

245-251 College Street, and 39 and 40 Glasgow Street – Rezoning Application - Preliminary Report

Date:	December 13, 2010
To:	Toronto and East York Community Council
From:	Director, Community Planning, Toronto and East York District
Wards:	Ward 20 – Trinity-Spadina
Reference Number:	10-239490 STE 20 OZ

SUMMARY

This application was made on or after January 1, 2007 and is subject to the new provisions of the Planning Act and the City of Toronto Act, 2006.

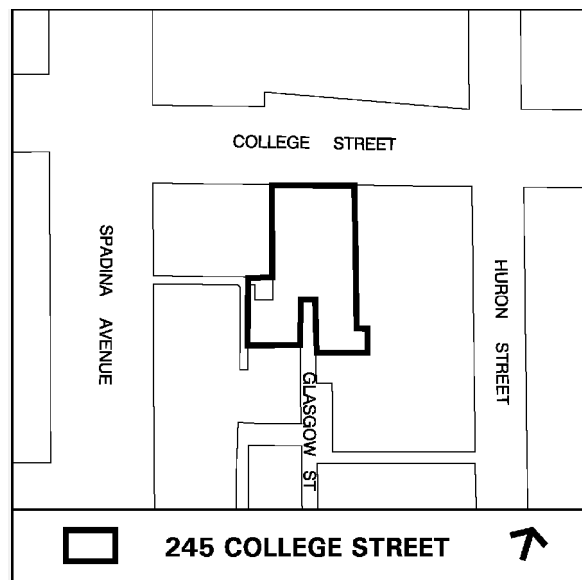
This application proposes a privately built and operated, 42-storey academic residence. A 3-storey podium is proposed to contain retail, academic services and lecture halls to be used by the University of Toronto at 245-51 College Street, and 39 and 40 Glasgow Street.

The application in its current form is not supportable. Of considerable concern to staff is the appropriateness of the proposed scale, density, massing and transition towards the existing adjacent *Neighbourhoods*. The further processing of the application and public consultation process are recommended in order to give the applicant the opportunity to work with City staff, the community and the Ward Councillor to address these issues, and others that may arise through further review of the application.

RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff be directed to schedule a community consultation meeting for



the application for 245-251 College Street and 39 and 40 Glasgow Street, together with the Ward Councillor.

2. Notice for the community consultation meeting be given to landowners and residents within 120 metres of the site.
3. Notice for the public meeting under the Planning Act be given according to the regulations under the Planning Act.

Financial Impact

The recommendations in this report have no financial impact.

Pre-Application Consultation

A pre-application consultation meeting was held with the applicant to discuss the proposal and complete application submission requirements.

The Ward Councillor held a Pre-Application Information Session with the community on May 18, 2010 to obtain initial feedback on the applicant's proposal. Issues that arose at that session included: the height and massing of the proposed development; the relationship to the neighbouring properties; the impact of the proposal on other sites in the area; the precedent that this development proposal may set for the area; the affordability of the proposed units; and whether other locations for the proposal were considered (i.e. Yonge Street, Bay Street).

ISSUE BACKGROUND

Proposal

The applicant proposes to construct a privately owned and operated, 42-storey academic residence that would contain 375 dormitory rooms, with an anticipated total of 1,303 student beds, at the subject site. The proposed building would be comprised of a 3-storey podium and a 39-storey tower above. The overall height of the building, including mechanical penthouse, is proposed to be 137.55 metres. The applicant's proposal would have a total gross floor area of 40,935m² and a density of 18.8 times the lot area. Four hundred and fifty bicycle parking spaces are proposed for this development, with no vehicular parking spaces provided.

Site and Surrounding Area

The subject site is an assembly of four properties, municipally known as 245 and 251 College Street, and 39 and 40 Glasgow Street. The site has a total lot area of 2,176m² and is currently occupied by a 2-storey commercial building, a 5-storey commercial building, and surface parking areas.

Development in the vicinity is as follows:

North: The north side of College Street forms part of the University of Toronto, St. George Campus.

- South:* The area immediately south of the site is comprised of low density residential uses.
- East:* To the east of the site are a number of mixed use buildings ranging in height from 3 to 5-storeys, and Lillian Smith Library which is listed on the City's inventory of Heritage Properties.
- West:* To the immediate west of the subject site, there are a number of mixed use buildings ranging in height from 2 to 3 storeys.

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 site is designated "*Mixed Use Areas*" and "*Neighbourhoods*" in the City of Toronto Official Plan. The Plan designates the properties which front onto College Street "*Mixed Use Areas*". This designation permits a broad range of commercial, residential and institutional uses and includes policies and development criteria to guide development and its transition between areas of different development intensity and scale.

The development criteria in "*Mixed Use Areas*" includes, but is not limited to:

- creating a balance of high quality commercial, residential, institutional and open space uses that reduces automobile dependency and meets the needs of the local community;
- providing for new jobs and homes for Toronto's growing population on underutilized lands;
- locate and mass new buildings to provide a transition between areas of different development intensity and scale;
- locate and mass new buildings to frame the edges of streets and parks;
- provide an attractive, comfortable and safe pedestrian environment;

- provide good site access and circulation and an adequate supply of parking for residents and visitors;
- locate and screen service areas, ramps and garbage storage to minimize the impact on adjacent streets and residences; and
- provide indoor and outdoor recreation space for building residents in every significant multi-residential development.

The Glasgow Street property is designated “*Neighbourhoods*” within the Official Plan. “*Neighbourhoods*” are considered physically stable areas made up of residential uses in lower scale buildings such as detached houses, semi-detached houses, duplexes, triplexes and townhouses, as well as interspersed walk-up apartments that are no higher than 4-storeys. Parks, low scale local institutions, home occupations, cultural and recreational facilities and small-scale retail, service and office uses are also provided for in “*Neighbourhoods*”. The Plan identifies these established areas as physically stable in which development will respect and reinforce the existing physical character of the neighbourhood. Particular aspects of physical character are identified including: patterns of streets, blocks and lanes; lot size; heights, massing, scale and dwelling type of nearby residential properties; prevailing building types, or predominant forms of development in the neighbourhood; and, prevailing patterns of rear and side yard setbacks and landscaped open space.

