

203 College St - Zoning Amendment Application - Preliminary Report

Date:	October 8, 2015
To:	Toronto and East York Community Council
From:	Director, Community Planning, Toronto and East York District
Wards:	Ward 20 – Trinity-Spadina
Reference Number:	15-208876 STE 20 OZ

SUMMARY

This application proposes to amend the Zoning By-law to allow for the redevelopment of the lands at 203 College Street with a 33-storey mixed use building which is proposed to contain 356 residential dwelling units, 2 storeys of office uses, and retail uses at grade.

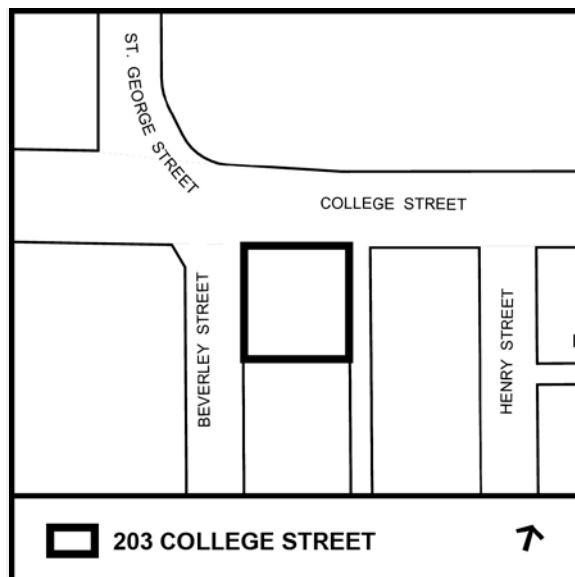
This report provides preliminary information on the above-noted application and seeks Community Council's directions on further processing of the application and on the community consultation process.

A community consultation meeting is targeted for early 2016, and a Final Report is targeted for the second quarter of 2016. The target dates assume that applicant will provide all required information in a timely manner.

RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff be directed to schedule a community consultation meeting for the lands at 203 College 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 of the Planning Act.

Financial Impact

The recommendations in this report have no financial impact.

DECISION HISTORY

The subject site is within the College Street Built Form Study Area boundaries. Information on the College Street Built Form Study is available on the City's website, via the following links:

<http://www.toronto.ca/legdocs/mmis/2013/te/bgrd/backgroundfile-60742.pdf>

<http://www.toronto.ca/legdocs/mmis/2014/te/bgrd/backgroundfile-71563.pdf>

Pre-Application Consultation

A pre-application consultation meeting was held with the applicant on July 14, 2015 to discuss complete application submission requirements.

ISSUE BACKGROUND

Proposal

The Zoning By-law Amendment application for lands at 203 College Street is for a 33-storey mixed-use building with an overall proposed building height of 106 metres, plus mechanical penthouse.

The development proposal includes 356 residential dwelling units in the tower portion of the building, with 2 storeys of office uses in the podium, retail uses at grade and 58 parking spaces below-grade. The proposal would have an overall gross floor area of 22,863 square metres, including 20,535 square metres of residential gross floor area within the tower and 2,052 square metres of non-residential gross floor area for office uses, and 276 square metres of non-residential gross floor area for retail uses within the podium. The proposed density is 14.8 times the area of the lot.

Site and Surrounding Area

The subject site is located at the south-east corner of College Street and Beverly Street and currently contains a 5-storey office building. The site is rectangular in shape, with a frontage of approximately 37 metres along College Street, a frontage of approximately 39 metres along Beverly Street, and has an overall site area of approximately 1,415 square meters.

Development in the vicinity of the site is as follows:

North: Immediately north of the site is the University of Toronto, St. George Campus.

East: Immediately east of the site are 3-storey mixed use house form buildings.

South: Immediately south of the site are residential dwellings ranging in height from 2 to 3-storeys.

West: Immediately west of the site are 3-storey apartment buildings.

Provincial Policy Statement and Provincial Plans

The Provincial Policy Statement (PPS), 2014 provides policy direction on matters of provincial interest related to land use planning and development. These policies support the goal of enhancing the quality of life for all Ontarians. Key policy objectives include: building strong healthy communities; wise use and management of resources; and protecting public health and safety. The PPS recognizes that local context and character is important. Policies are outcome-oriented, and some policies provide flexibility in their implementation provided that provincial interests are upheld. 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

Map 2 of the Official Plan locates the subject site in the *Downtown*. The Official Plan states that the *Downtown* will continue to evolve as a healthy and attractive place to live and work, as new development that supports the reurbanization strategy and the goals for *Downtown*, is attracted to the area. In particular, the *Downtown* policies contained in Section 2.2.1.1 of the Plan will shape the City's future by accommodating development that:

- builds on the strength of *Downtown* as the premier employment centre in the GTA; and
- provides a full range of housing opportunities for *Downtown* workers and reduces the demand for in-bound commuting.

The subject site is designated *Mixed Use Areas* in the Official Plan. This land use 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* include, but are 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;
- locating and massing new buildings to provide a transition between areas of different development intensity and scale;
- locating and massing new buildings to frame the edges of streets and parks;
- providing an attractive, comfortable and safe pedestrian environment;
- providing good site access and circulation and an adequate supply of parking for residents and visitors;
- locating and screening service areas, ramps and garbage storage to minimize the impact on adjacent streets and residences; and
- providing indoor and outdoor recreation space for building residents in every significant multi-residential development.

