

47-55 St George Street – Zoning Amendment – Final Report

Date:	January 27, 2015
To:	Toronto and East York Community Council
From:	Director, Community Planning, Toronto and East York District
Wards:	Ward 20 – Trinity-Spadina
Reference Number:	14 153198 STE 20 OZ

SUMMARY

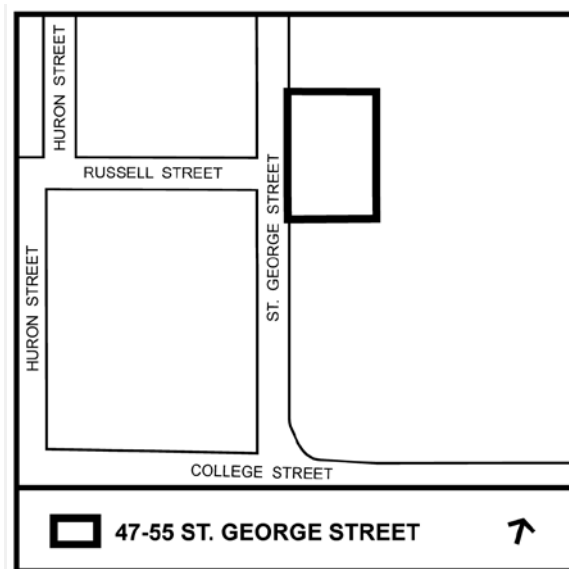
This application proposes a new 8-storey institutional building on the University of Toronto downtown campus at 47-55 St George Street. The building will contain the Centre of Engineering Innovation and Entrepreneurship related to the Faculty of Applied Science and Engineering. The proposal maintains the Physical Geography building at the south end of the site, but the existing building at 49-55 George Street will be demolished.

This report reviews and recommends approval of the application to amend the former City of Toronto Zoning By-law 438-86, as amended.

RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council amend Zoning By-law 438-86, as amended, for the lands at 47-55 St. George Street, substantially in accordance with the draft Zoning By-law Amendment attached as Attachment No. 10 to the report (January 27, 2015) from the Director, Community Planning, Toronto and East York District.



2. City Council authorize the City Solicitor to make such stylistic and technical changes to the draft Zoning By-law Amendment as may be required.
3. Before introducing the necessary Bills to City Council for enactment, require the applicant to:
 - a) Submit a Municipal Servicing Review Report for review and acceptance by the Executive Director, Engineering and Construction Services.

Financial Impact

The recommendations in this report have no financial impact.

DECISION HISTORY

A Preliminary Report, dated June 27, 2014, from the Director, Community Planning, Toronto and East York District, was before Toronto and East York Community Council on August 12, 2014. Community Council directed staff to continue discussions with the applicant to address the issues respecting the proposal for 47-55 St. George Street, as outlined in the report.

ISSUE BACKGROUND

Proposal

The proposal is for a new 8-storey (44 metre) institutional building to house the Centre for Engineering Innovation and Entrepreneurship within the Faculty of Applied Science and Engineering at the University of Toronto. The proposal maintains the Physical Geography building at the south end of the site, but the existing building at the north end of the site will be demolished. The building will contain classrooms, a 500 seat auditorium, meeting rooms, research space, offices, lounges and study spaces. The proposed overall gross floor area is 12,920 square metres. A total of 50 parking spaces are proposed in an underground parking garage.

The building will sit between Knox College to the north and the Physical Geography building to the south. The entrance to the parking garage is located behind the Physical Geography building with parking and loading gaining access to the site via Galbraith Road. The proposal includes one level of below grade parking which will contain 50 parking spaces.

The building elevations can be found in Attachments 1 to 5, and Attachment 8 for the Application Data Sheet.

Site and Surrounding Area

The lands are within the University of Toronto St. George Campus. The site is located on the east side of St. George Street between Harbord/Hoskin and College Street. The site has an overall site area of approximately 5,337 square metres and currently contains 2 buildings and a surface parking lot.

Development in the vicinity of the site is as follows:

- North: To the north of the site is Knox College which was built in 1915. Knox College is a historically designated, 4-storey courtyard building containing classrooms, a library, chapel and dormitory rooms.
- East: To the east of the site are Convocation and Simcoe Halls. Both these heritage buildings are on the City's Inventory of Heritage Properties.
- South: To the south of Galbraith Road is the Galbraith Building, built in 1960, which houses the Faculty of Engineering and is 4 ½ storeys in height.
- West: To the west of the site is St. George Street. On the west side of St. George Street is the Bahen Centre for Information Technology, Russell Street and the Astronomy and Astrophysics building.

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 by the *Planning Act*, to conform, or not conflict, with the Growth Plan for the Greater Golden Horseshoe.

Official Plan

The site is designated *Institutional Areas* in the Official Plan. *Institutional Areas* are made up of: major educational, health and governmental uses with their ancillary uses; cultural, parks and recreational uses; religious; commercial and institutional residence facilities; and utility areas.