The Built Form policies, contained within section 3.1.2 of the Official Plan emphasise the importance of ensuring that new development fits within its existing and/or planned context, while limiting impacts on neighbouring streets, parks and open spaces. New buildings are required to provide appropriate massing and transition in scale that will respect the character of the surrounding area.

The Plan also contains policies regarding tall buildings in the city. Tall buildings are identified as those whose height is typically greater than the width of the adjacent road allowance. College Street, at this location, has a right-of-way width of 30 metres, and thus, the proposed 137.55 metre high (to top of mechanical penthouse) building at this location is considered to be a tall building. The Plan also limits these buildings to parts of the Downtown, Centres, and other areas of the city where they are specifically permitted by a Secondary Plan or Zoning By-law. The Official Plan also sets out key urban design considerations when considering a tall building proposal.

Zoning

The majority of the subject site is zoned MCR T2.5 C1.0 R2.5 in the Former City of Toronto Zoning By-law 438-86. The MCR Zone permits a range of residential and commercial uses within this zoning category to a maximum height of 14.0 metres.

The portion of the site located at Glasgow Street is zoned R3 Z1.0 by the Zoning By-law. The R3 Zone permits a range of residential building types to a maximum height of 12.0 metres.

Site Plan Control

The subject site and development is subject to Site Plan Control. An application for Site Plan Control had not been submitted at the time of writing of this report.

Tree Preservation

Appropriate retention and protection measures will be required for trees that qualify for protection under applicable City of Toronto By-laws. The applicant has submitted an Arborist Report which will be reviewed by the appropriate City Divisions to assess whether there are any trees on-site that qualify for protection.

Tall Building Guidelines

Toronto City Council approved the use of the document, “Design Criteria for Review of Tall Building Proposals” (Tall Buildings Guidelines) in June, 2006 on a pilot basis, and it was endorsed by Council in May, 2010. A tall building is generally defined as a building that is taller than the road right-of-way adjacent to the site. The right-of-way width for College Street at this location is 30 metres, and the proposed building at 137.55 metres is considered a tall building. The Tall Buildings Guidelines 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.

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

City Council on January 29 and 30, 2008 (PG12.3) authorized the continued use and testing of the Tall Buildings Guidelines and coordination with the Living Downtown study to address site selection for tall buildings. The consultant report “Tall Buildings, Inviting Change in Downtown Toronto” proposes a vision for how tall buildings should fit into downtown Toronto: <http://www.toronto.ca/planning/tallbuildingstudy.htm>. It provides a vision and a set of performance standards for tall buildings in Downtown Toronto.

Reasons for the Application

A Rezoning application is required to permit the scale and density proposed by the applicant.

The application does not comply with the Official Plan as it relates to the portions of the site that are within the *Neighbourhoods* designation. If the applicant would like to proceed with the application as submitted, an Official Plan Amendment application is required.

COMMENTS

Application Submission

The following reports/studies were submitted with the application:

- A completed development application form and fees
- Plan of Survey, Context Plan and Site Plan Drawings, Architectural drawings - including Elevations and Site Sections
- Planning Rationale
- Transportation Impact and Parking Assessment Study
- Stormwater Management Report
- Preliminary Servicing Report
- Arborist Report
- Tree Survey/Tree Preservation Plan

A Notification of Incomplete Application issued on November 16, 2010 identifies the outstanding material required for a complete application submission as follows:

- Pedestrian Level Wind Study
- Toronto Green Development Standard Checklist

Issues to be Resolved

The following issues identified by staff to date will need to be reviewed and addressed:

Outstanding Applications

The applicant is required to make application for an Official Plan Amendment if they choose to proceed with the proposal as submitted.

Height

The Official Plan identifies that tall buildings are desirable in the right places, but also acknowledges that they are not appropriate in all locations. When tall buildings are poorly located or designed, they can physically and visually overwhelm adjacent streets, parks and neighbourhoods. The Plan acknowledges that tall buildings are also only one form of intensification. Most of the proposed intensification is anticipated to be achieved with street oriented, grade related or mid-rise type buildings.

The applicant's proposal for a 137.55 metre tall building at this location is significantly higher than the surrounding buildings, and is not supportable. The proposed 42-storey tower does not fit into the existing context, and does not respect the existing character or building proportions of the immediate area, or provide appropriate transitions in scale to neighbouring buildings. The variation between the height proposed and the height of the adjacent neighbourhood is also problematic, and does not reflect a scale that is consistent with the surrounding area.

Built Form

The Official Plan identifies that developments may be considered not only in terms of the individual building and site, but also in terms of how that building and site fit within the context of the neighbourhood and the City. New development within "*Mixed Use Areas*" is required to locate and mass new buildings to frame the edge of the streets, maintain

sunlight and comfortable wind conditions, and locate and mass new buildings to provide a transition between areas of different development intensity and scale.

The current form of development proposed by the applicant is not appropriate. The proposal has not properly considered building massing and height in relation to its existing and planned context as required by the Official Plan. In addition to not providing adequate transition between areas of different development intensity and scale, the proposed 42-storey tower significantly penetrates the 45-degree angular plane requirements for buildings in the Mixed Commercial Residential zone. The angular plane for this site would significantly reduce the permitted height of the building, as well as require greater articulation of the building via stepbacks and terracing.

Surrounding Context

Intensification on land adjacent to neighbourhoods is required to be carefully controlled so that neighbourhoods are protected from negative impact by locating and organizing to fit with its existing and/or planned context. The plans submitted with the application do not fit harmoniously within the existing context. The proposal seeks to introduce a built form and density that are greater than what exists in the area. The variation between the height of the proposed buildings and the height of the adjacent neighbourhood is inconsistent with the surrounding context, and needs to be revisited.

Density

The majority of the subject site is zoned MCR T2.5 C1.0 R2.5 in the Former City of Toronto Zoning By-law 438-86. This zoning category permits a total density of 2.5 times the lot area for mixed use developments. The applicants proposed 42-storey building would have a site density of 18.8 times the lot area. Given the location of this site, the proposed density is not considered appropriate.

