs of Right-of-Way improvements are to be shared between the University and Centennial according to a mutually acceptable agreement that distributes them according to location of the improvements, and share of traffic generated. For instance, improvements adjacent to the Centennial site will be the sole responsibility of Centennial, intersection improvements will be divided, and so on. This agreement is attached as Appendix 4. The actual split of construction costs for Right-of-Way improvements should be based on the final construction cost estimate (probably at the 90% construction drawing stage), with a proportional adjustment for any variance between the total at this estimate and actual costs of construction. This is necessary because actual construction expenditures will not recognize the detail differences in area and element that have been used to determine the initial cost split.

Site Plans

The Right-of-Way improvements and the parking areas are covered in three site plans. One is for the Centennial campus and has received City approval. A second is for the parking on the triangle south-west of Military Trail (Lots L and M). The third is for the area north east of Military Trail (Lots N, O and P). These different site plans have been integrated so that they conform to one another. These plans are in the final stages of review by City departments.

The site plans indicate entrances and exits, a drop-off circle between Lots L and M, grading, storm-water management facilities, lighting and emergency phones, and the location of parking gates. Suitable pedestrian pathways within the parking lots are also shown. These are especially important to ensure safe walking routes from Lots N and P to the UTSC campus and from Lot O to the Centennial Campus.

The site plan was scrutinized by the Project Committee and, in discussion with the consultant, several modifications were made to ensure that the site plan conforms with the operating procedures and with the safety and security standards of the University.

VIII. ENVIRONMENTAL IMPACT AND STRATEGY

The site for the proposed parking areas south-west of Military Trail is on the tableland above an old tributary of Highland Creek, long since disappeared. The slope to the old tributary was the back slope of a sand pit until about 1965, and is regarded by the Conservation Authority as potentially unstable. It is therefore subject to a 10 metre setback from top-of-bank requirement. Particular attention has to be paid to storm-water drainage and to grading. It requires careful landscaping to ensure slope stability.

A notable feature of the 2001 by-law is that it includes an H (holding) category that restricts uses on the north-east side of Military Trail to recreational activities and gravel surface parking lots. The reason for this is that this is an area known to experience problems of methane accumulation and leachate from nearby landfill sites. This H designation will be removed following the submission of an acceptable remediation plan and approval by City Council. A report describing mitigation and remediation measures that can resolve the environmental issues has been commissioned from DCS –

Decommissioning Consulting Services Ltd, and will be available by December 2002. As paved lots are much easier to maintain and will have reduced long-term operating costs the intention is to seek the removal of the Holding designation. Alternate cost estimates for using gravel on Lots N, O and P have been obtained in case the request is denied.

An arborist's report completed in 2001 showed that there are about eight hundred trees on the site of the parking facility, but only about 95 have a caliper size that requires city approval before removal. Of the 95 only one is listed as being in good condition, about 20 as being in fair condition, and the rest are listed as fair/poor or poor or dead. It will be necessary to remove many of these trees to create the new parking lots. Many of them will be replaced with healthy young trees lining Military Trail where they will eventually grow into a sort of allee that will lead from Morningside to the UTSC campus. The area of Lot P, which is not to be constructed in the first phase, is partly occupied by a stand of coniferous trees –mostly stunted and in poor condition. These will remain except where adjacent construction requires their removal until construction at UTSC requires the expansion of the parking lot to meet by-law requirements. It is also intended that in due course the part of the Outer Campus that is not required for parking will either be planted with trees to replace those that have had to be removed for development, or allowed to follow a natural succession to the growth of mature trees. The reforestation area is shown on the UTSC Master Plan 2001 to the north of Lots N, O and P.

In conformity with the Master Plan it is proposed to construct a berm around the parking lot north-east of Military Trail, to screen the parking lot from residential areas about 100 metres to the east. Part of this berm was constructed in 2001 with fill from the Centennial site, but was misaligned and will have to be relocated. There is also some fill contaminated with asphalt and concrete that will have to be removed or used as part of the regrading of the berm.

The remaining area of the Outer Campus is beyond the scope of this report, but certainly part of its context.

It will be necessary to survey the boundary of the University property, especially where it abuts adjacent residential areas, to ensure that there are no encroachments on University lands.