The subject site is also within the University of Toronto (Main Campus) Secondary Plan area. The Secondary Plan contains Built Form Policies (Section 3) which are intended to guide development and redevelopment in the University of Toronto Area. Some of the Built Form Policies contained within the Secondary Plan include:

- new buildings will be sited in a manner that clearly defines and gives form to the edges of streets, open spaces and mid-block pedestrian routes;

- the height and mass of new buildings will achieve an appropriate relationship to the scale of adjacent streets and open spaces ensuring access to sunlight and skyview and shelter from prevailing winds; and
- new buildings will achieve a harmonious relationship to their built form context through consideration of matters such as, but not limited to, the building massing and setbacks, roof line and profile, scale, texture, architectural detail and expression, including fenestration and materials.

The proposal is evaluated for compliance with the Policies contained within the Official Plan and the University of Toronto Secondary Plan as set out in the comments section of this report.

Zoning

The subject site is zoned Q (Institutional) in the former City of Toronto Zoning By-law 438-86, as amended. This zoning category permits a range of institutional uses, such as universities, educational, hospital and government uses. The University has an area-specific zoning exception (12(2)310) in Zoning By-law 438-86 which has a built form envelope for this site which includes a 23 metre height limit. See Attachment

Site Plan Control

A Site Plan Control application has been submitted and is being reviewed concurrently with the Zoning Amendment application.

Reasons for Application

A Zoning Amendment application is required as the proposed building does not fit into the permitted building envelope described in the area-specific Zoning By-law, and the proposed height of 44 metres exceeds the 23 metre height permission.

Community Consultation

A Community Consultation Meeting was held on June 25, 2014 at Woodworth College Residence. No members of the public attended the Community Consultation meeting. The project was discussed at the University of Toronto Liaison Committee meeting. Members of the Liaison Committee had comments about views, not impeding the view of the dome at Convocation Hall, and comments regarding the auditorium.

Agency Circulation

The application was circulated to all appropriate agencies and City divisions. Responses received have been used to assist in evaluating the application and to formulate appropriate By-law standards.

COMMENTS

Provincial Policy Statement and Provincial Plans

Staff have reviewed the proposal and determined that it is consistent with the Provincial Policy Statement, and does not conflict with the Growth Plan for the Greater Golden Horseshoe.

Land Use

The site is designated “*Institutional Areas*” in the Official Plan and zoned Q (Institutional) in the Zoning By-law. The use is permitted in both the Official Plan and Zoning By-law.

The proposed use for the lands is both compatible with the adjacent institutional uses and is in keeping with the policies and development criteria contained within the Official Plan.

Density, Height and Massing

The University of Toronto Secondary Plan identifies that the height and mass of new buildings will achieve an appropriate relationship to the scale of adjacent streets and open spaces ensuring access to sunlight and sky view and shelter from prevailing winds. In addition to specific policies contained within the Secondary Plan, the built form policies contained within Section 3.1.2.1 of the Official Plan reinforce the specific policies by stating that new developments will be organized to fit within its existing and/or planned context. They will frame and support adjacent streets, parks and open spaces while improving their safety, pedestrian interest and casual views. This is done by locating buildings parallel to the street or along the edge of a park or open space; by locating building entrances so that they are clearly visible and directly accessible from the public sidewalk; and by providing ground floor uses that have views into, and where possible, access to adjacent streets, parks and open spaces.

The subject site is within the University of Toronto's main campus and is bordered by institutional uses along St. George Street. Certain sub-areas within the University of Toronto Area have a unique character which is intended to be protected and enhanced by Official Plan policies specific to certain areas. The subject site is located within the Institutional Area of Special Identity on Map 20-5 of the Secondary Plan. This area is identified as a unique and valuable environment characterized by distinctive nineteenth century institutional development patterns, and a traditional and spacious campus character. The value of the Institutional Area of Special Identity includes the concentration of unique heritage buildings, the relationships between the buildings and their settings, and the quality of open spaces defined by the buildings. The objectives for the Institutional Area of Special Identity are to preserve and enhance the built and open space environment, to encourage the usefulness of, but limit physical changes to, existing buildings within this area and to ensure that any infill development is carefully designed

to be compatible with and supportive of the area's patterns and heritage character. The proposed height and massing of the building are a direct result of the programmatic needs of the University to create a new state of the art Engineering building. City staff have worked with the University to articulate the building and materials in an attempt to be compatible with its heritage context and to minimize its visual impact on King's College Circle and Convocation Hall.

The result is a balancing of the needs of the University as an important institution in the City and City Planning's desire for a more modest structure. This approval does not imply that the continuation of this scale of building in the King's College Circle view shed should become the norm as replicating this scale would diminish the prominence of key buildings. Guidelines for future developments within this Area of Special Identity will be established through more specific criteria to be developed as part of the City's review of the U of T Secondary Plan.

The applicant is proposing a building with a density of approximately 2.4 times the lot area. The current Zoning By-law does not specify a density, but identifies a zoning envelope for the site. After review of the policies, the context of the site and the subject site's immediate surroundings on the university campus, the proposed density of 2.4 times the lot area is acceptable for this site.

The applicant proposed to develop the site with an 8-storey institutional building. The site specific Zoning By-law allows for a building with a height of 23metres (approximately 5 institutional storeys) plus mechanical penthouse on this site. The applicant's proposal is for a building that would have a height of 44 metres, plus mechanical penthouse. The site is located on St. George Street and is adjacent to a number of university and academic buildings which range in height from 2 to 8 storeys. Although the proposed height is significant in this context, staff are satisfied that the building is acceptable, and is generally in keeping with the built form and development criteria contained within the Official Plan.

