

70 St Mary St - OPA & Rezoning Applications - Preliminary Report

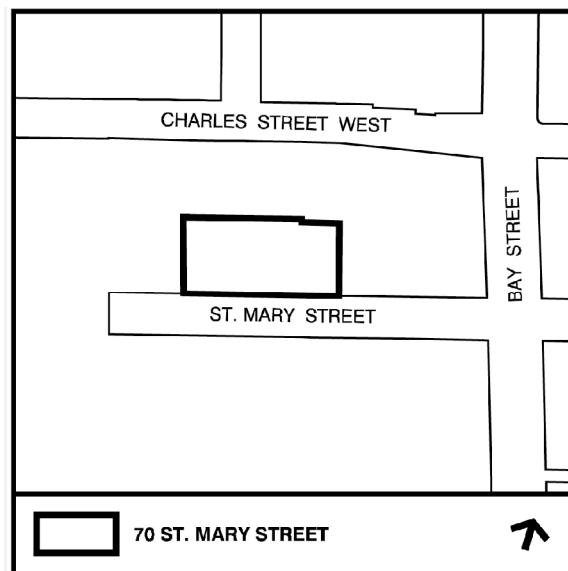
Date:	July 23, 2010
To:	Toronto and East York Community Council
From:	Director, Community Planning, Toronto and East York District
Wards:	Ward 27 – Toronto Centre-Rosedale
Reference Number:	10-122799 STE 27 OZ

SUMMARY

This application proposes the demolition of the existing five and a half storey institutional building (located at 70 St. Mary Street), housing members of the Institute of the Blessed Virgin Mary, as well as students who rent residence rooms and office uses. A new 19-storey (64 metre) mixed-use building is proposed on the site, including 87 residential condominium units (located within the tower portion of the new building) accessed by way of a separate lobby. In the 8-storey base portion of the building will be 90 student residence rooms, offices, conference room, eight apartments for members of the religious order and a chapel. A total of 90 parking spaces are provided in a two level underground parking garage, with vehicular access proposed from St. Mary Street.

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

A Community Consultation meeting is anticipated to be held in the fall/winter of 2010 with a Statutory Public Meeting targeted for summer 2011.



RECOMMENDATIONS

The City Planning Division recommends that:

1. Toronto and East York Community Council request that the applicant investigate, in consultation with the University of Toronto Secondary Plan stakeholders, the possible exclusive use of the site at 70 St. Mary Street for institutional purpose in accordance with Policy 4.8.6 of the Official Plan.
2. Staff be directed to schedule a community consultation meeting for the lands at 70 St Mary Street together with the Ward Councillor.
3. Notice for the community consultation meeting be given to landowners and residents within 120 metres of the site.
4. Notice for the public meeting under the Planning Act be given according to the regulations under the Planning Act.

Financial Impact

The recommendations in this report have no financial impact.

DECISION HISTORY

Pre-Application Consultation

Pre-application consultation meetings were held with the applicant in 2009 to discuss conceptual redevelopment proposals for the site and to outline complete application submission requirements. Planning staff raised preliminary concerns about the proposed mix of uses of the site, discussed later in this report.

ISSUE BACKGROUND

Proposal

The application proposes the demolition of the existing five and a half storey institutional building, housing members of the Institute of the Blessed Virgin Mary, office uses for the Institute as well as students who rent residence rooms. A new 19-storey (64 metre) mixed-use building is proposed on the site, including 87 residential condominium units (located within the tower portion of the new building) accessed by way of a separate lobby. In the 8-storey base portion of the building will be 90 student residence rooms, offices, a conference room, eight apartments for members of the religious order and a chapel. A total of 90 Parking spaces are provided in a two level underground parking garage, with vehicular access proposed from St. Mary Street.

The overall institutional gross floor area is 8,551 square metres (92,045 sq.ft.) and the private residential gross floor area is 9,600 square metres (103,337 sq.ft.), for a total floor

area of 18,151 square metres (195,382 sq. ft.) and a density of 6.75 times the lot area. Attachment No. 5 to this report contains further project data and Attachments Nos. 1 & 3 show the proposal's site plan and elevations

Site and Surrounding Area

The site is relatively flat, with an area of approximately 2,690 square metres. The site has a 74 metre (243 feet) frontage on St Mary Street and a depth of 36.7 metres (120 feet). On the site is an existing five and a half storey institutional residence constructed in 1959.

