20 Brunel Court and 95 Fort York Boulevard (Block 31 - Railway Lands) - Zoning Amendment Application – Final Report

Date: October 27, 2016
To: Toronto and East York Community Council
From: Director, Community Planning, Toronto and East York District
Wards: Ward 20 – Trinity-Spadina
Reference Number: 09 142634 STE 20 OZ

SUMMARY

The application proposes a shared community facility on City-owned lands at 20 Brunel Court and 95 Fort York Boulevard including Block 31 and the easterly portion of Canoe Landing Park within the Railway Lands West, part of the CityPlace development. The shared facility will include a community centre and a child care centre along with two elementary schools, one for the Toronto District School Board (TDSB) and one for the Toronto Catholic District School Board (TCDSB). The zoning by-law amendment is to establish the development standards for the community facilities.

The subject site was identified in the early planning phases of the Railway Lands development as one of the main sites for community services and facilities to serve residents in the new neighbourhoods planned for this area. Community centres, child care centres, and schools are essential elements of complete communities and the proposed shared facility will provide much needed services and facilities for residents, among them many families with children.

This report reviews and recommends approval of the application to amend the Zoning By-law.
RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council amend Zoning By-law 1994-0805, for the lands at 20 Brunel Court and 95 Fort York Boulevard substantially in accordance with the draft Zoning By-law Amendment attached as Attachment No. 9 to the report from the Director, Community Planning, Toronto and East York District, dated October 27, 2016.

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.

Financial Impact
The recommendations in this report have no financial impact.

DECISION HISTORY
The zoning amendment application was initially submitted by Toronto Community Housing Corporation (TCHC) on behalf of the City in 2009 and proposed a mixed-use development that included an affordable housing component along with the shared community facilities including a community centre, a child care centre and two elementary schools. TCHC is no longer pursuing the residential component of the project on Block 31, but instead affordable housing will be constructed on Block 36N of the Railway Lands, situated on the north side of Fort York Boulevard east of Bathurst Street. The Preliminary Report on the initial application is available on the City's website at: http://www.toronto.ca/legdocs/mmis/2009/te/bgrd/backgroundfile-23177.pdf

At its meeting of July 16, 17, 18 and 19, 2013 Council approved a City-initiated Official Plan Amendment (OPA 255) for the shared facility to permit a portion of the underground parking garage and the building to extend into the easterly portion of Canoe Landing Park adjacent to Block 31. The Final Report on OPA 255 is available on the City's website at: http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.TE25.5.

At its meeting of April 5, 2016, Toronto and East York Community (TEYCC) considered a Status Report on the zoning amendment application. TEYCC directed that staff hold a community consultation meeting with landowners and residents within 120 metres of the site, and with additional residents, institutions and owners to be determined in consultation with the Ward Councillor. The Status Report is available on the City's website at: http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.TE15.23

PROPOSAL
The application proposes a shared community facility which will include a City community centre, a child care centre and two elementary schools one for the TDSB and one for the TCDSB. The schools are planned to accommodate 550 students each for a
total of 1100 students, from kindergarten to grade 8. The child care centre is planned for a total of 52 children (10 infants and 42 toddler and pre-school). The total gross floor area of the shared facility is approximately 14,767 m² consisting of a 4,300 m² community centre (including multi-purpose community space), a 680 m² child care centre, and 9,786 m² for the TDSB and TSDSB elementary schools (Attachments 1, 2, and 3). It is anticipated that construction of the shared facilities will be ongoing by the Spring of 2017.

The proposed building design consists of two low-rise building elements bisected by an east to west mid-block pedestrian connection from Brunel Court to Canoe Landing Park. The north and south building elements are connected by a glazed bridge at the second level that permits movement between the facilities. The western portion of the site will be programmed as shared recreation space that will link to the existing sports fields in Canoe Landing Park. This shared space forms a playground courtyard between the north and south building elements.

The north building element is proposed to be 2 storeys high and will contain the community centre which fronts along Fort York Boulevard, and shared indoor school recreation facilities. Portions of the roof are proposed for programmed recreation space such as a multi-sports court, fitness decks, wellness program space, planting beds and a running track. An extension of the building is proposed to the west side of the community centre to provide additional multi-purpose space for community use.

The south building element is proposed to be 3 storeys high and will contain the TDSB and TCDSB elementary school offices and classrooms integrated on all three levels. The main entrance to the schools is proposed off of Brunel Court midway down the street including a mid-block east to west pedestrian passageway through the site in this location. The child care centre is proposed on the ground floor oriented towards the playground courtyard.

Access to below grade loading, parking and pick-up and drop-off is proposed at the south end of the site off of Brunel Court. One level of underground parking is proposed with 76 spaces. Buses for the TCDSB students are proposed from a bus loading area proposed on the west side of Brunel Court near the main entrance to the schools. Busing is not proposed for the TDSB students.