Sun and Shadow

The applicant submitted shadow studies for the proposed development. The shadow studies submitted by the applicant have been reviewed by staff and are acceptable. The studies demonstrate that any shadow generated by the proposed development will not unduly impact the utility of the surrounding lands.

Traffic Impact, Access, Parking

Vehicular access to the site, and underground parking garage, will be provided by an existing private road (Galbraith Road) located at the south end of 45 St. George Street. Engineering and Construction Services has indicated that the entrance location and intended access arrangement is generally acceptable.

As part of the application, the applicant submitted a Transportation Study. In the report, the consultant aims to address the University's institutional space forecast to 2030 and the

fluctuation in the campus parking supply that can be expected, which could at times bring the parking supply to below the current Zoning By-law requirement. The applicant proposes to provide 50 parking spaces within a below grade parking garage. The overall parking rates for the campus will be reviewed as part of the University's Secondary Plan review application.

Bicycle Parking

The Official Plan contains policies which encourage reduced automobile dependency as well as promoting alternative modes of transportation. The policies contained within the Plan attempt to increase the opportunities for better walking and cycling conditions for residents of the City. Policy 2.4.7 states, "Policies, programs and infrastructure will be introduced to create a safe, comfortable, and bicycle friendly environment that encourages people of all ages to cycle for everyday transportation and enjoyment including... the provision of bicycle parking facilities in new developments". The development proposes to provide 45 long term bicycle parking spaces, and 58 short term bicycle parking spaces at the site. The proposed provision of 103 bicycle parking spaces is supported by staff.

Servicing

The proposal is not eligible for solid waste collection by the City of Toronto. Collection of all waste and recyclable materials must be done by a private service provider and must adhere to all applicable by-laws.

The owner is required to submit a revised Municipal Servicing Review Report for review and acceptance by the Executive Director, Engineering and Construction Services. The owner will be responsible to pay for, and construct, any improvements to the municipal infrastructure in connection with the Municipal Servicing and Stormwater Management Report should it be determined that improvements to such infrastructure is required to support the development. Staff have recommended that the Bills not be introduced until such time as the Municipal Servicing Review Report has been accepted by the Executive Director, Engineering and Construction Services.

Toronto Green Standard

On October 27, 2009 City Council adopted the two-tiered Toronto Green Standard (TGS). The TGS is a set of performance measures for green development. Tier 1 is required for new development. Tier 2 is a voluntary, higher level of performance with financial incentives. Achieving the Toronto Green Standard will improve air and water quality, reduce green house gas emissions and enhance the natural environment.

The applicant is required to meet Tier 1 of the TGS.

Parkland

The proposed development is exempt from the parks levy requirement under Chapter 165-7 of the former City of Toronto Municipal Code.

CONTACT

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

SIGNATURE

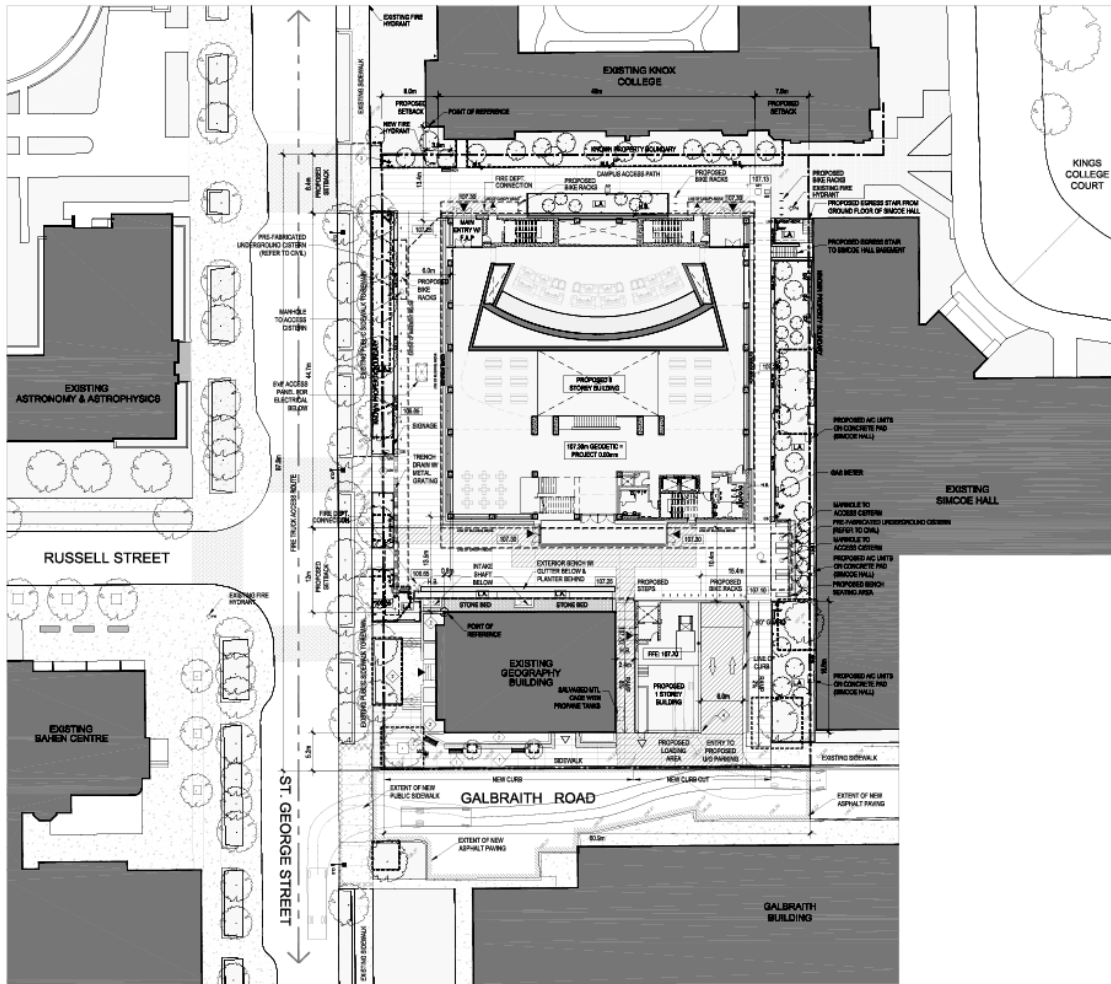
Gregg Lintern, MCIP, RPP
Director, Community Planning
Toronto and East York District