Parking and Loading

The applicant proposes to provide no vehicular parking and 4 loading spaces as part of this development proposal. The City's Technical Services Division has identified that under the requirements of Zoning By-law 438-86, 81 parking spaces are required to service this development. The Technical Services Division has also indicated that under By-law 1156-2010, 73 parking spaces are required.

The amount of parking provided and the location of the parking, in addition to the design of the parking access must be reviewed in relation to the demand generated by the proposal and in the context of the development's access to public transit. A Transportation Impact Assessment has been submitted as part of this application and has been review by the appropriate City Divisions. The City's Technical Services Division has requested that the parking study be updated to provide an estimate of the peak parking demand for the residential component of the project.

Tall Buildings

Staff will review the Design Criteria for the review of Tall Building Proposals and the appropriateness of the proposed scale and massing in terms of overall heights proposed, built form arrangements on the site, tower diameter, separation distances, setbacks from lot lines, as well as the compatibility and relationship with the surrounding context.

As part of the application review, Planning Staff will also require that the applicant submit a pedestrian level wind study in order to ensure that the site conditions would be suitable and appropriate. Should the wind study identify site issues, the necessary mitigative measures will need to be addressed.

Working Committee

The Ward Councillor has indicated a desire to have a working committee formed for this development application. The working committee would consist of City Staff, the Ward Councillor, and neighbouring land owners and ratepayers associations. A date for the first working committee session has been tentatively set for January 18, 2011.

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 support green industry.

The TGS Checklist remains outstanding. Once the TGS checklist is submitted by the applicant, it will be reviewed by City staff for compliance with the Tier 1 performance measures.

Section 37 of the *Planning Act*

The application in its current form will be subject to Section 37 contributions under the *Planning Act*.

Should the application be approved, Staff in consultation with the Ward Councillor, will identify and secure public benefits pursuant to Section 37 of the *Planning Act* including appropriate community services, facilities and amenities which address local priorities.

Conclusion

The preliminary issues identified with the proposal, in particular the proposed building height and density, are significant. Additional issues may be identified through the review of the application, agency comments and the community consultation process. Planning staff will work with the applicant, the community and the Ward Councillor

towards an acceptable application. Should the applicant fail to address these issues in a revised proposal, Planning staff will recommend refusal of the application.

CONTACT

Marian Prejel, Senior Planner
Tel. No. (416) 392-9337
Fax No. (416) 392-1330
E-mail: mprejel@toronto.ca

SIGNATURE

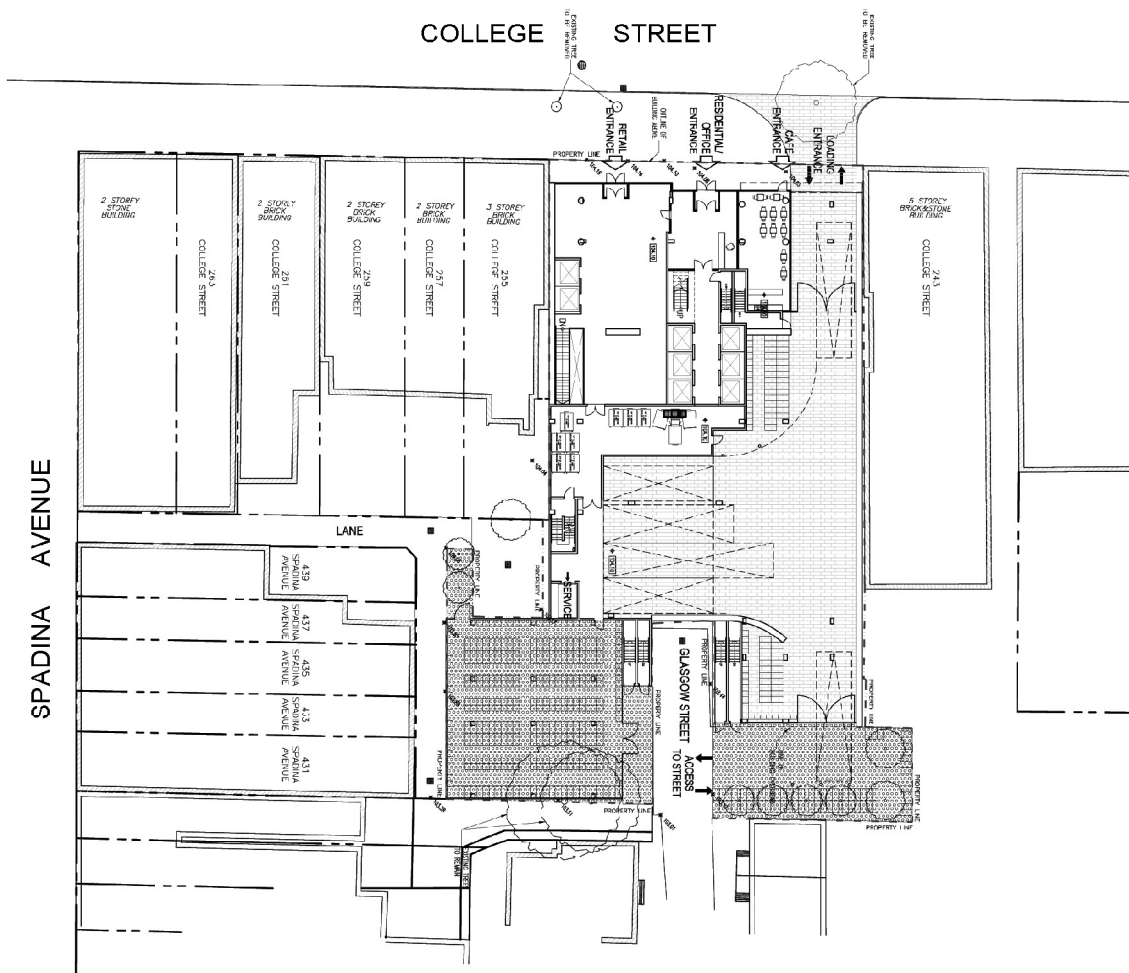
Raymond David, Director
Community Planning, Toronto and East York District