There have been revisions to the proposal since the original submission. The changes relate primarily to the building design and materials in response to comments from Planning staff and the Design Review Panel, as well as increased building setbacks to provide wider sidewalk zones at building entrances and at the pick-up and drop-off location for children along Brunel Court. Environmental improvements are also proposed to the building operational systems and site design aimed to achieve the Tier 2 level of the Toronto Green Standard. Additional site and development statistics are included in the Application Data Sheet in Attachment 4.
Site and Surrounding Area

The site is situated on the south-west corner of Fort York Boulevard and Brunel Court and includes Block 31 of the Railway Lands as well as a portion of Canoe Landing Park. Block 31 was transferred to the City in 1994 for community facilities as a part of the planning approvals for the larger Railway Lands. At that time the City along with the TDSB and TCDSB entered into an agreement that set out the framework for establishing a community centre and elementary schools on the site.

The site is approximately 1.3 hectares in area, rectangular in shape and is currently vacant. The site is relatively flat with current site elevations situated 3 to 6 metres lower than the adjacent lands or streets. The site has frontage of approximately 107 metres along Fort York Boulevard and 130 metres along Brunel Court.

North: There are a number of mixed-use and taller residential buildings developed as a part of the CityPlace neighbourhood on the north side of Fort York Boulevard ranging in height from 15 to 47 storeys. North of these buildings is the Northern Linear Park that extends along the south side of the rail corridor situated further north.

West: Canoe Landing Park is to the west of Block 31. The park is 3.1 hectares in size and includes playing fields and play areas that will be used by the schools as well as continue to be used by the public.

South: To the immediate south of the site are Lake Shore Boulevard West and the Gardiner Expressway.

East: Opposite the site on the east side of Brunel Court is a mixed-use development that includes two residential buildings of 42 and 49 storeys as well as 3-storey townhouses along Brunel Court, also part of the CityPlace neighbourhood.

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, by the Planning Act, 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 located in the Downtown and is designated Mixed Use Areas and Parks and Open Spaces Areas in the Official Plan.

Downtown Policies
As an area where growth is anticipated and encouraged, the Official Plan provides for new development in the Downtown that: builds on the strength of the area as an employment centre, provides for a range of housing opportunities and supports and enhances the speciality retail and entertainment districts. The Official Plan directs growth to the Downtown in order to achieve multiple City objectives. Among other things, it promotes the efficient use of municipal services and infrastructure, concentrates jobs and people in areas well served by transit, promotes mixed use development to increase opportunities for living close to work and to encourage walking and cycling, improves air quality and reduces greenhouse gas emissions by reducing reliance on the private automobile all in keeping with the vision for a more liveable Greater Toronto Area. The Official Plan recognizes that as the population of the Downtown increases, enhancing existing parks, and preserving and strengthening the range and quality of the social, health, community services and local institutions are essential to improve the quality of life for Downtown residents.

Public Realm and Built Form Policies
The public realm policies of Section 3.1.1 of the Official Plan recognize the essential role of our streets, open spaces, parks and other key shared public assets in creating a great City. These policies aim to ensure that a high level of quality is achieved in architecture, landscape architecture, and urban design in public works and private developments to ensure that the public realm is functional, beautiful, comfortable, safe and accessible.

The built form policies of Section 3.1.2.2 seek to ensure that new development is located, organized and massed to fit harmoniously with the existing and/or planned context and will limit its impacts on neighbouring streets, parks, open spaces and properties. Section 3.1.2.4 of the Plan requires that new development provide amenity to adjacent streets and open spaces to make these areas attractive, interesting comfortable and functional for pedestrians.

Mixed Use Areas Policies
A broad range of commercial, residential and institutional uses in single use or mixed-use buildings, as well as parks and open spaces and utilities are permitted within the Mixed Use Areas designations.

Section 4.5.2 includes criteria for development in Mixed Use Areas to ensure, among other matters, that the location and massing for new buildings achieves transitions between areas of different development intensity and scale, frames the edges of
streets and parks with good proportion and maintains sunlight and comfortable wind conditions for pedestrians on adjacent streets, parks and open spaces. Development in Mixed Use Areas should also provide attractive, comfortable and safe pedestrian environments and have access to schools, parks, community centres, libraries and childcare. It should also take advantage of nearby transit services; provide good site access and circulation as well as an adequate supply of both visitor and resident parking. In addition, service areas should be located to minimize impacts on adjacent streets.

Parks and Open Space Areas Policies

Parks and Open Space Areas consist of the parks, and open spaces, valleys, watercourses, ravines and other recreation and open space areas that comprise the Green Space system in Toronto and are essential elements of complete communities. The Official Plan seeks to ensure that all parks are high quality providing a range of opportunities for passive and active recreation and cultural experiences, and provide comfortable and safe pedestrian conditions. Development is generally prohibited within Parks and Open Spaces Areas and the plan provides that areas identified as Parks will be used primarily for public parks and recreation opportunities. OPA 255 approved by Council in July of 2013 provides for portions of the proposed building and underground parking to extend into the easterly 30 metres of Canoe Landing Park.