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 Healthy Neighbourhoods Section of the Official Plan identifies that the intensification of land adjacent to neighbourhoods will be carefully controlled so that neighbourhoods are protected from negative impact. The plan also states that developments in *Mixed Use Areas* that are adjacent or close to *Neighbourhoods* will, among other matters, be compatible with those *Neighbourhoods*, provide a gradual transition of scale and density, and maintain adequate light and privacy for residents in those *Neighbourhoods*.

The Plan also contains policies regarding tall buildings in the city. Tall buildings are identified as those with heights typically greater than the width of the adjacent road

allowance. The Plan identifies the *Downtown* as one of the areas which can accommodate growth, Section 3.1.3 Built Form – Tall Buildings identifies that tall buildings come with larger civic responsibilities than buildings of a smaller scale and while they are desirable in the right places, 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 Official Plan sets out key urban design considerations when considering a tall building proposal.

Section 5.6 of the Official Plan states that the Plan should be read as a whole to understand its comprehensive and integrative intent as a policy framework for priority setting and decision making.

Official Plan Amendment 231

Official Plan Amendment No. 231 (OPA 231), adopted by City Council December 18, 2013, received approval by the Minister of Municipal Affairs and Housing on July 9, 2014 and is in large part under appeal before the Ontario Municipal Board. As an outcome of the Official Plan and Municipal Comprehensive Reviews, OPA 231 contains new economic policies and designations to stimulate office growth in the *Downtown*, *Central Waterfront* and *Centres*, and all other *Mixed Use Areas*, *Regeneration Areas* and *Employment Areas* and also contains new policies with respect to office replacement in transit-rich areas. In particular, Policy 3.5.1(2a), currently in force and effect, requires:

2. "A multi-faceted approach to economic development in Toronto will be pursued that:
 - (a) Stimulates transit-oriented office growth in the *Downtown* and the *Central Waterfront*, the *Centres* and within walking distance of existing and approved and funded subway, light rapid transit and GO stations in other *Mixed Use Areas*, *Regeneration Areas* and *Employment Areas*".

Additionally Policy 3.5.1(6) requires that new office development will be promoted in *Mixed Use Areas* and *Regeneration Areas* in the *Downtown*, *Central Waterfront* and *Centres*, and all other *Mixed Use Areas*, *Regeneration Areas* and *Employment Areas* within 500 metres of an existing or approved and funded subway, light rapid transit or GO station. Policy 3.5.1 (9) requires the provision of office space on any site containing 1,000m² or more of office space, where residential development is proposed. Policy 3.5.1(6) and (9) are both currently under appeal. The property at 203 College Street is located in the *Downtown* and contains existing office uses.

Zoning

The site is zoned MCR T2.5 C1.0 R2.5 in the former City of Toronto Zoning By-law 438-86, as amended. The maximum height permitted is 14.0 metres. The MCR zoning category permits a variety of residential and non-residential uses.

The site is zoned Cr 2.5 (c1.0;r2.5) SS2(x2359) by City of Toronto Zoning By-law 569-2013. The maximum height limit is 14.0 metres. The Cr zone permits a variety of residential and non-residential uses.

Site Plan Control

The subject site and development are subject to Site Plan Control. An application for Site Plan Control has not been submitted to date.

City-Wide Tall Building Design Guidelines

In May 2013, Toronto City Council adopted the updated city-wide Tall Building Design Guidelines and directed City Planning staff to use these Guidelines in the evaluation of all new and current tall building development applications. The Guidelines establish a unified set of performance measures for the evaluation of tall building proposals to ensure they fit within their context and minimize their local impacts. The city-wide Guidelines are available at <http://www.toronto.ca/planning/tallbuildingdesign.htm>.

Downtown Tall Buildings: Vision and Supplementary Design Guidelines

This project is located within an area that is also subject to the Downtown Tall Buildings: Vision and Supplementary Design Guidelines (adopted by City Council in July 2012 and consolidated with the city-wide Tall Building Design Guidelines May 2013). This document identifies where tall buildings belong Downtown, and establishes a framework to regulate their height, form and contextual relationship to their surroundings. The subject site falls within a segment of College Street, between University Avenue and Bathurst Street, which has been identified as Special Study Street and therefore has not been assigned a particular permitted height range or building typology. Rather, it will be further studied to address: land uses and the inclusion of institutional uses within mixed-use buildings; building scale and height; and public realm design including streetscape improvements. The Downtown Tall Buildings Vision and Supplementary Design Guidelines should be used together with the city-wide Tall Building Design Guidelines to evaluate new and current Downtown tall building proposals. The Downtown Tall Buildings Guidelines are available at <http://www.toronto.ca/planning/tallbuildingstudy.htm#guidelines>.

When adopting the Downtown Tall Buildings Guidelines, City Council requested that Planning staff undertake a special study of College Street which is now underway.

Reasons for the Application

The proposed construction of a 33-storey mixed use building at a density of 16.8 times the lot area exceeds the maximum density permitted by the former City of Toronto By-law 438-86, as amended, and by City of Toronto By-law 569-2013.

At 33-storeys or 114 metres in height, the proposed mixed commercial-residential building will require an amendment to the former City of Toronto By-law 438-86, as amended, and City of Toronto By-law 569-2013, as the proposal exceeds the permitted height of 14 metres by 100 metres.

Other areas of non-compliance requiring zoning amendments to permit the proposed mixed-use development will be identified through the processing of this application.