(P:\2010\Cluster B\pln\teycc32720778050.doc) – smc

ATTACHMENTS

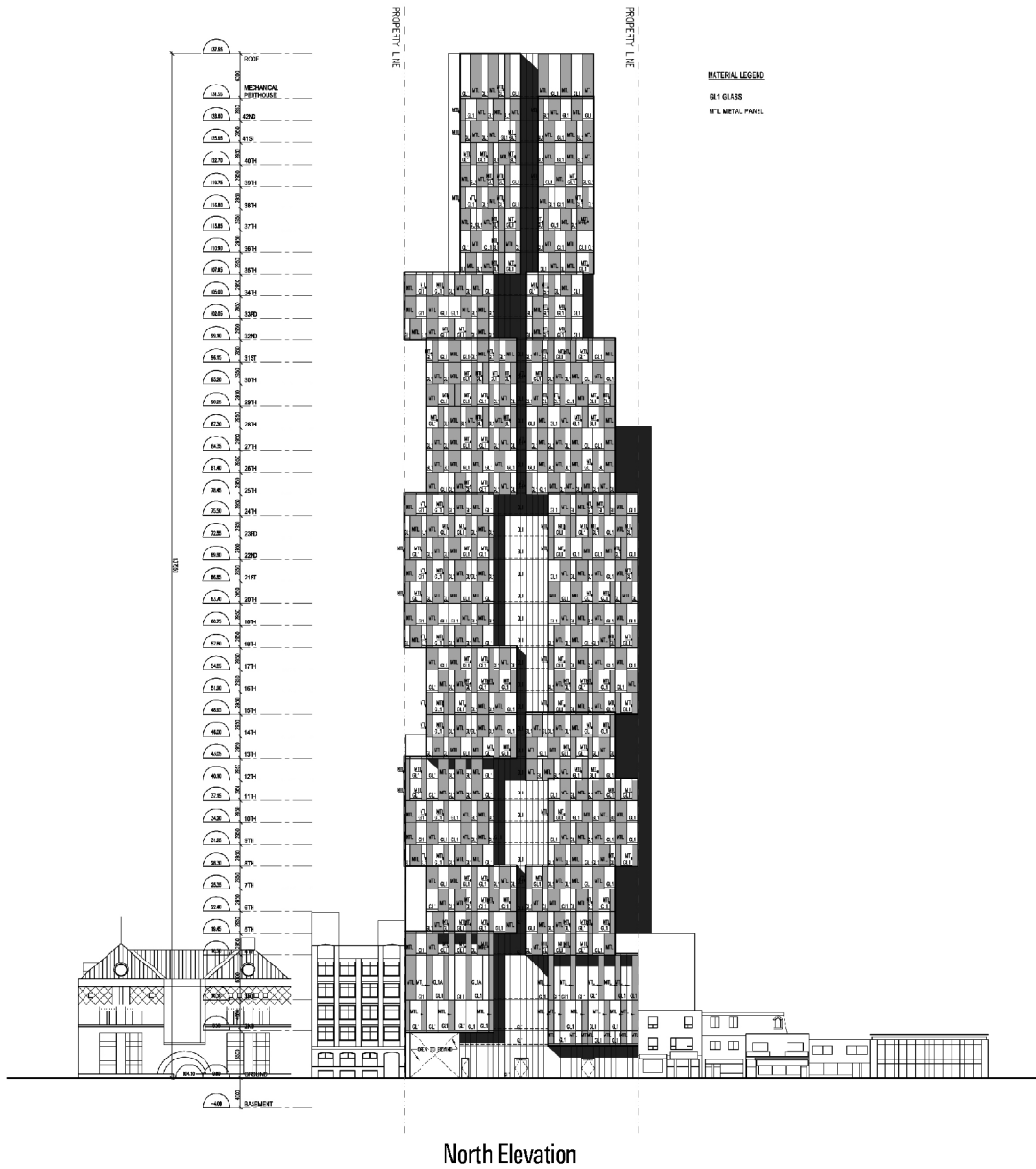
Attachment 1: Site Plan
Attachment 2: North Elevation
Attachment 3: South Elevation
Attachment 4: East Elevation
Attachment 5: West Elevation
Attachment 6: Zoning By-law 438-86
Attachment 7: Zoning By-law 1156-2010
Attachment 8: Official Plan
Attachment 9: Application Data Sheet

Attachment 1: Site Plan



Site Plan **245 College Street**
 Applicant's Submitted Drawing
 Not to Scale  File # 10_239490
 12/07/10