The subject property is located within the St. Michael's College subarea as indicated on Map 20-1 of the University of Toronto Secondary plan (See Attachment No. 4).

Development in the vicinity of the site is as follows:

North: Immediately north of the site, fronting onto Charles Street West, is an approved 16-storey mixed-use (residential condominium plus institutional uses) building at 77 Charles Street.

East: To the east of the site, between Charles Street West and St. Mary Street, and bounded by Bay Street are two residential rental buildings. 57 Charles Street is a 21-storey north / south orientated 'slab-like' building immediately to the east of the subject site and 55 Charles Street West is a 32-storey tower at the corner of Bay Street and St. Mary. At its meeting of February 22nd / 23rd, City Council approved the conversion of 148 rental units at 55 Charles Street to condominium.

South: To the southwest of the site lies Elmsley Hall, a three storey structure forming part of the St. Michael's College campus. To the southeast, with frontage on Bay Street is the property at 50 St. Joseph which received approval to be rezoned to permit a two tower (45 and 55 storeys) residential development with 3-storey townhouse blocks framing St. Mary Street and Bay Street.

West: To the west of the site is Rowell Jackman Hall, an 8-storey residence forming part of the Victoria College campus.

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 development for consistency with the PPS and for conformity with the Growth Plan for the Greater Golden Horseshoe.

Official Plan

The subject property is located within the *Downtown and Central Waterfront* area on Map 2 – Urban Structure in the Official Plan and has a land use designation of *Institutional*. *Institutional 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, including the full range of housing associated with a health institution, as well as utility uses. Compliance with the *Institutional* policies in section 4.8 of the Plan will be reviewed in the context of this application.

Other important policies include those in the “Downtown” and “Built Form” sections of the Plan. The Built Form policies of the Plan recognize the importance of good urban design as an essential ingredient of successful city building. The general built form policies of section 3.1.2 and 3.1.3 related to tall buildings are also to be addressed.

The Toronto Official Plan is available on the City's Website at:
www.toronto.ca/planning/official_plan/introduction.htm

The City's Design Criteria for Review of Tall Building Proposals is also available on the City's website at www.toronto.ca/planning/urbandesign/index.htm

University of Toronto Secondary Plan

The subject property is located within the University of Toronto Secondary Plan Area (See Attachment No. 4). The objectives for the Secondary Plan Area are: to recognize and protect the Area primarily as an Institutional District; to provide planning regulations that give the institutions flexibility to adjust to changing program, technological and funding constraints; and to preserve, protect and enhance the unique built form, heritage and landscape character of the Area.

The University of Toronto Secondary Plan is available on the City's website at
www.toronto.ca/planning/official_plan/pdf_secondary/20_university_toronto_oct2009.pdf

Tall Building Guidelines

Toronto City Council approved the use of the document, “Design Criteria for Review of Tall Building Proposals” in June, 2006 and in April, 2010 extended the authorization of its use. A tall building is generally defined as a building that is taller than the road right-of-way adjacent to the site. In this case, the right-of-way for St. Mary Street is approximately 20 metres wide, and as such, the proposed building at 64m in height is considered a tall building. The Design Criteria provide policy recommendations for tall buildings on issues of transition, building placement and orientation, entrances, heritage

conservation, massing of base buildings, tower floorplates, separation distances, pedestrian realm considerations and sustainable design. This document will be used to assess the proposed building.

The City's "Design Criteria for Review of Tall Building Proposals" can be found on the City's website at: <http://www.toronto.ca/planning/urbdesign/index.htm>

Zoning

Under Zoning By-law 438-86, as amended, the property is zoned 'Q' for institutional and permits a maximum density of 2 times the lot area. The maximum permitted height is 14 metres for the first 15.2 metres of the lot depth, with the maximum for the remainder of the lot being 23 metres. The 'Q' zoning designation is a mixed use district permitting a range of residential uses considered 'shared housing containing dwelling rooms' (such as a monastery, nunnery, hostel, university residence etc) and non-residential uses (such as parks, community services, cultural and arts facilities and general institutions.)