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ATTACHMENTS

Attachment 1: Site Plan
Attachment 2: Elevations
Attachment 3: Elevations
Attachment 4: Elevations
Attachment 5: Elevations
Attachment 6: Official Plan
Attachment 7: Zoning
Attachment 8: Site Specific Zoning (Zoning By-law 438-86: 12(2)310)
Attachment 9: Application Data Sheet
Attachment 10: Draft Zoning By-law Amendment

Attachment 1: Site Plan

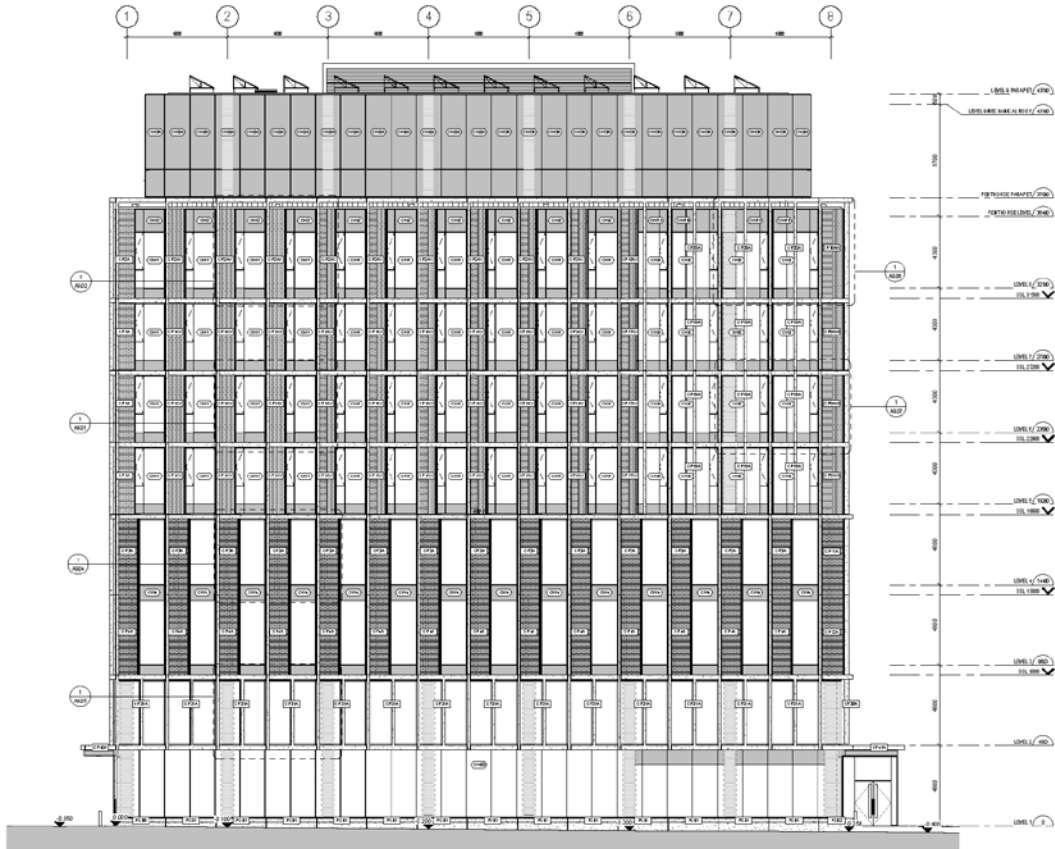


Site Plan **47 - 55 St George Street**

Applicant's Submitted Drawing

Not to Scale  01/28/2015 File # 14_153198 STE 20 OZ

Attachment 2: Elevations



West Elevation

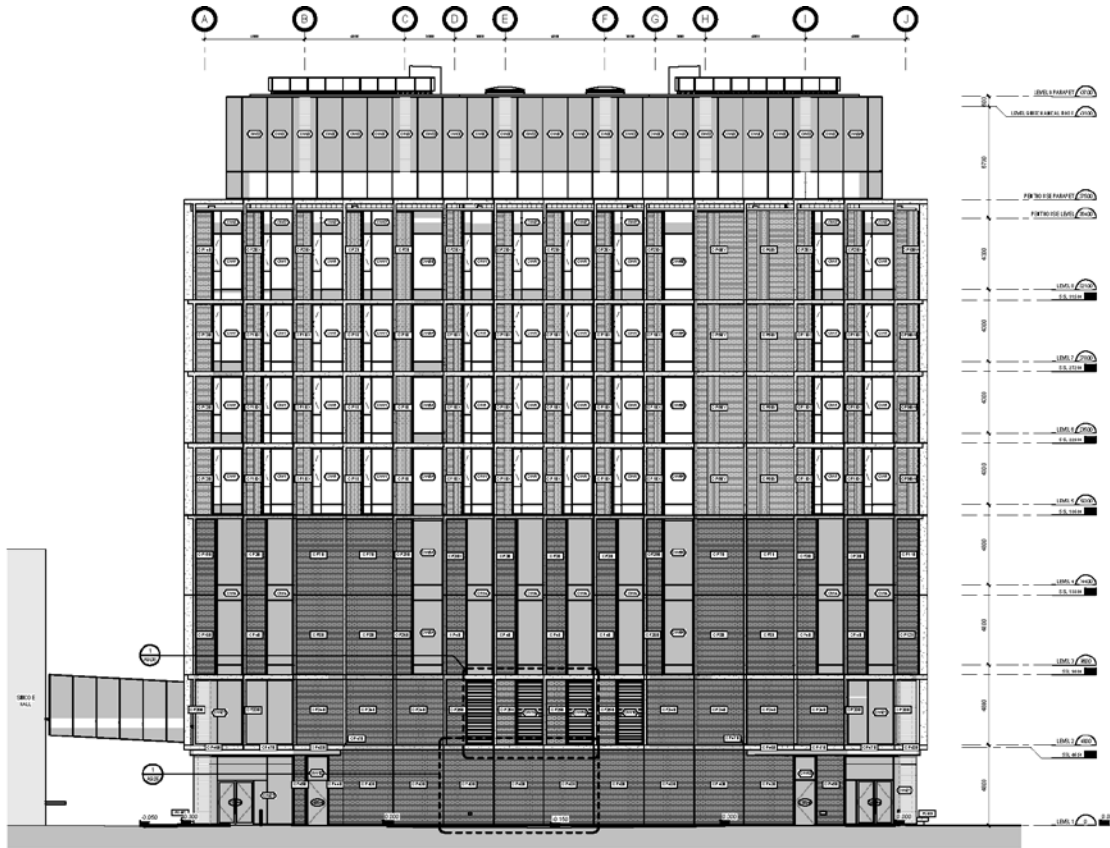
47 - 55 St George Street

Applicant's Submitted Drawing

Not to Scale