Attachment 2: North Elevation



North Elevation

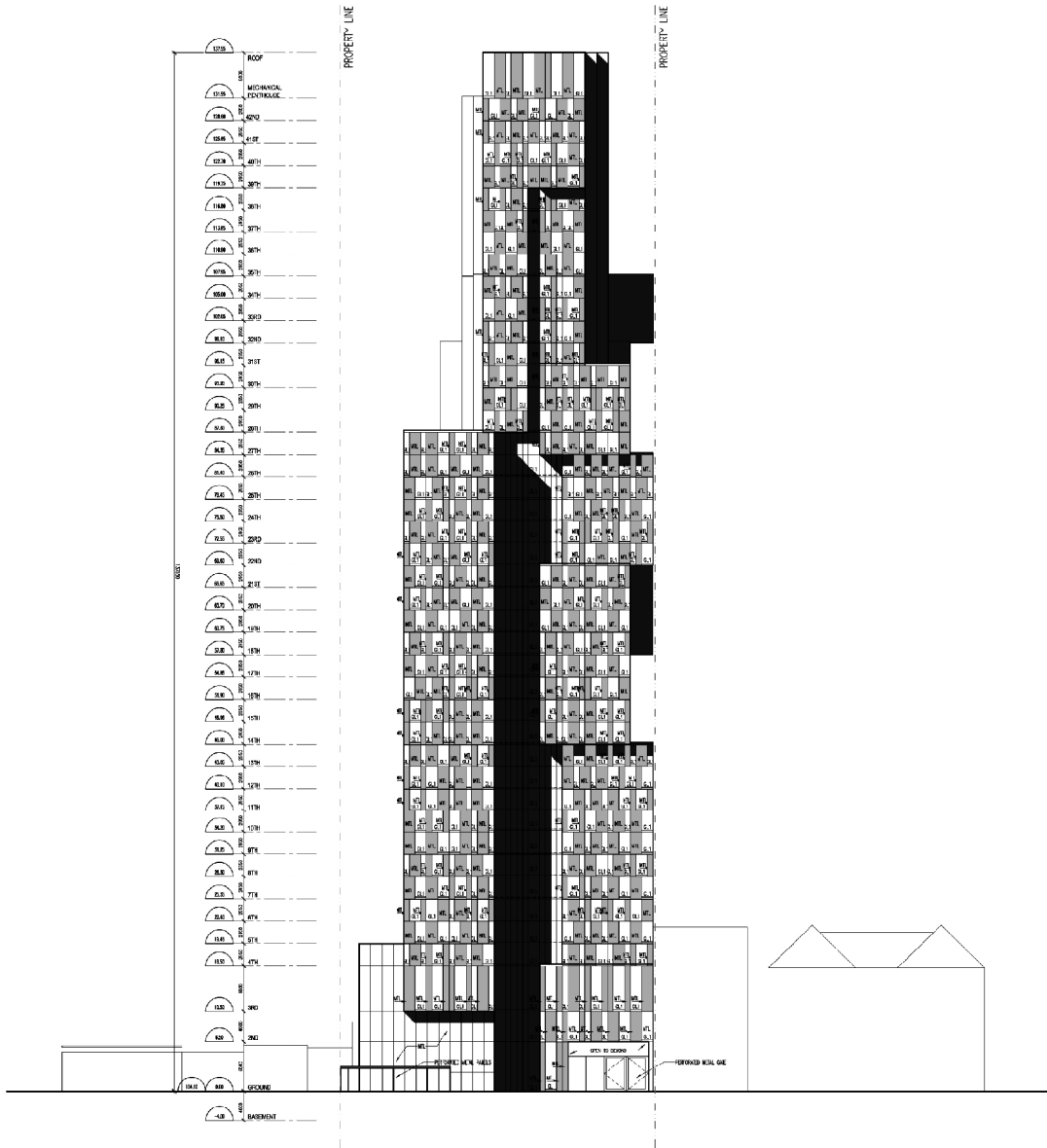
Applicant's Submitted Drawing

Not to Scale
12/07/10

245 College Street

File # 10_239490

Attachment 3: South Elevation



South Elevation

South Elevation

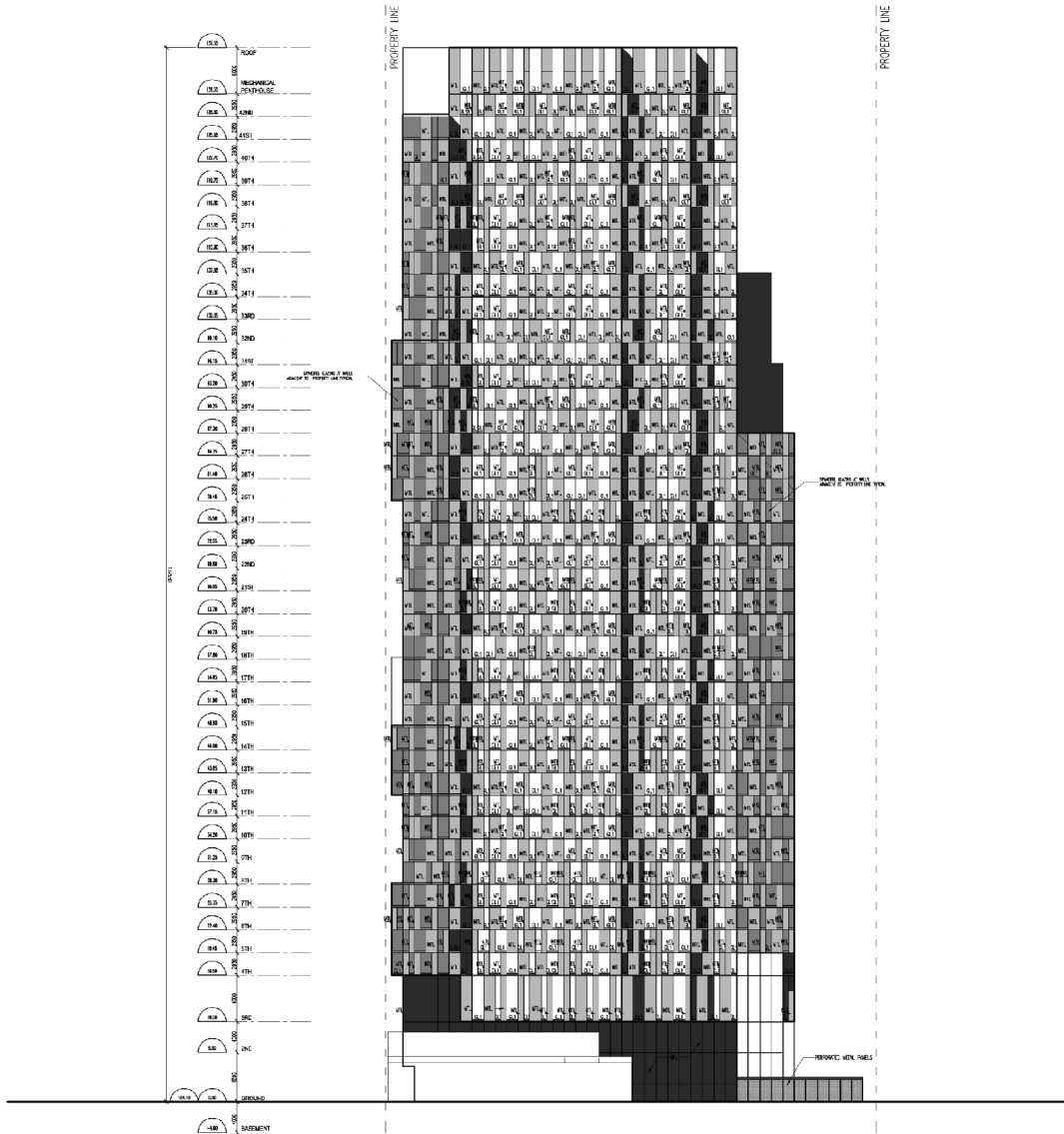
Applicant's Submitted Drawing

Not to Scale
12/07/10

245 College Street

File # 10_239490