Site Plan Control

The development is subject to site plan control. A site plan approval application has not been received to date.

Tree Preservation

The applicant has provided an Arborist Report evaluating the status of, and providing recommendations for, trees on and in the vicinity of the subject property. There are no trees located in the City's right-of-way. There are 43 trees and shrubs (with diameters less than 30 cm) along the southern boundary of the site which are proposed to be removed to accommodate the positioning of the new building closer to the southern property line. Seven trees at the eastern property line are described as being in 'fair' or 'fair to poor' condition and are proposed to be removed. Three trees to the interior of the lot are proposed to be removed to accommodate the new building.

Reasons for the Application

The applicant seeks to amend Zoning Bylaw 438-86, as amended, since the proposed inclusion of residential condominium units on the site is not a permitted use and the development's height of 64 metres and density of 6.75 times the lot area exceeds the maximum height and density permitted under the existing zoning (23 metres and 2 times the area of the lot, respectively). Other areas of non-compliance to the zoning by-law will be identified through the review of the application

The requested Official Plan amendment is required to permit the proposed residential component of the proposal, a use not permitted in the *Institutional Area* designation.

COMMENTS

Application Submission

The following reports/studies were submitted with the application:

- Architectural Drawings & Sun/Shadow Study, Larkin Architect Ltd
- Planning Rationale, Macaulay Shiomi Howson Ltd
- Urban Design Rationale, Bousfield Inc
- Traffic Study, iTRANS Consulting Inc
- Site Servicing Assessment, Riaboy Engineering
- Stage 1 Archaeological Resource Assessment, Archaeological Services Inc
- Tree Preservation Report, Terraplan Landscape Architects Inc
- Green Development Standards Checklist
- Preliminary Pedestrian Wind Assessment, Theakston Environmental

A Notification of Complete Application was issued on May 26, 2010.

Issues to be Resolved

Prior to presenting a Final Report to Toronto and East York Community Council, the following issues, as well as any others identified by staff and the public, will need to be reviewed and addressed:

Land Use

Much of the pre-application discussions with the applicant have focussed on the proposed condominium component of the project. The introduction of private residential development is not permitted on sites zoned institutional, nor anticipated by the Official Plan and Secondary Plan policies relating to this site.

One of the main objectives of the Institutional policies and the University of Toronto Secondary Plan is to recognize and protect the area primarily as an institutional district. The introduction of non-institutional land uses has the potential to impact the viability of these *Institutional Areas* and their ability to accommodate the future expansion of the City's health and post-secondary education networks.

Official Plan Policy 4.8.6 states that "when lands in *Institutional Areas* or the sites of major government, health care or educational institutions are declared to be surplus, the owner is encouraged to investigate the possible use of the site for an alternative suitable public institutional purpose, affordable housing or public open space, before applying to re-designate the lands for other purposes. Institutional owners of well-located parcels of surplus lands are encouraged to lease rather than sell such properties wherever possible."

In this case, the applicant has informed staff that Loretto College intend to continue their 'institutional' presence on the property, and in this context the lands are not being declared as 'surplus' lands. The issue in this case is the appropriate use of the additional gross floor area (or additional 'capacity') that can be accommodated on the site. On a preliminary basis, staff consider this a site suitable for modest intensification (subject to a

review of, but not limited to, urban design considerations). The application proposes that this additional capacity be accommodated with a private residential condominium. It's staff's opinion that the policy context directs that this surplus capacity be considered for institutional expansion first.

The applicant's submitted materials do not demonstrate how the current owner has explored options for using the property for alternative public institutional purposes nor demonstrated efforts to lease such holdings. To that end, it is recommended that Community Council encourage the applicant (in accordance with Plan Policy 4.8.6) to explore and consider alternative programming for the building through a dialogue with other University of Toronto Secondary Plan stakeholders.