01/28/2015

File # 14_153198 STE 20 OZ

Attachment 3: Elevations



North Elevation

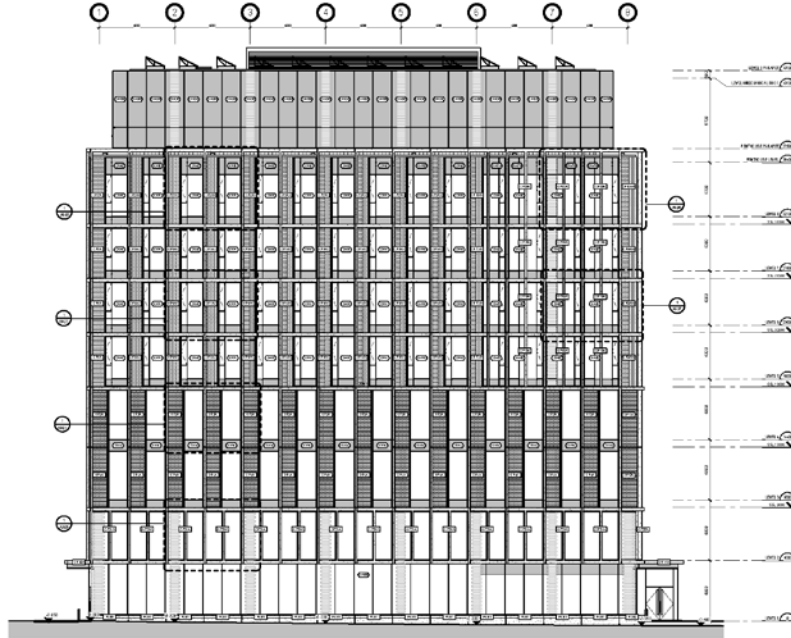
47 - 55 St George Street

Applicant's Submitted Drawing

Not to Scale
01/28/2015

File # 14_153198 STE 20 OZ

Attachment 4: Elevations



East Elevation

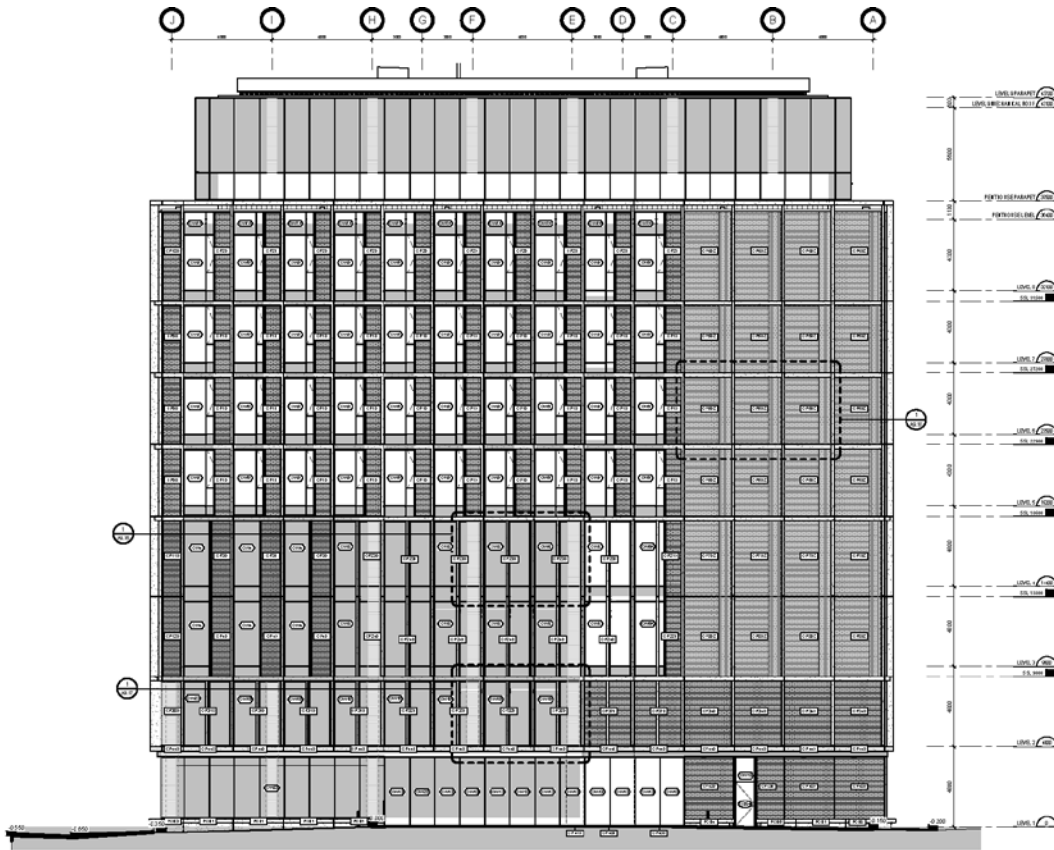
47 - 55 St George Street

Applicant's Submitted Drawing

Not to Scale
01/28/2015

File # 14_153198 STE 20 02

Attachment 5: Elevation



South Elevation

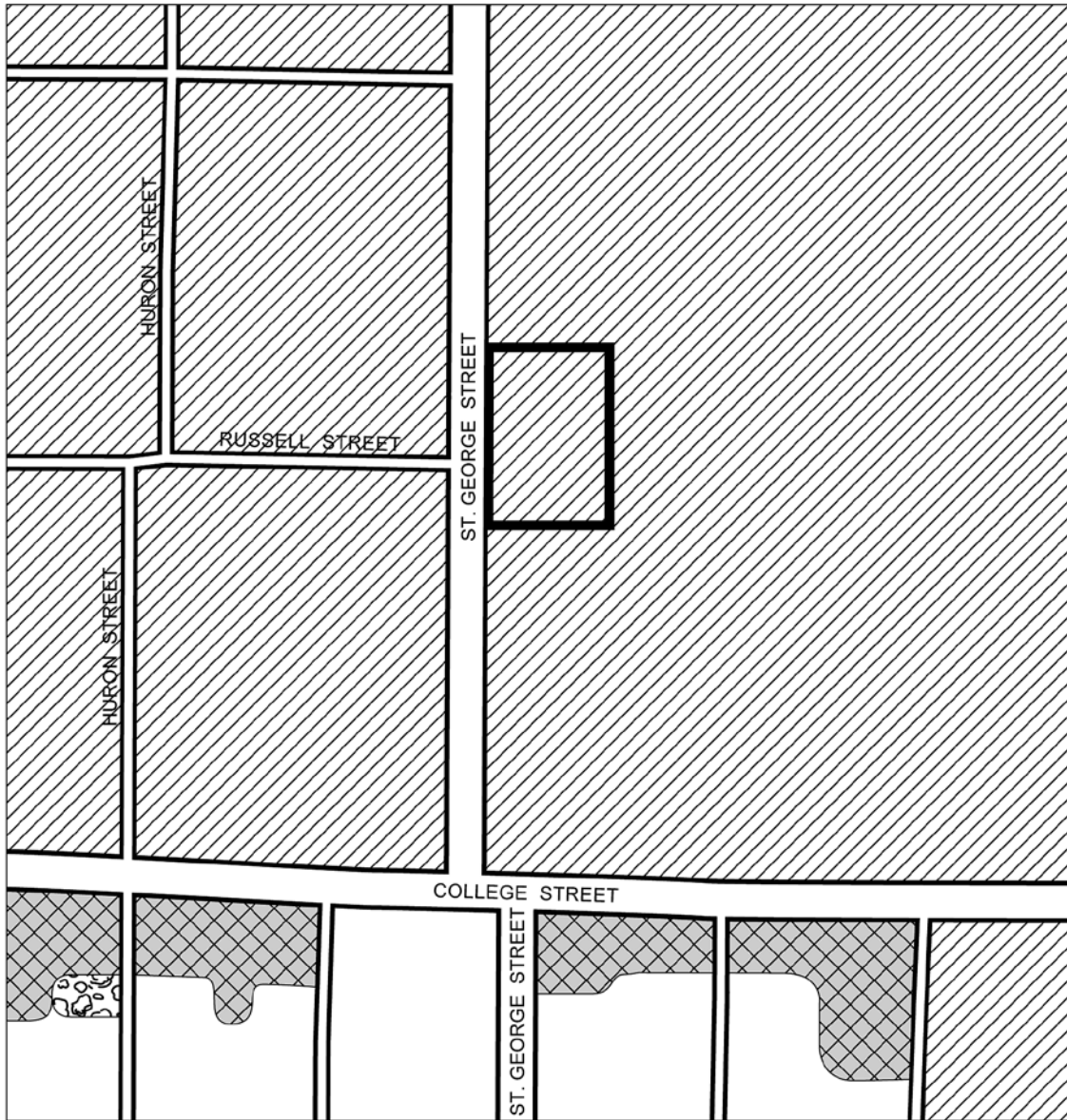
47 - 55 St George Street

Applicant's Submitted Drawing

Not to Scale
01/28/2015

File # 14_153198 STE 20 OZ







Attachment 6: Official Plan



TORONTO City Planning
Extract from Official Plan

47-55 St. George Street