Attachment 4: East Elevation



East Elevation

East Elevation

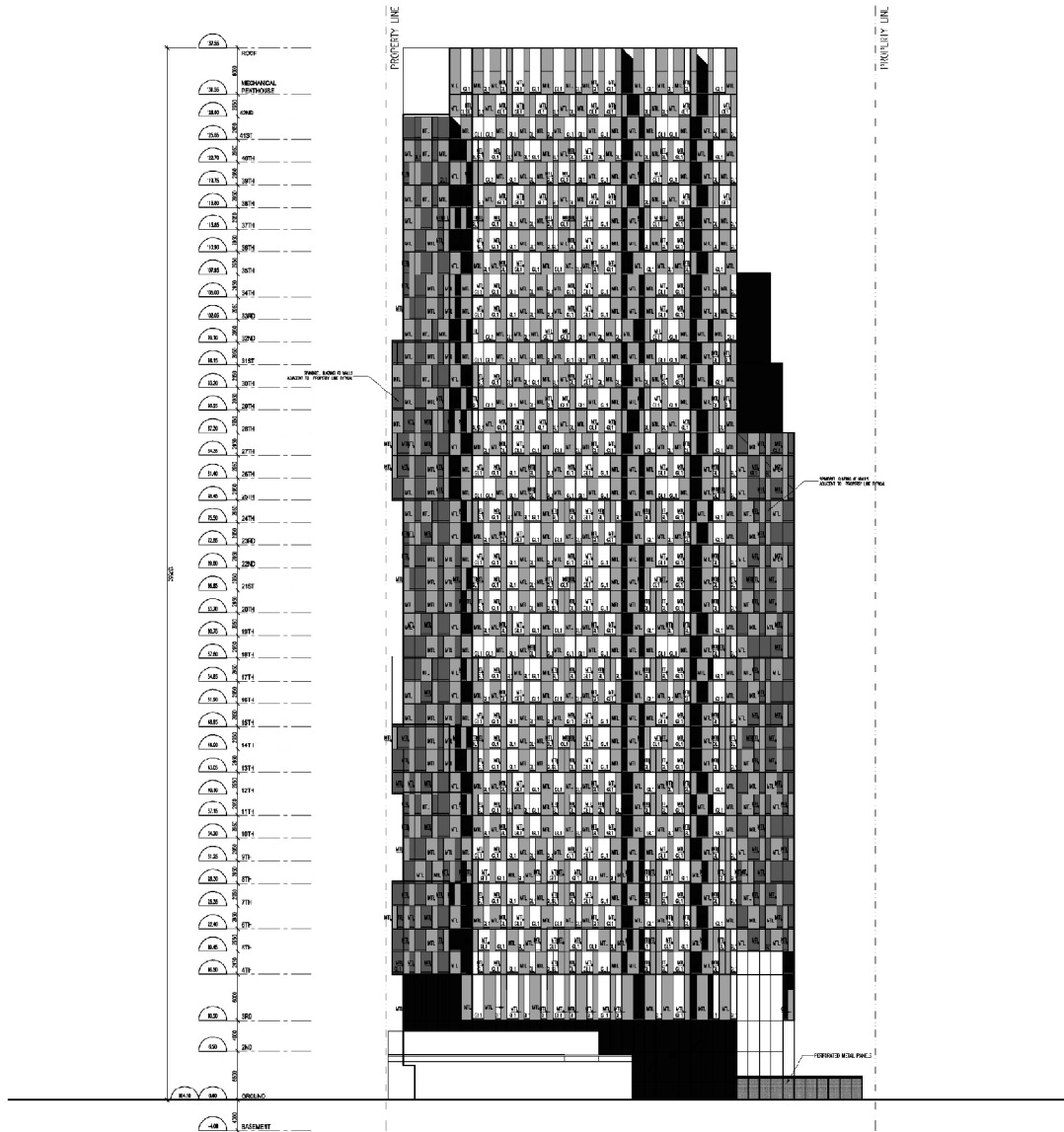
Applicant's Submitted Drawing

Not to Scale
12/07/10

245 College Street

File # 10_239490

Attachment 5: West Elevation



West Elevation

West Elevation

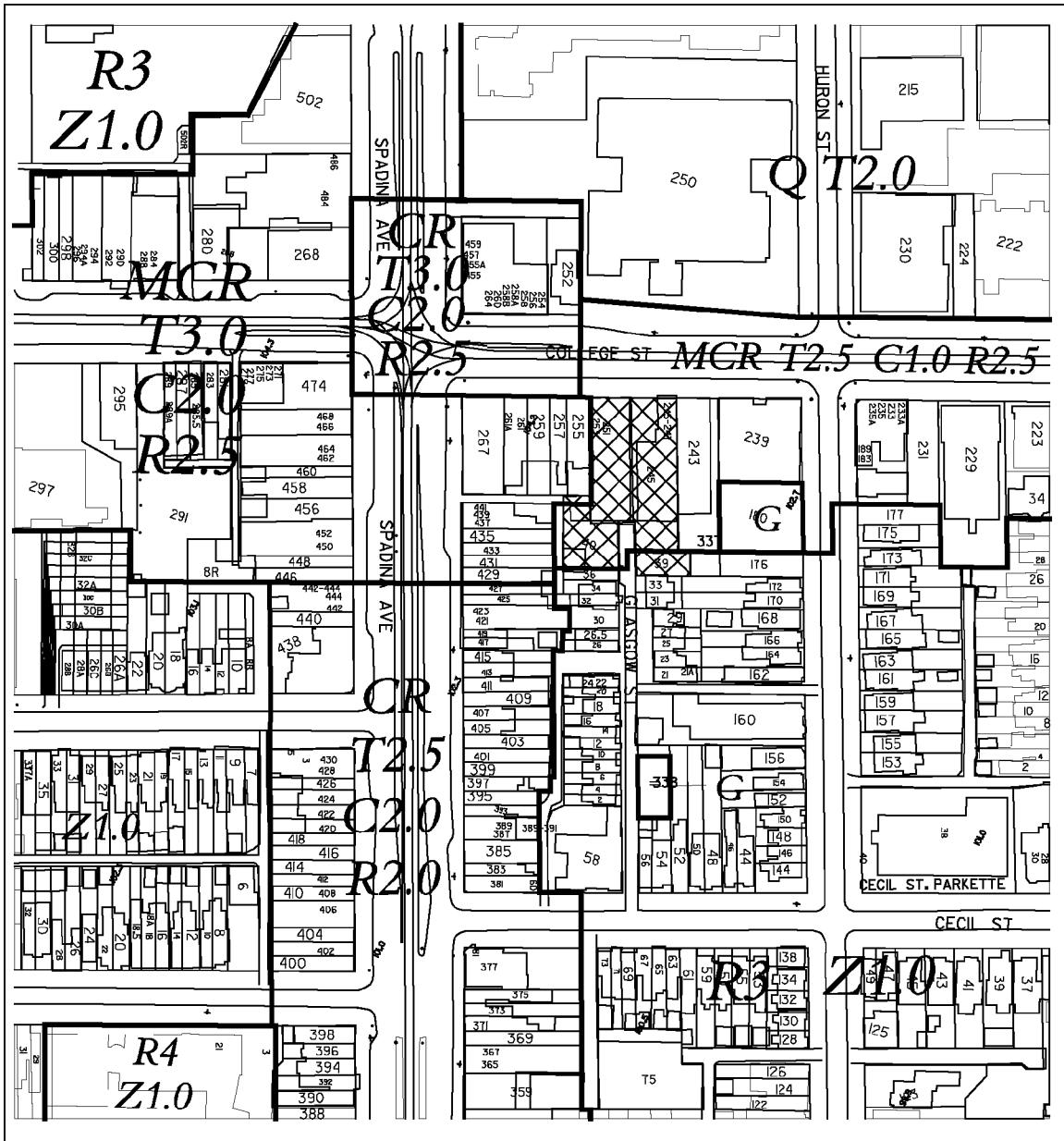
Applicant's Submitted Drawing

Not to Scale
12/07/10

245 College Street