This request is consistent with Policy 6.6.1 (of the Secondary Plan), which relates to the fostering of co-operation amongst institutions within the Secondary Plan Area. It states that "because of the large number of independent institutions, and the importance of having a common vision for the future of the University of Toronto Area, the co-operation of all parties will be sought to achieve the conservation and development objectives of this Secondary Plan. Area institutions will be encouraged to consult and co-operate among themselves, with the City and with community groups, particularly in planning and implementing physical changes which may affect the public."

Other issues to be examined in the final report include:

- consistency with the Provincial Policy Statement and the Growth Plan for the Greater Golden Horseshoe;
- conformity with Official Plan policies, particularly with respect to the sections on *Institutional Areas*, built form and built form for tall buildings;
- conformity with the Design Criteria for Review of Tall Building Proposals, namely the sections on transition in scale, separation distance, pedestrian realm and sustainable design;
- other built form and massing issues including, but not limited to: height, setbacks, step backs, sky view, light penetration, privacy and wind mitigation;
- tree preservation and proposed landscaping on or adjacent to the subject property;
- sustainability components of the building and the applicant's commitment to TGS targets; and
- transportation issues related to traffic impacts, vehicular and bicycle parking, access and loading.

Toronto Green Standard

The Toronto Green Standard (TGS) is a tool to implement the broader environmental policies of the Official Plan. Several of the natural environment policies of the Official Plan encourage green development. These policies are geared to reduce the negative impacts of development on the natural environment through practices such as improved stormwater management, water and energy efficiency, and waste reduction and recycling. These policies also promote development that enhances the natural environment and supports green industry.

The TGS Checklist has been submitted by the applicant and is currently under review by City staff for compliance with the Tier 1 performance measures.

Additional issues may be identified through the review of the application, agency comments and the community consultation process.

CONTACT

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SIGNATURE

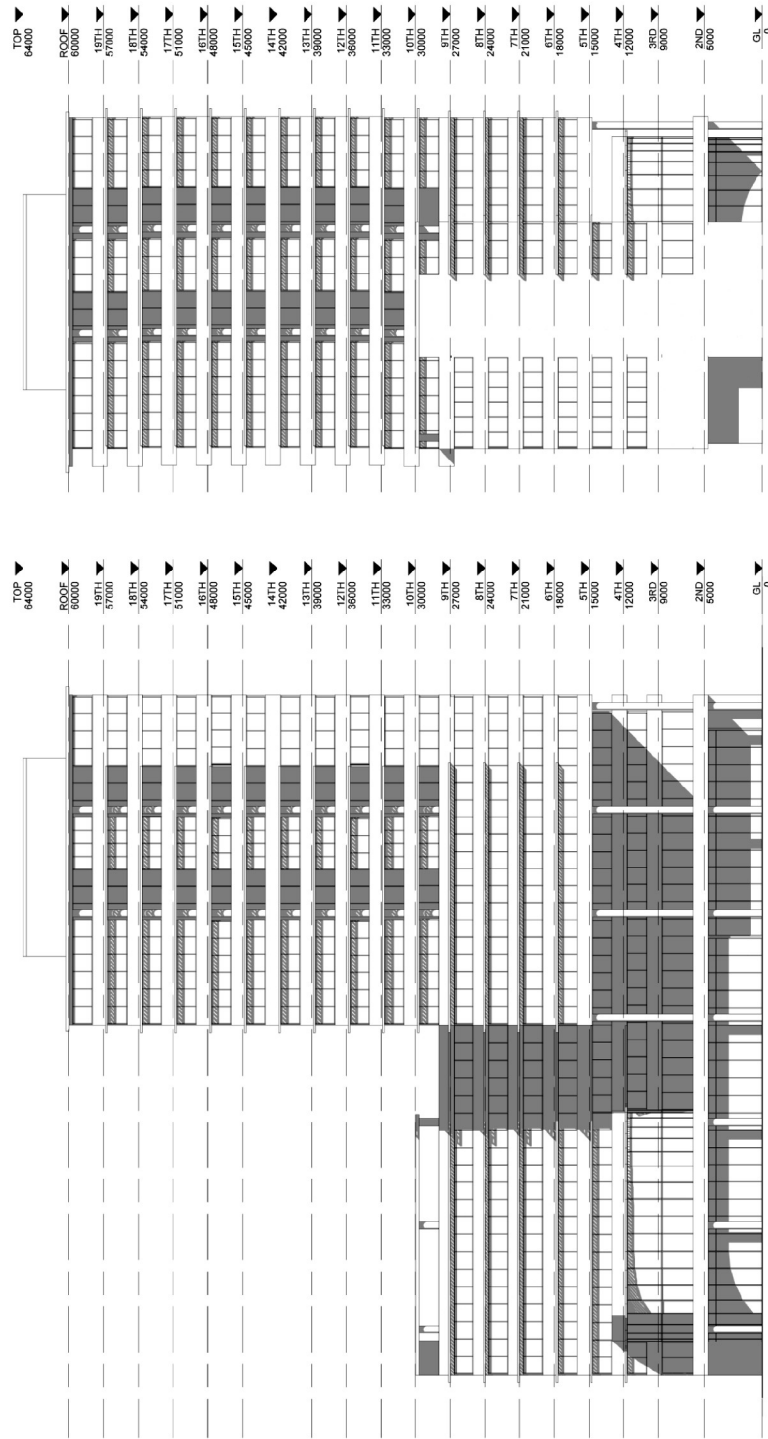
Raymond David, Director
Community Planning, Toronto and East York District