COMMENTS

Application Submission

The following reports/studies were submitted with the application:

- Architectural Plans, including site plan, elevations, landscape plans;
- Planning and Urban Design Rationale;
- Draft Zoning By-law;
- Noise and Vibration Impact Study;
- Arborist Report;
- Functional Servicing Report;
- Stormwater Management Report;
- Qualitative Pedestrian Level Wind Assessment;
- Phase 1 Environmental Report;
- Geotechnical and Hydrogeological Investigation Report;
- Traffic Impact Study; and
- Heritage Impact Letter.

A Notification of Complete Application was issued on October 7, 2015.

Issues to be Resolved

The following is a preliminary list of issues. Other issues may be identified through more detailed technical review, agency circulation and the community consultation process

College Street Study

On February 14, 2012, Toronto and East York Community Council requested the Director, Community Planning, Toronto and East York District, review the policy context for College Street generally from University Avenue to Bathurst Street. Planning Staff have established an Advisory Committee for the Study, held a kick-off meeting, two Community Consultation Meeting, and three Advisory Committee Meetings.

Staff are evaluating the existing physical form and character of the study area, and reviewing the existing policy framework for this segment of College Street including the City of Toronto Official Plan, Zoning By-law, and any other applicable policies and guidelines. Staff will present the draft Urban Design Guidelines for College Street and possible Site and Area Specific Official Plan Policies in the near future. These will also be presented at a final community consultation meeting, with the community at large, targeted for 2015.

The proposal will be evaluated within the context of the ongoing College Street Built Form Study.

Land Use

The proposed land uses are currently permitted. Staff will evaluate the mix of uses and level of intensification being sought. In particular, the ongoing inclusion of office space in the project will be encouraged in accordance with the Council approved Official Plan Amendment 231.

Height and Density

The applicant is proposing rezone the subject site to allow for the increase in height and density. 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 proposed exceeds the 30 metre right-of-way width of College Street at this location, and thus is considered to be a tall building. The proposed heights and density exceed the maximums as prescribed by the Zoning By-law for the site. The 33 storeys currently proposed is significantly taller than the existing and planned context including recent approvals. Staff will be seeking reductions to the height and density to achieve a more appropriate fit in terms of the surrounding context and impacts on adjacent properties.

Building Siting and Massing

The Official Plan Built Form policies stress the importance of new development fitting harmoniously into its existing and/or planned context and limiting its impacts on neighbouring streets, parks, open spaces and properties. 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 tower portion of the building is proposed to be setback at least 2.0 metres from College Street, approximately 2.0 metres from Beverly Street, 2.65 metres from the easterly property line (and 5.5 metres from the centreline of the public lane to the east) and approximately 12.5 metres from the property line to the south. The review of the proposed massing will examine setbacks, and stepbacks, and articulation including separation distances to the property lines to provide separation from adjacent sites, sky views and sunlight on the public realm. The building siting and massing will also be reviewed in terms of the building's proximity to the existing residential dwellings directly to the south and the proposals' relationship to College Street and Beverly Street.

Parking and Vehicular Access

The amount of parking provided and the location of the parking, in addition to the design and access, must be reviewed in relation to the demand generated by the proposal, and in context of the developments proximity to public transit. Staff will review the amount and location of parking as proposed by this development.

Amenity Space

Section 3.1.2.6 of the Official Plan states that every significant new multi-unit residential development will provide indoor and outdoor amenity space for residents of the new development, in addition to identifying that each resident will have access to outdoor amenity spaces. The proposal includes 712 square metres of indoor and 444 square metres of outdoor amenity space. The adequacy and location of the amenity spaces proposed will be considered through the review of the application.

Section 37 of the Planning Act

The application in its current form will be subject to Section 37 contributions under the *Planning Act*. Should a development be recommended, Staff in consultation with the Ward Councillor, will identify and secure public benefits pursuant to Section 37 of the *Planning Act* which address local priorities.

Parkland

The *Planning Act* enables the municipality under Section 42 to require, as a condition of development or redevelopment of land, a conveyance of land and/or cash-in-lieu of land for park or other public recreational purposes. For residential uses, the site is subject to 5% parkland dedication, or if the site is located within a Parkland Acquisition Priority Area, the amount of conveyance is determined by the overall site size. The subject site is located within a Parkland Acquisition Priority Area as outlined in the Alternative Parkland Dedication By-law 1420-2007.

Toronto Green Standard

Staff will be encouraging the applicant to review sustainable development opportunities by utilizing the Toronto Green Standard, adopted by City Council in July 2006. 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.

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.