File # 10_239490

Attachment 6: Zoning By-law 438-86



245 College Street

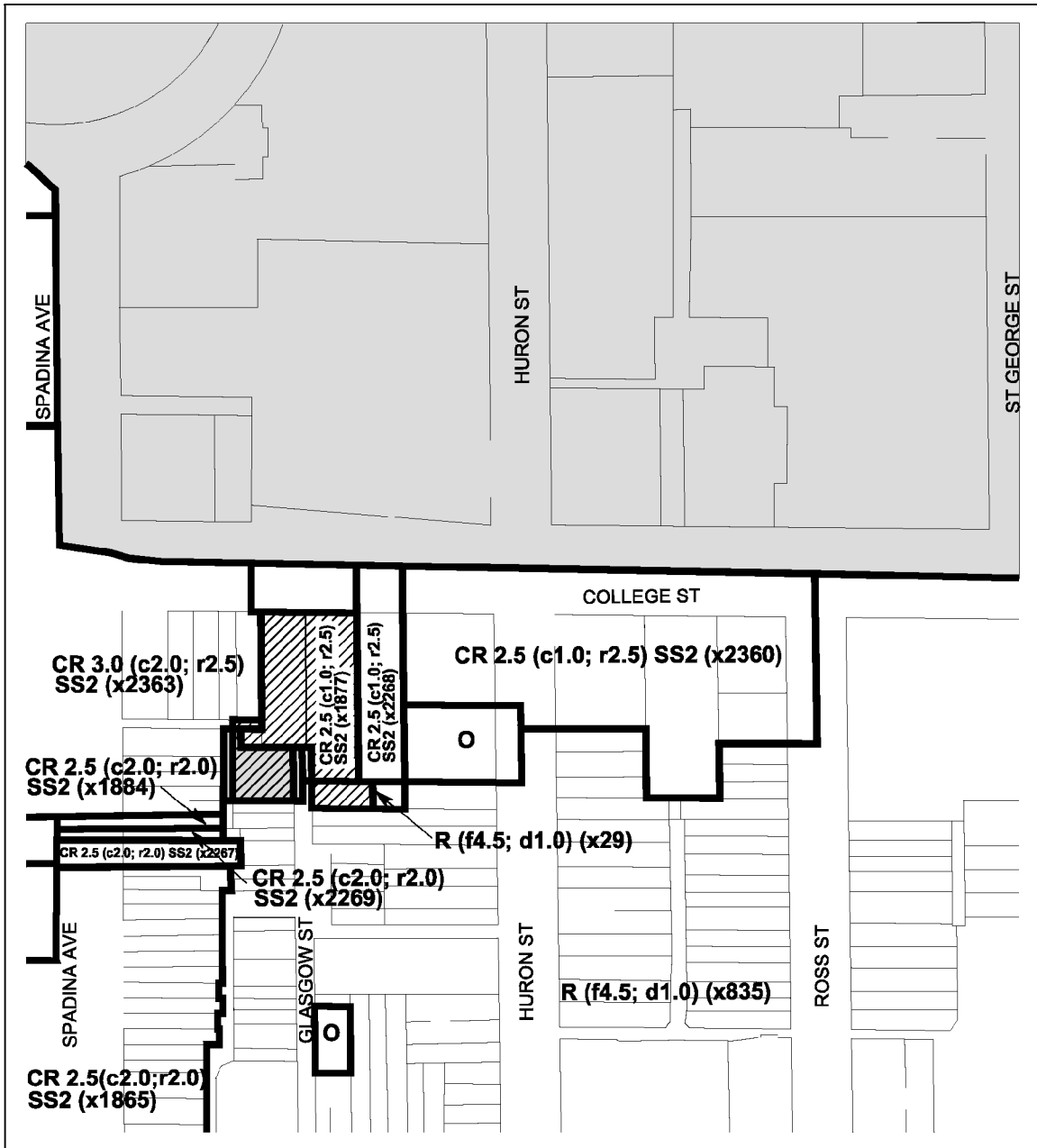
File # 10_239490

- | | | | |
|----|----------------------|-----|--------------------|
| G | Parks District | CR | Mixed-Use District |
| R3 | Residential District | MCR | Mixed-Use District |
| R4 | Residential District | Q | Mixed-Use District |