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ATTACHMENTS

Attachment 1: Site Plan
Attachment 2: Elevations as provided by applicant
Attachment 3: Zoning
Attachment 4: University of Toronto Secondary Plan Area
Attachment 5: Application Data Sheet

Attachment 2: Elevations



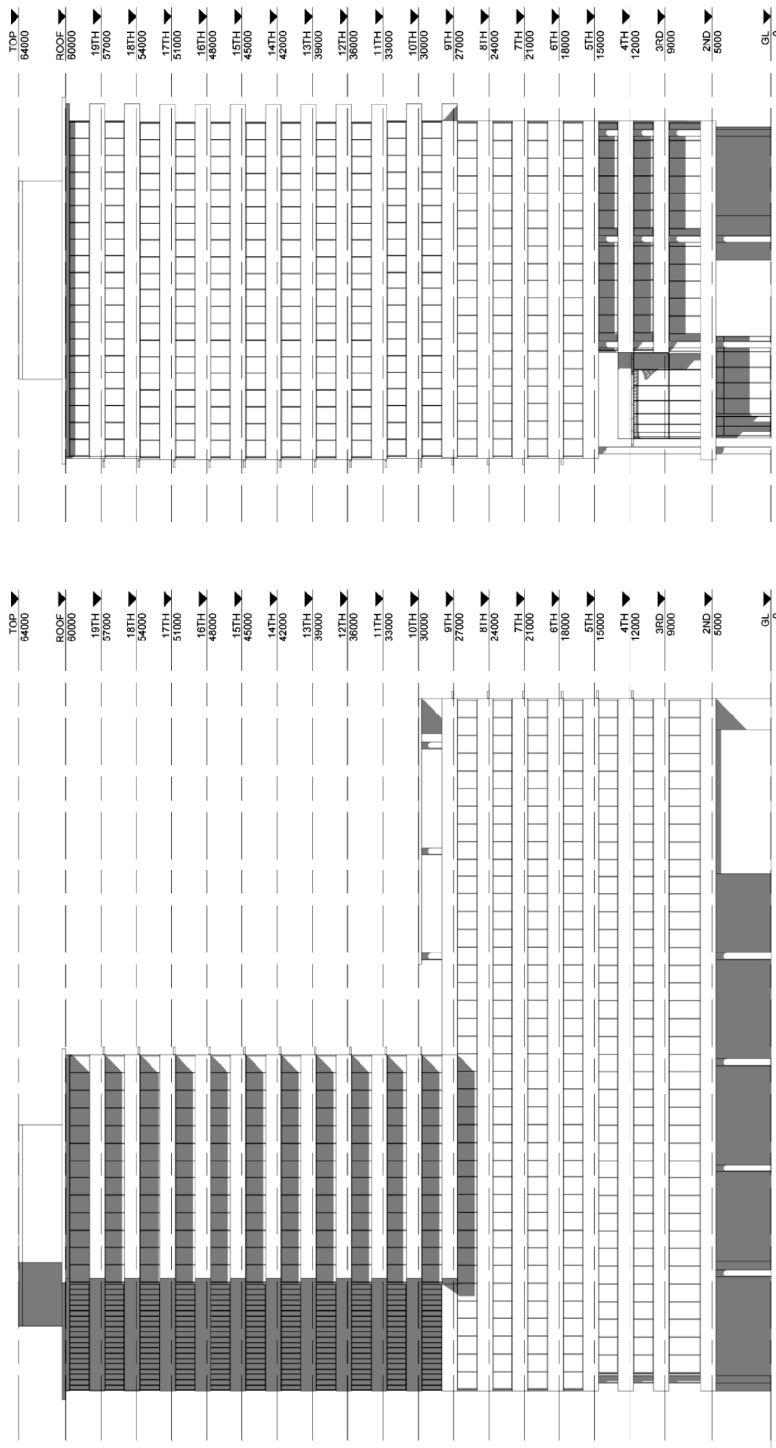
Elevations
Applicant's Submitted Drawing
Not to Scale
05/10/2010