All parking facilities are to be constructed within the terms of the University of Toronto Environmental Protection Policy (Appendix 6). In essence, this stresses the importance of green design and energy efficiency. In this regard there is a concern about constructing a parking lot at all. This concern has to be acknowledged, but the parking facility is required to comply with the parking by-law that is currently in effect, and to provide for the commuter population of the campus that has no easy access to public transit. Nevertheless the long term strategy has to be to encourage more transit use, and larger facilities for buses are being designed as part of the Student Centre Project. The GO bus system has recently been introduced to the UTSC campus. In the future the possibility of changing the parking by-law to a more rigorous standard, such as two spaces per 100 gross square metres of floor space, will be reviewed.

IX. SPECIAL CONSIDERATIONS

A. Accessibility and Personal Safety

The parking facility will be equipped with emergency phones at clearly identifiable central locations. The committee was informed by the observations of Corporal Moy of the UTSC Campus Police, who has been trained in environmental design for safety and security, about the preferred orientation of parking lanes, lighting and landscaping. His suggestions have been incorporated into Site Plan wherever possible. In the evenings a Ridesafer and a Walksafer service is available to escort individuals to their cars.

B. Campus Planning Issues

The parking facility is essential for the development and expansion of the Scarborough campus. The expected growth will generate considerable extra parking needs because UTSC is mostly a commuter campus. These parking needs were considered, and appropriate parking expansion areas were indicated, in the UTSC Campus Master Plan 2001.

When the planning and development process began in early 2001, most of the area now being considered for parking expansion was zoned for residential uses. An application for rezoning to permit institutional and parking uses was made in May 2001 and was formally approved in December 2001. The new parking by-law is included as Appendix 3.

The parking facility has been laid out in a way that should ensure no walking distance to the main buildings of greater than 10 minutes. There are sidewalks that lead through the parking areas and along Military Trail that ensure an almost direct route to the intersection of Military Trail and Ellesmere, and from there to the buildings on the main campus.

The Master Plan identifies a pedestrian bridge across Ellesmere just west of Military Trail that would provide a direct route from the north-west parking area to the main campus and relieve pedestrian congestion at the Ellesmere and Military Trail intersection. This bridge is included in the capital plans to accommodate enrolment growth for UTSC to 2006-07. Under a special agreement with the City of Toronto it received development approval in the late 1960s.

C. Standards of Construction and Quality

The parking facility should, within the constraints of the budget, be of the highest possible quality in terms of design and materials.

D. Landscape Requirements

Landscaping for the parking facility should be consistent with the proposals of the Master Plan and should be low maintenance. Landscaping costs are included in the

project cost estimate. Irrigation should be provided. The site plan has concentrated landscaping along Military Trail to create an allee of trees that will be an extension of the trees that currently line Military Trail at the main campus. As the trees mature Military Trail will become a spectacular, tree-lined drive leading to the UTSC campus

X. RESOURCE IMPLICATIONS

A. Total Project Costs

The firm of Vermeulens (Cost Consultants) was retained to review the schematic drawings of the Parking Lots and Right-of-Way improvements prepared by Baird Sampson Neuert. Since the cost of the ROW improvements is to be shared with Centennial College, Vermeulens were asked to review the draft cost sharing agreement and provide an estimate of the exclusive and shared costs.

The parking lots included in the estimate are Lots "L", "M", "N" and "O" comprising in total 2,399 spots. The cost estimate is for fully paved lots, with entrance & exit drives, turnaround, sidewalks, landscaping, lighting, emergency alarms, and transponder activated gates. The cost of methane emission mediation on lots "N" and "O" is not yet known, but the estimate includes an allowance of \$100,000 for this. If permission to pave Lots N and O is not granted by the City then the fallback position is to provide a graveled surface only. The estimated cost for this less desirable solution is about \$1.26 million lower than that shown in Appendix 8a.

It is assumed that the ROW and parking construction will be tendered together. The total estimated cost of the proposed new parking lot construction component including professional fees, and equipment, is expected to total \$8.25M if tendered in April 2003.

The total component cost of the ROW improvements, turning lanes, traffic signals, sidewalks and landscaping on Morningside, Ellesmere and Military Trail is estimated to be \$1.9M. Of this the UTSC share is estimated at \$1.11 million and the Centennial share is estimated at \$790,000 in line with the draft cost sharing agreement shown in Appendix 4.