CONTACT

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SIGNATURE

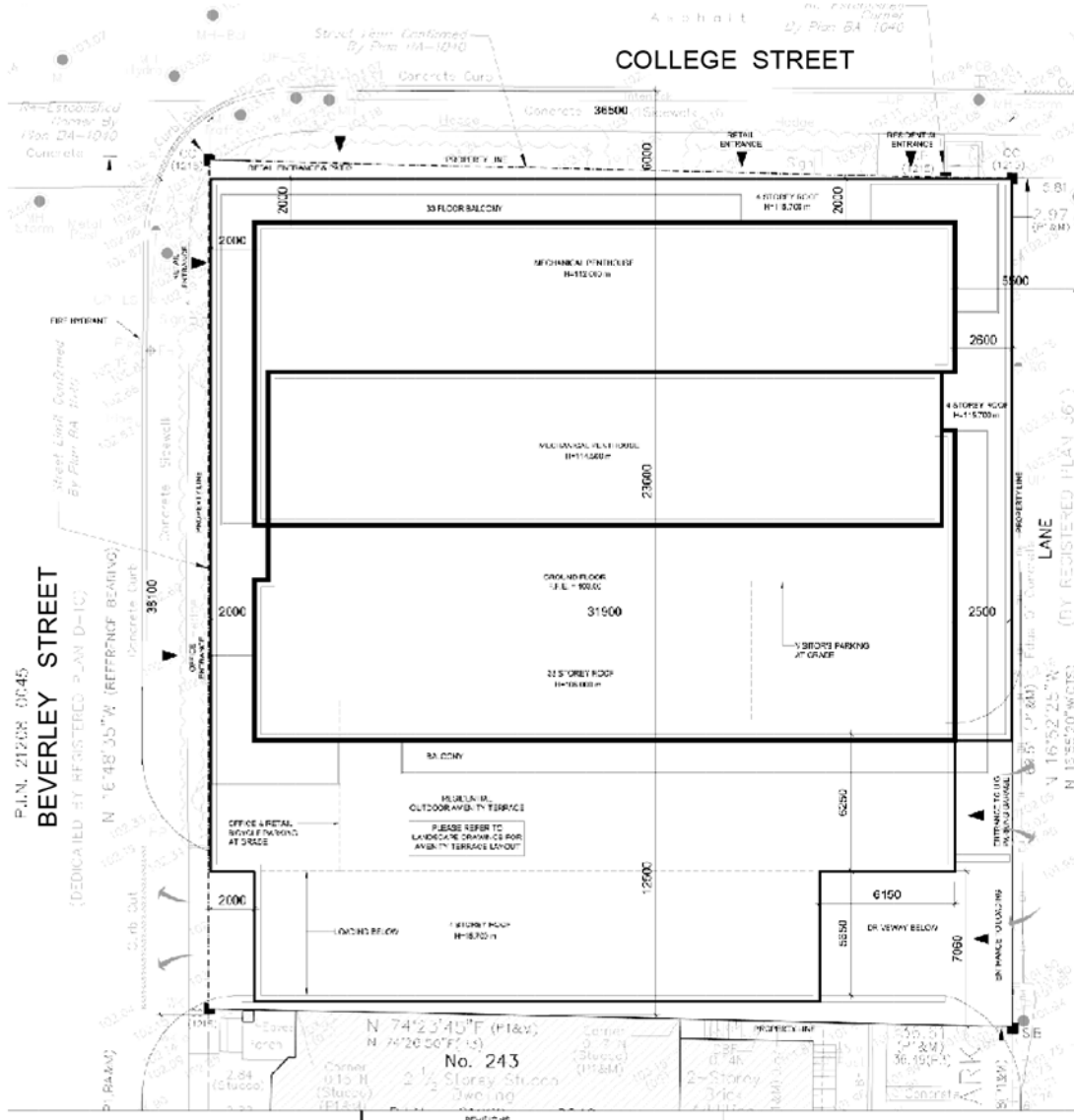
Gregg Lintern, MCIP, RPP
Director, Community Planning
Toronto and East York District

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ATTACHMENTS

Attachment 1: Site Plan
Attachment 2: Elevations
Attachment 3: Elevation
Attachment 4: Elevation
Attachment 5: Elevation
Attachment 6: Zoning
Attachment 7: Official Plan
Attachment 8: Application Data Sheet