File # 14 153198 STE 20 0Z

- | | |
|---|--|
|  Site Location |  Parks & Open Space Areas |
|  Neighbourhoods |  Parks |
|  Mixed Use Areas | |
|  Institutional Areas | |


 Not to Scale
 06/24/2014

Attachment 7: Zoning



Zoning By-law 569-2013

47-55 St. George Street

File # 14 153198 STE 20 0Z

Location of Application

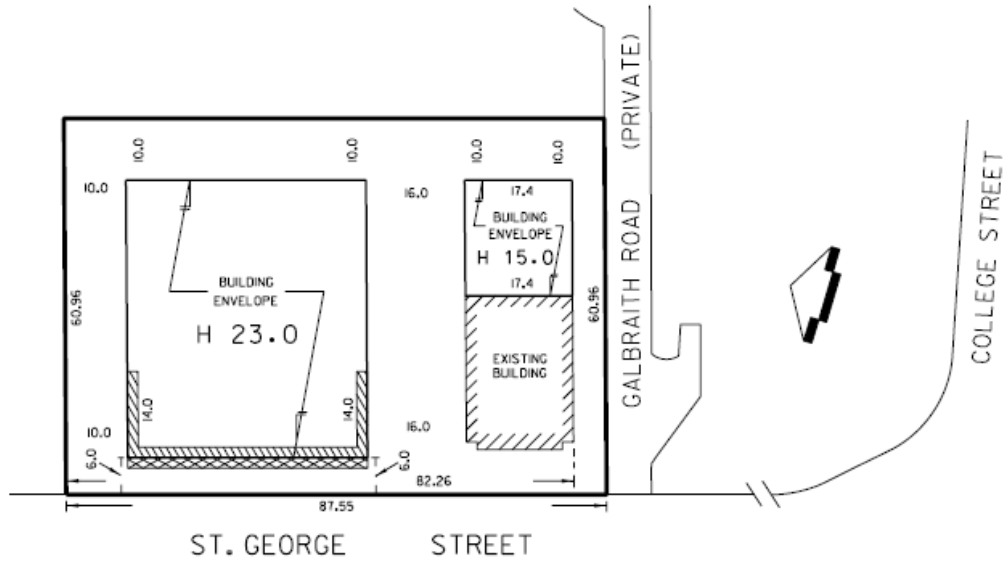
See Former City of Toronto Bylaw No. 438-86




Q Mixed Use District
 UOS Parks District

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 Extracted: 06/27/2014

Attachment 8: Site Specific Zoning (Zoning By-law 438-86: 12(2)310)

MAP 10



-  LANDS REFERRED TO IN SECTION 12(2)310(a)
-  BUILD TO LINE REFERRED TO IN SECTION 12(2)310(a)(3)
-  2.0 METRE (MAXIMUM WIDTH) PROJECTION ZONE REFERRED TO IN SECTION 12(2)310(a)(4)



CITY WORKS SERVICES
 SURVEY AND MAPPING SECTION
 TORONTO JUNE, 1997
 SEC2/5310M10.DGN
 FILE: 2402.53
 MAP No. 50H-322 DRAWN: PG

Attachment 9: Application Data Sheet

Application Type	Rezoning	Application Number:	14 153198 STE 20 OZ
Details	Rezoning, Standard	Application Date:	May 7, 2014

Municipal Address: 47 ST GEORGE ST
 Location Description: PT PARK LOT 14 **GRID S2007

Project Description: To allow for the re-zoning of the subject lands at 47-55 St George St "UofT" for the purposes of constructing an eight storey institutional building for the Centre for Engineering Innovation and Entrepreneurship. Includes 50 below grade parking spots and two loading spaces.