The total estimated cost of the combined Parking and ROW work is thus \$10.15M. Further details are shown in Table 1, Appendix 8a, and estimated cash flow is shown in Appendix 8b.

B. Operating Costs

The total annual operating costs in 2003-04, including the mortgage cost, are estimated to be about \$1.34 million for all UTSC parking lots in 2003-04, 488 inner and 2399 outer lots. The average operating cost per parking space is approximately \$464; therefore the average operating cost of running the proposed outer lots in 2003-04 is \$1.11 million.

The parking ancillary at UTSC is governed by the Service Ancillary Review Group (SARG) that requires that the ancillary operate without subsidy, fully covering its annual operating and maintenance expenses, that it contribute to a capital renewal and operating reserve and a new construction reserve at the discretion of management. The parking ancillary budget model for 2003-04 through 2007-08 has been developed in association with this report (see Appendix 10) and will be presented to SARG in February for approval.

C. Secondary Effects

The only secondary effect has to do with the process of construction. The existing outer lots (Lots L and M) will have to be closed during reconstruction. However, by constructing Lot N first, all parking can be transferred to that during the summer of 2003 while Lots L and M are under construction. Lot O can, if necessary, be constructed in Fall 2003 because Centennial College is not scheduled to open until January 2004. More information on phasing of the project can be found in Appendix 11.

XI. FUNDING SOURCES AND CASH FLOW

Right-of-Way Improvements

The sources of funding for Right-of-Way improvements will be Centennial College, contributions where possible from various capital projects at UTSC, and parking revenue.

Centennial College will pay in full its share of Right-of-Way costs (currently estimated at \$790,000). The UTSC portion estimated at \$1.11 million will be paid from funds available to UTSC from the Centennial lease and from enrolment growth.

Parking Lots

The current project estimate is \$8.25 million for the proposed expansion and reconstruction of the outer parking lot. The funding model assumes that UTSC bears all the capital costs and receives all the revenues. The model assumes the following assumptions:

- all lots are asphalted – maximum construction costs
- no capital contribution from Centennial for any spaces
- all capital costs are borne by UTSC
- all revenues from parking, regardless of whether the parkers are UTSC or Centennial, flows to UTSC.

The parking ancillary can cover the cost of the mortgage while meeting all of the Service Ancillary Review Group guidelines. The annual parking reserves will decrease from \$600,000 to approximately \$200,000 in 2003-04 but will end the planning period in 2007-08 with total reserves (capital renewal, operating and new construction) of approximately \$1 million.

This parking model assumes fee increases of 25% in 2003-04 (already approved by SARG) and 2004-05, and 5% increases in the remainder of the planning period. These increases will be required in order to address the new mortgage and other operating expenses. Additional staff will be required: parking enforcement officers who will maintain a high level of monitoring and security in the new parking facility; an additional Ridesafer bus with two full-time drivers that will transport customers to the outer lots; two new grounds employees required to maintain the parking lots and one additional customer service representative to provide service to an increasing number of patrons.

XII. SCHEDULE

The expected project schedule would be as follows:

Business Board Approval	Jan 2003
Site Plan and City approvals to Working Drawings	April 2003 end March 2003
Tender	April 2003
Contract award	end of April 2003
Planned completion	Aug 2003

Any delay in required approvals would be expected to have a corresponding impact on the occupancy date. It could also mean delays in the issuance of building permits by the City of Toronto for the various capital projects at UTSC, which push them beyond their projected occupancy dates. This would have very serious consequences in the double cohort year.

XIII. RECOMMENDATIONS

That the Planning and Budget Committee recommend to the Academic Board:

1. THAT the Project Planning Report for the Expanded and Renovated Outer Parking Facility at the University of Toronto at Scarborough be approved in principle.
2. THAT the project scope of constructing and renovating 2399 parking spaces at an estimated cost of \$8.25 million in 2003 dollars, with the funding sources indicated above, be approved.
3. THAT the project scope of constructing Right-of-Way improvements at a total estimated cost of \$1.9 million, with the UTSC share being \$1.11 million in 2003 dollars, and the remaining \$790,000 being paid by Centennial College, be approved.