Attachment 1: Site Plan



Site Plan

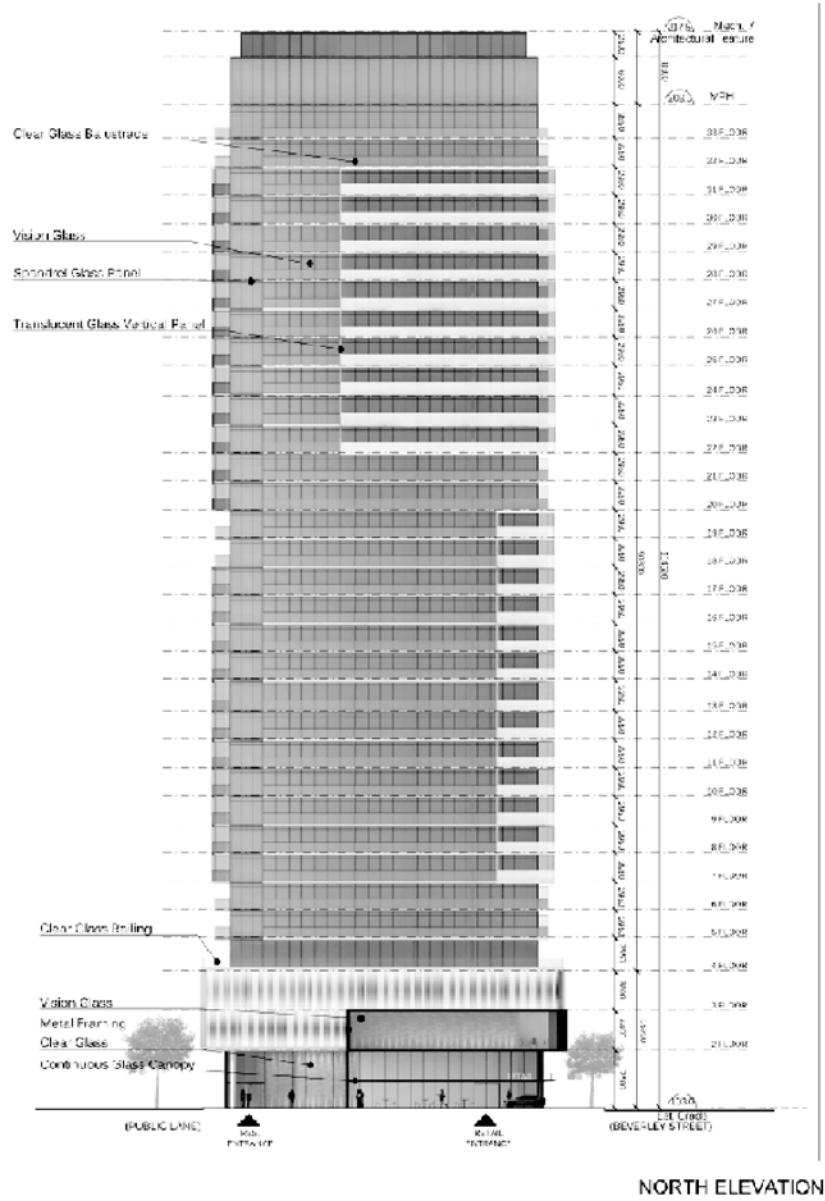
Applicant's Submitted Drawing

Not to Scale 

203 College Street

File # 15_208876_STE 20 0Z

Attachment 2: Elevations



North Elevation

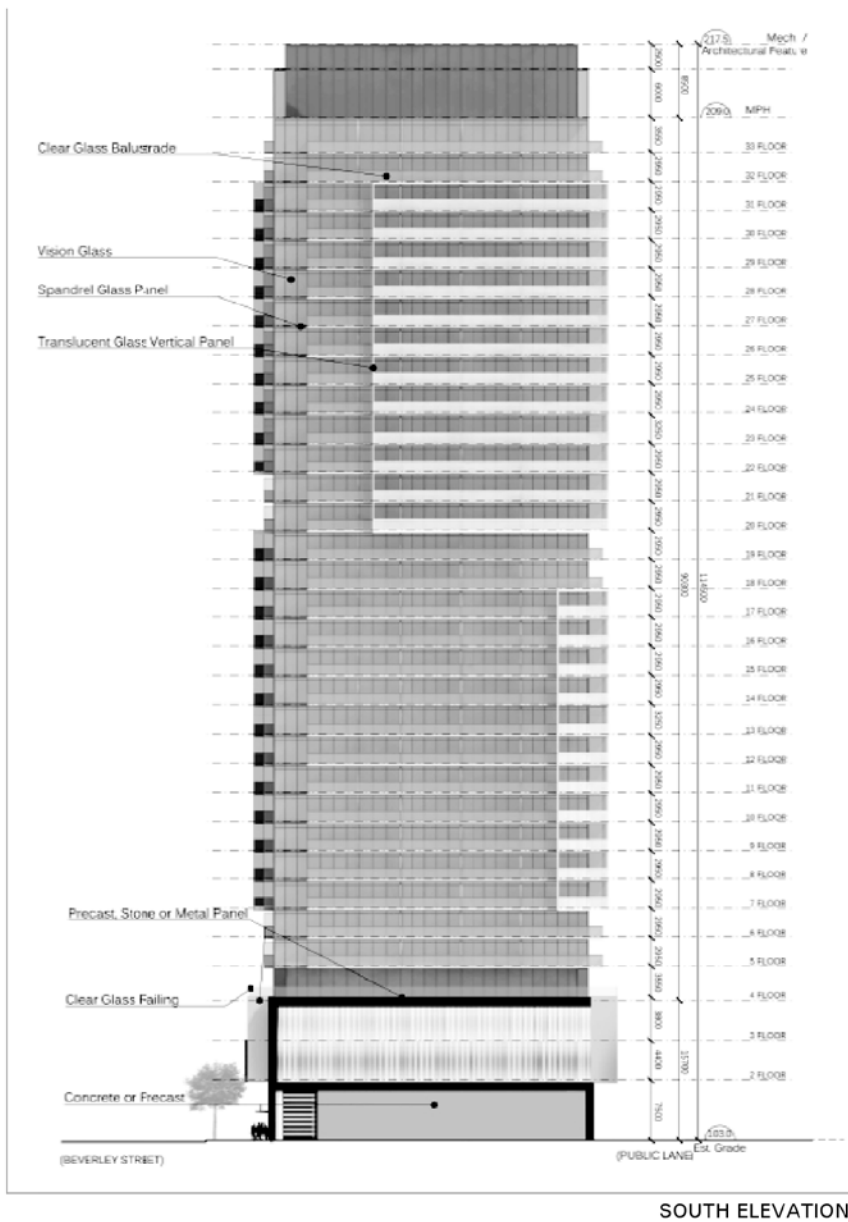
Applicant's Submitted Drawing

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203 College Street

File # 15_208876_STE 20 0Z

Attachment 3: Elevation



SOUTH ELEVATION

South Elevation

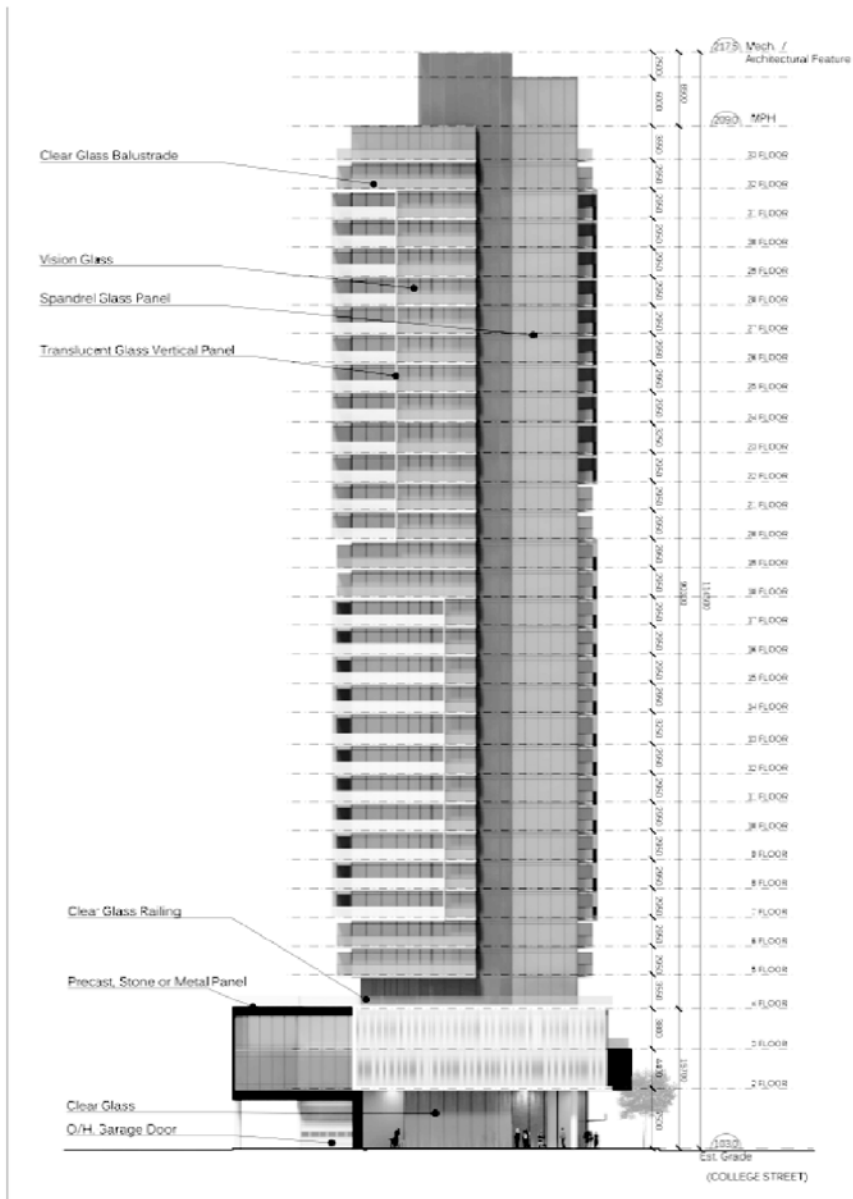
Applicant's Submitted Drawing

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203 College Street

File # 15_208876_STE 20 0Z

Attachment 4: Elevation



EAST ELEVATION

East Elevation

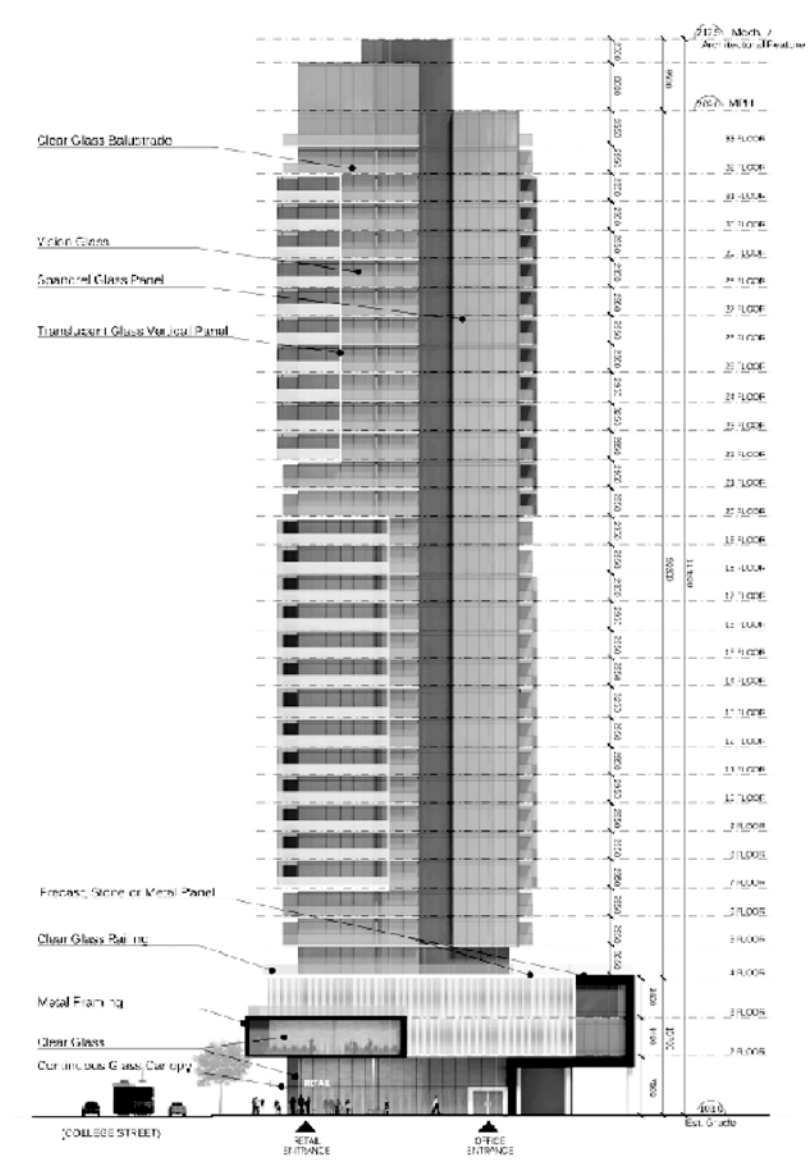
Applicant's Submitted Drawing

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203 College Street

File # 15_208876_STE 20 0Z