South Elevation

West Elevation

70 St. Mary Street

File # 10_122799



East Elevation

North Elevation

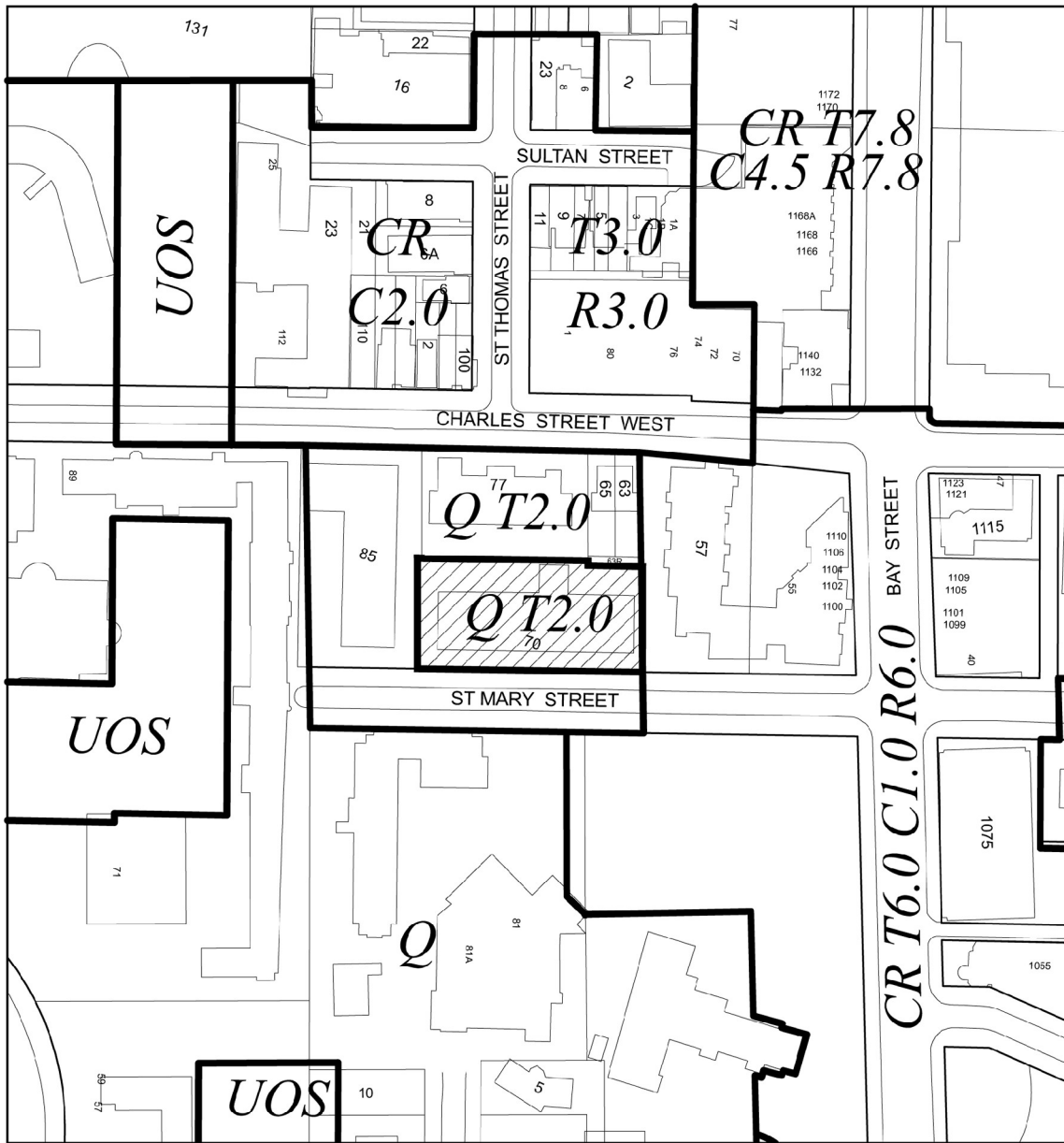
Elevations **70 St. Mary Street**

Applicant's Submitted Drawing

Not to Scale
05/10/2010

File # 10_122799

Attachment 3: Zoning



Toronto City Planning
Zoning

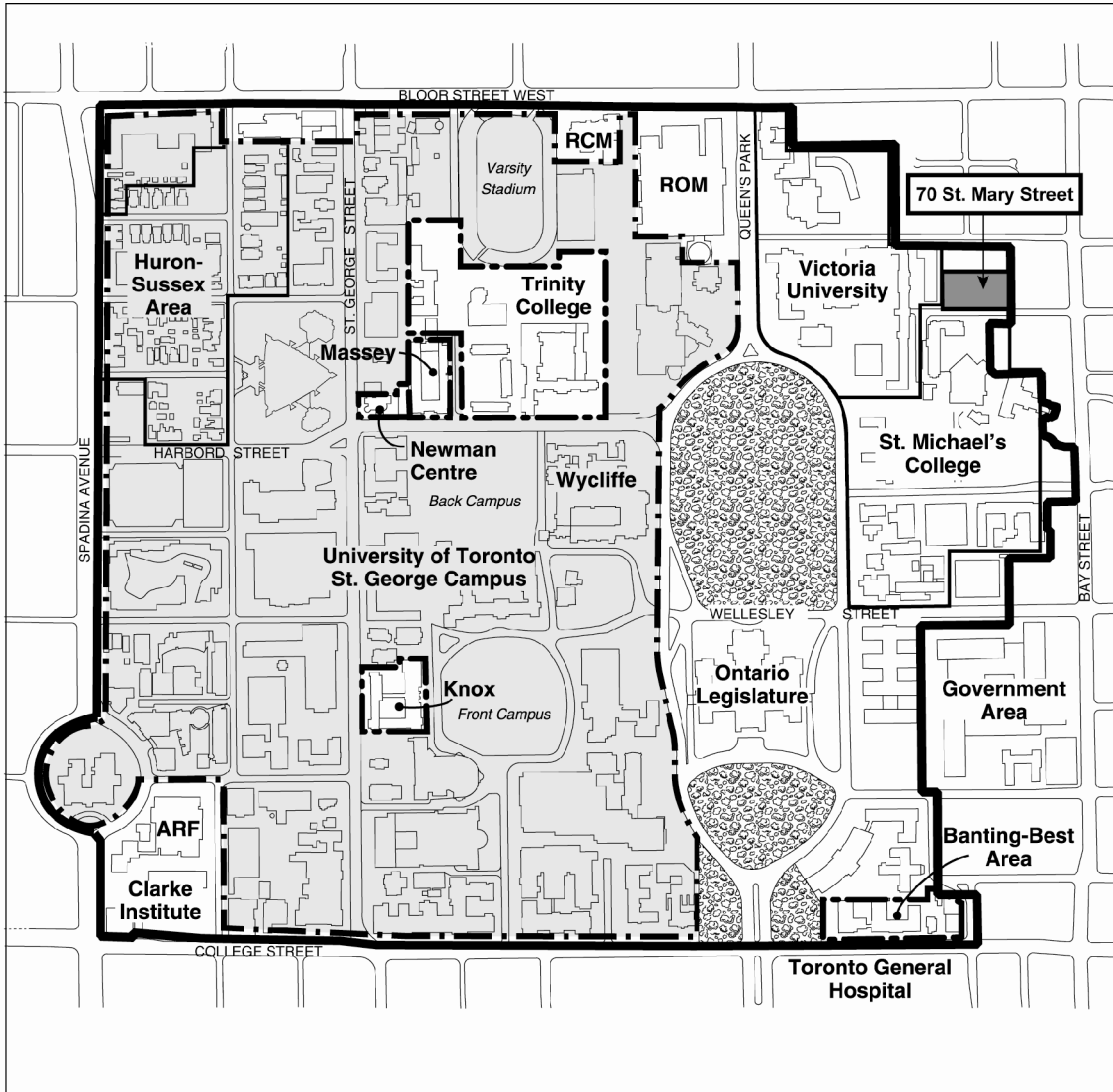
70 St. Mary Street
File # 10_122799

CR Mixed-Use District
Q Mixed-Use District
UOS Parks District



Not to Scale
Zoning By-law 438-86 as amended
Extracted 05/10/2010

Attachment 4: University of Toronto Secondary Plan Area








Official Plan

(extracted from University of Toronto Secondary Plan Map 20-1)

70 St. Mary Street

File # 10_122799

-  Site Location
-  Secondary Plan Boundary
-  U of T Master Plan (St. George Campus)
-  Subareas
-  Parks and Open Areas
- ARF** Addiction Research Foundation
- RCM** Royal Conservatory of Music
- ROM** Royal Ontario Museum

Note:
Properties of Knox College, Massey College, Trinity College and the Newman Centre are not included in the University of Toronto Master Plan


Not to Scale
07/20/10Y

Attachment 5: Application Data Sheet

Application Type Official Plan Amendment & Application 10 122799 STE 27 OZ
 Rezoning Number:
 Details OPA & Rezoning, Standard Application Date: February 24, 2010
 Municipal Address: 70 ST MARY ST
 Location Description: PL D 276 LT56 TO 63 PT LT55 **GRID S2707
 Project Description: OPA and Rezoning application for proposed new 19 storey mixed use building containing religious residences, residential units and office space- containing 185 residential units (breakdown includes 87 condos, 90 student residence rooms, 8 religious residences) - 90 parking spaces

Applicant:	Agent:	Architect:	Owner:
Macaulay Shiomi Howson Ltd		Larkin Architect Limited	Loretto Ladies Colleges and Schools

PLANNING CONTROLS

Official Plan Designation:	Institutional Areas	Site Specific Provision:	
Zoning:	Q T2.0	Historical Status:	
Height Limit (m):	23	Site Plan Control Area:	Y

PROJECT INFORMATION

Site Area (sq. m):	2691	Height: Storeys:	19
Frontage (m):	74	Metres:	64
Depth (m):	36.7		
Total Ground Floor Area (sq. m):	1085		Total
Total Residential GFA (sq. m):	9600	Parking Spaces:	90
Total Non-Residential GFA (sq. m):	8551	Loading Docks	2
Total GFA (sq. m):	18151		
Lot Coverage Ratio (%):	40.3		
Floor Space Index:	6.75		

DWELLING UNITS

FLOOR AREA BREAKDOWN (upon project completion)

Tenure Type:	Condo	Institutional Residence		Above Grade	Below Grade
Rooms:	0	0	Residential GFA (sq. m):	9600	0
Bachelor:	0	0	Retail GFA (sq. m):	0	0
1 Bedroom:	0	0	Office GFA (sq. m):	0	0
2 Bedroom:	0	0	Industrial GFA (sq. m):	0	0
3 + Bedroom:	0	0	Institutional/Other GFA (sq. m):	8551	0
Total Units:	87	90			

CONTACT: PLANNER NAME: Louis Tinker, Planner
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