Applicant:	Agent:	Architect:	Owner:
SIGNE LEISK			TORONTO UNIVERSITY

PLANNING CONTROLS

Official Plan Designation:	Institutional Areas	Site Specific Provision:	U of T 2ndary plan
Zoning:	Q	Historical Status:	
Height Limit (m):	18	Site Plan Control Area:	Y

PROJECT INFORMATION

Site Area (sq. m):	5337	Height:	Storeys:	8
Frontage (m):	87.55		Metres:	44.16
Depth (m):	60.96			
Total Ground Floor Area (sq. m):	2188			Total
Total Residential GFA (sq. m):	0		Parking Spaces:	50
Total Non-Residential GFA (sq. m):	12920		Loading Docks	2
Total GFA (sq. m):	12920			
Lot Coverage Ratio (%):	41			
Floor Space Index:	2.4			

DWELLING UNITS

		Above Grade	Below Grade
Tenure Type:			
Rooms:	0	Residential GFA (sq. m):	0
Bachelor:	0	Retail GFA (sq. m):	0
1 Bedroom:	0	Office GFA (sq. m):	0
2 Bedroom:	0	Industrial GFA (sq. m):	0
3 + Bedroom:	0	Institutional/Other GFA (sq. m):	12920
Total Units:	0		0

FLOOR AREA BREAKDOWN (upon project completion)

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

Attachment 10: Draft Zoning By-law Amendment

Authority: Toronto and East York Community Council Item ~ as adopted by City of Toronto Council on ~, 2015

Enacted by Council: ~, 2015

CITY OF TORONTO

Bill No. ~

BY-LAW No. --2015

**To amend former City of Toronto Zoning By-law No. 438-86, as amended,
With respect to the lands municipally known as
47-55 St George Street**

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

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

The Council of the City of Toronto HEREBY ENACTS as follows:

1. Map 10 in Section 12(2)310 of By-law 438-86 is to be replaced with Map 2 attached to and forming part of this By-law.
2. None of the provision of Section 2 respecting *grade* and Sections 4(2)(a)(i),(ii) and (iii), 4(5)(I)(II), 4(17)(A), 12(2)132, 12(2)309(ii), 12(3)310(a)(1)(a), 12(2)310(a)(3), 12(2)310(a)(4), 12(2)310(b)(1), 12(2)310(b)(C) of By-law 438-86 of the former City of Toronto being "A By-law to regulate the use of land and the erection, use, bulk, height, spacing of and other matters relating to buildings and structures and to prohibit certain uses of lands and the erection and use of certain buildings and structures in various areas of the City of Toronto", as amended, shall apply to prevent the erection or use of an non-residential building and *commercial parking lot* on the *lot* provided that:
 - a) The *lot* on which the building is to be located comprises the lands delineated by heavy line on Map1, attached to and forming part of this By-law;
 - b) The maximum *non-residential gross floor area* shall not exceed 12,950 square metres.
 - c) A minimum of 50 *parking spaces* shall be provided and maintained on the *lot*;

- d) Of the 50 parking referenced in 2 b) above, a maximum of 6 *parking spaces* may be *small car parking spaces*;
- e) Two *Type B loading spaces* shall be provided and maintained on the *lot*;
- f) Ingress and egress to and from the parking facilities shall be accessible by a driveway having a minimum width of 3.0 metres, for one way operation;
- g) The *height* of any building or structure, or portion thereof, including mechanical penthouse, does not exceed the *height* limits as indicated by the numbers following the symbol H on the attached Map 2, with the exception of the following:
 - i. Parapet walls shall be permitted to exceed the *height* as shown on Map 2, provided that the maximum vertical dimension of any such element does not exceed 1.0 metre.
- h) No portion of any building or structure erected and used above *grade* is located otherwise than wholly within the areas delineated by heavy lines on Map 2 attached to and forming part of this By-law.

3. For the purposes of this By-law:

- a) *grade* shall mean ~ metres Canadian Geodetic Datum;
- b) *small car parking space* shall have a minimum dimension of 2.6 metres wide by 4.8 metres long; and
- c) each other word or expression that is italicized shall have the same meaning as such word or expression as defined in By-law No. 438-86, as amended.

4. Within the lands shown on Map 1 attached to this By-law, no person shall use any land or erect or use any building or structure unless the following municipal services are provided to the lot line and the following provisions are complied with:

- a) all new public roads have been constructed to a minimum of base curb and base asphalt and are connected to an existing public highway, and
- b) all water mains and sanitary sewers, and appropriate appurtenances, have been installed and are operational.

5. Despite any existing or future severance, partition or division of the *lot*, the provisions of this By-law shall apply to the whole *lot* as if no severance, partition or division occurred.
6. Except as otherwise provided herein, the provisions of By-law No. 438-86, as amended, shall continue to apply to the *lot*.

ENACTED AND PASSED this ~ day of ~, A.D. 2015.

ROB FORD,
Mayor

ULLI S. WATKISS,
City Clerk

(Corporate Seal)