Attachment 5: Elevation



WEST ELEVATION

West Elevation

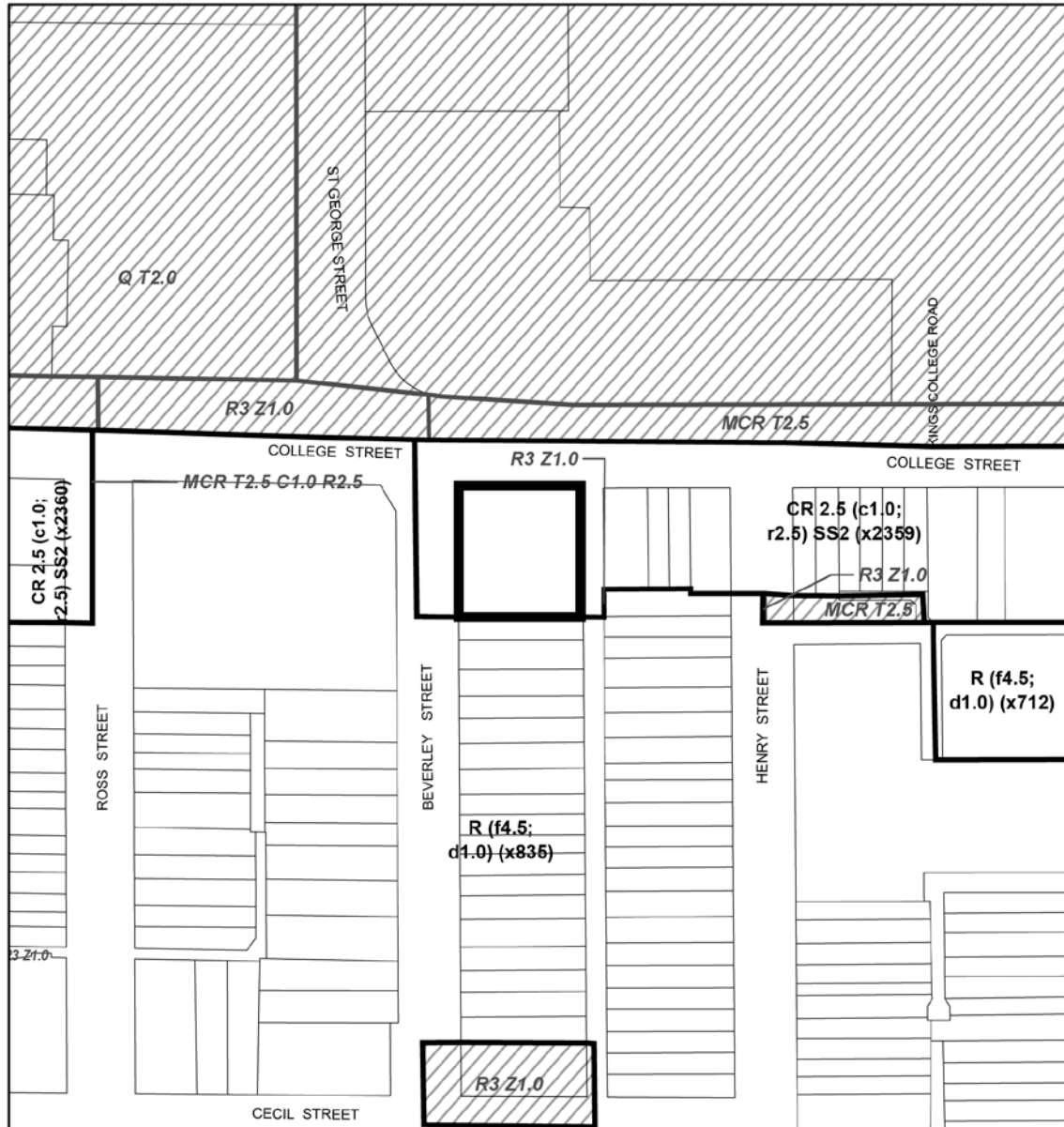
Applicant's Submitted Drawing

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203 College Street

File # 15_208876_STE 20 02

Attachment 6: Zoning



Zoning By-Law No. 569-2013

203 College Street
File # 15 208876 STE 20 02

Location of Application

R Residential CR Commercial Residential

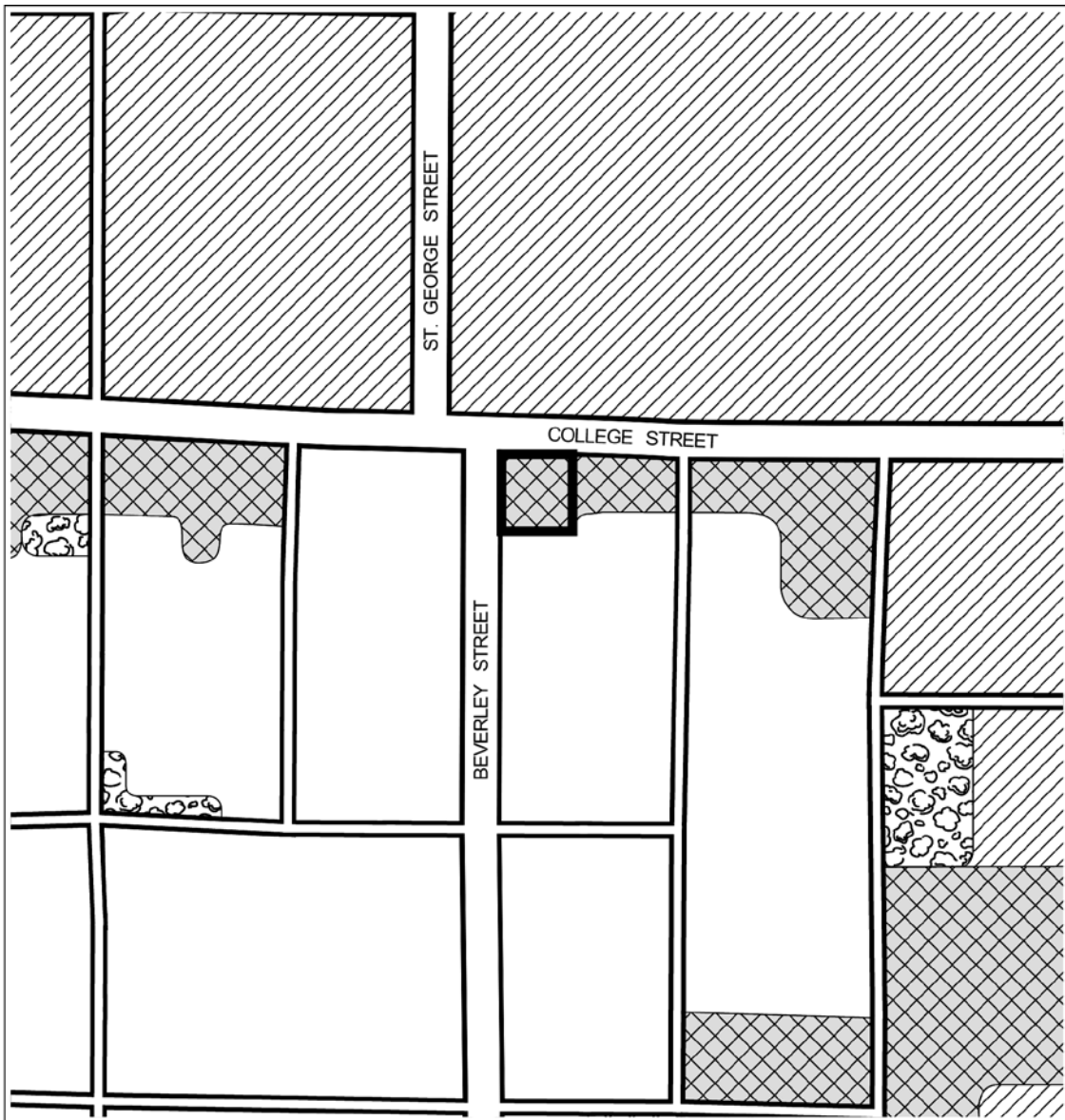
See Former City of Toronto By-Law No. 438-86

R3 Residential District
MCR Mixed-Use District
Q Mixed-Use District



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Extracted: 10/07/2015

Attachment 7: Official Plan



TORONTO City Planning

203 College Street

Official Plan

File # 15_208876 STE 20 0Z



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Attachment 8: Application Data Sheet