Not to Scale
Zoning By-law 438-86 as amended
Extracted 12/06/10

Attachment 7: Zoning By-law 1156-2010



Zoning-City of Toronto By-law 1156-2010

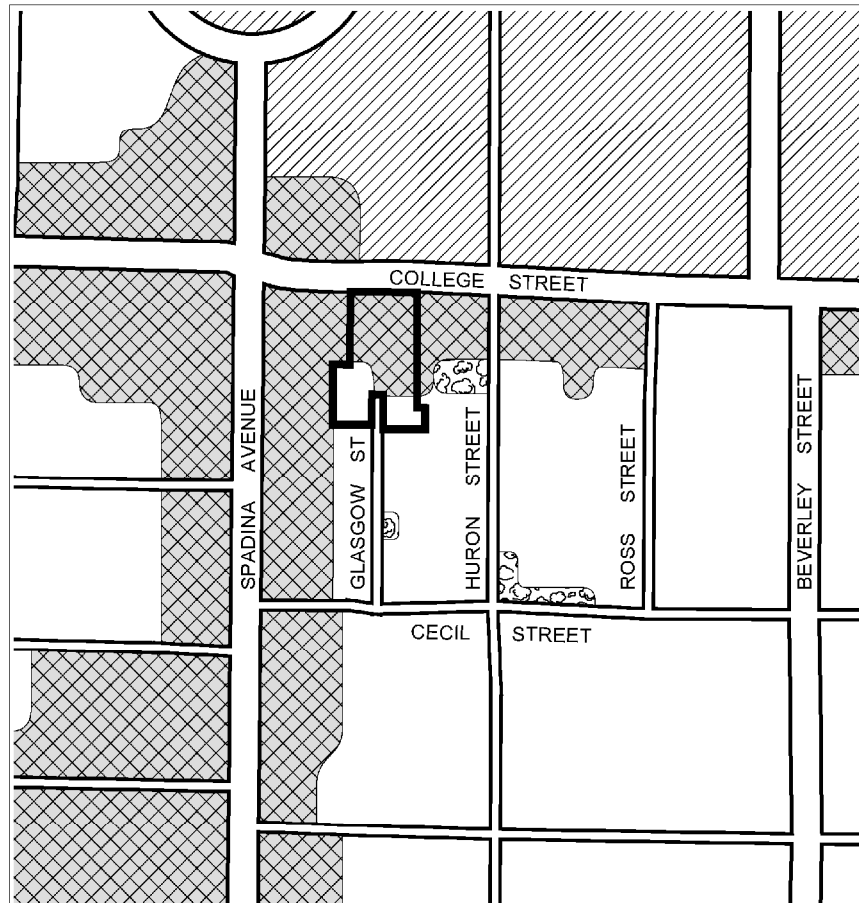
245 College Street

File # 10 239490 0Z

- Not Part of By-Law 1156-2010
- Location of Application
- R** Residential
- O** Open Space
- CR** Commercial Residential

↑ Not to Scale
12/6/10

Attachment 7: Official Plan



Toronto City Planning
Official Plan

245 College Street

File # 10_239490



↑
 Not to Scale
 12/07/10

Attachment 9: Data Application Sheet

Application Type	Rezoning	Application Number:	10-239490 STE 20 OZ
Details	Rezoning, Standard	Application Date:	August 13, 2010

Municipal Address: 245-247 COLLEGE ST
 Location Description: CON 1 FB PARK PT LT15 **GRID S2009
 Project Description: Rezoning application to permit construction of new 42 storey academic residences complete with 3 storey podium containing retail, academic services and lecture halls for University of Toronto.

Applicant:	Agent:	Architect:	Owner:
Goodmans LLP			The Governing Council for the University of Toronto

PLANNING CONTROLS

Official Plan Designation:	Mixed Use Areas/Neighbourhoods	Site Specific Provision:
Zoning:	MCR T2.5 C1.0 R2.5 R3.0 Z1.0	Historical Status:
Height Limit (m):	14 (MCR) 12 (R3)	Site Plan Control Area: Y

PROJECT INFORMATION

Site Area (sq. m):	2176	Height:	Storeys:	42
Frontage (m):	31.36		Metres:	132.55
Depth (m):	65.59			
Total Ground Floor Area (sq. m):	460			Total
Total Residential GFA (sq. m):	38620		Parking Spaces:	0
Total Non-Residential GFA (sq. m):	2315		Loading Docks	4
Total GFA (sq. m):	40935			
Lot Coverage Ratio (%):	21.1			
Floor Space Index:	18.81			

DWELLING UNITS

FLOOR AREA BREAKDOWN (upon project completion)

	Tenure Type:	Other		Above Grade	Below Grade
Rooms:	375/1,303 beds	Residential GFA (sq. m):	38620	0	
Bachelor:	0	Retail GFA (sq. m):	300	1540	
1 Bedroom:	0	Office GFA (sq. m):	475	0	
2 Bedroom:	0	Industrial GFA (sq. m):	0	0	
3 + Bedroom:	0	Institutional/Other GFA (sq. m):	0	0	
Total Units:	0				

CONTACT: PLANNER NAME: Marian Prejel, Senior Planner
TELEPHONE: (416) 392-9337