Application Type	Rezoning	Application Number:	15 208876 STE 20 OZ
Details	Rezoning, Standard	Application Date:	August 18, 2015
Municipal Address:	203 COLLEGE ST		
Location Description:	CON 1 FB PT PARK LOT 13 & 14 **GRID S2009		
Project Description:	Development proposal consists of a 33-storey mixed use building with a 3-storey podium base, which is to replace the existing 5-storey mixed use building onsite. The development proposal includes 356 residential units in the tower portion of the building, 2,328 SM of non-residential GFA (retail and office) in the podium, and 58 parking spaces below grade.		

Applicant:	Agent:	Architect:	Owner:
Bousfields Inc	Page and Steele/IBI Group	Parallax (203 College) Development Inc	

PLANNING CONTROLS

Official Plan Designation:	Mixed Use Areas	Site Specific Provision:	
Zoning:	CR 2.5 (c1.0; r2.5) SS2 (x2359)	Historical Status:	N
Height Limit (m):	14	Site Plan Control Area:	Y

PROJECT INFORMATION

Site Area (sq. m):	1414.6	Height:	Storeys:	33
Frontage (m):	36.6		Metres:	114.5
Depth (m):	38.7			
Total Ground Floor Area (sq. m):	810			Total
Total Residential GFA (sq. m):	21476		Parking Spaces:	58
Total Non-Residential GFA (sq. m):	2328		Loading Docks	2
Total GFA (sq. m):	23804			
Lot Coverage Ratio (%):	57			
Floor Space Index:	16.8			

DWELLING UNITS

FLOOR AREA BREAKDOWN (upon project completion)

			Above Grade	Below Grade
Tenure Type:	Condo			
Rooms:	0	Residential GFA (sq. m):	23804	0
Bachelor:	60	Retail GFA (sq. m):	2328	0
1 Bedroom:	180	Office GFA (sq. m):	0	0
2 Bedroom:	87	Industrial GFA (sq. m):	0	0
3 + Bedroom:	29	Institutional/Other GFA (sq. m):	0	0
Total Units:	356			

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