The Official Plan is available on the City's website at:
http://www1.toronto.ca/wps/portal/contentonly?vgnextoid=03eda07443f36410VgnVCMI10000071d60f89RCRD

Railways Lands West Secondary Plan

The subject site is located with the Railway Lands West Secondary Plan area. The Railway Lands West Secondary Plan provides a locally-focussed policy framework for guiding growth and change in the Secondary Plan area.

The Secondary Plan identifies that the Railway Lands West will be developed as an integral part of the Downtown so that the barrier effects of the road and rail corridors will be minimized and the central City reunited with the Central Waterfront. New development in the Railway Lands West should have a mix of uses, and a form, character and environmental quality which will ensure that the area is used by people for a wide variety of purposes throughout the day.

Section 3 of the Secondary Plan establishes the principles regarding the structure, form and physical amenity of the Railway Lands West development and recognizes that significant public buildings will be important elements of this structure. The policies of Section 3.2 provides that buildings will clearly define and give form to the edges of streets, parks and open spaces, take into account the potential for creating and enhancing pedestrian views and sight lines and reinforce the visual continuity and spatial definition of streets and other publicly accessible open spaces.
Development in the Railway Lands West will contribute to the achievement of an attractive, inviting, comfortable and safe public realm and will ensure that the dimension and quality of public sidewalks reflect their importance in the overall pattern of public spaces, and incorporate high quality co-ordinated improvements including among other things paving, and tree planting. The Secondary Plan seeks to ensure that buildings, streets, sidewalks, parks and other publicly accessible open space in the Railway Lands West are designed and developed to promote public safety, including the creation of clear visual and physical access to public open spaces from the streets and from other public areas. Section 3.4 of the Secondary Plan provides that the siting of and setting for significant public buildings will enhance their public significance and identity and promote a sense of place within the City.

The easterly portion of the site (Block 31) is designated Mixed-Use Area D and the westerly portion of the site within Canoe Landing Park is designated Parks and Open Space Areas within the Secondary Plan (Attachment 5). In addition to residential uses Mixed-Use Areas D is intended for local street-related retail and services uses as well as community services and facilities such as the community centre, child care centre and schools proposed. The Parks and Open Spaces Areas designation provides for parks and open space uses as well as community services and facilities subject to certain criteria.

Section 5 of the Secondary Plan includes specific requirements concerning the schools and community services and facilities and sets out the framework for securing a community centre and schools in cooperation with the TDSB and the TCDSB within the Railway Lands West. Block 31 and the easterly portion of Canoe Landing Park are identified on the Parks and Open Space Plan within the Secondary Plan as the 'General Location for Community Centre and Schools' (Attachment 6). The policies of Section 5.8 provide that the community centre and schools should be developed either independently or jointly and set out the criteria regarding the location and form of the facilities including:

- consider the shared use of the exterior and interior spaces
- consider the size of buildings to maximize open space
- ensure that the open space remains useable, well configured, contiguous and physically and visually accessible from public streets
- consider sun, wind, air quality and noise conditions; and
- consider views.

Section 11 of the Secondary Plan sets out the development strategy for the Railway Lands West including the use of holding symbols in the zoning by-law. Conditions for removal of holding symbols, generally include the requirement that a precinct plan and precinct agreement or a subdivision plan and subdivision agreement that sets out the requirements for development such as servicing, streets, parks and other community services and facilities within the larger Precinct. The subject site is situated within Precinct 3 that includes only Block 31 and Canoe Landing Park and there is currently no Precinct or Subdivision Plan for Precinct 3. Block 31 is subject to a holding symbol. Section 11.13 of the Secondary Plan provides that the
requirements for the removal of the holding symbol on individual sites may be reduced subject to specific conditions. These include requirements for servicing, environmental reports and mitigation measures as necessary, as well as a schools and community services and facilities agreement that secures community services and facilities such as the schools, community centre and child care centre proposed on the subject site. The development must also be considered of major public significance. Staff consider the proposal development to be of major public significance and are reviewing the application to ensure that the criteria outlined in Section 11.13 of the Secondary Plan are satisfied prior to the removal of the holding symbol.

The Railways Lands West Secondary Plan is available on the City's website at: http://www1.toronto.ca/planning/19-railway-lands-west.pdf

**Zoning**

The site is subject to the provisions of the Railway Lands West Zoning By-law 1994-0805. The eastern portion of the site (Block 31) is zoned Commercial Residential (CR) with a holding symbol (h), and the western portion within Canoe Landing Park is zoned Parks (G) (Attachment 7).

The CR zone permits a wide range of residential and non-residential uses including the community centre, public elementary schools and a child care centre. While the holding symbol is in place the community centre and child care are permitted. The G zone permits a range of park uses as well as the community centre, child care centre and public elementary schools. A specific qualification in the zoning by-law identifies the location for the public and separate elementary schools on Block 31 and in a G zone.

The maximum overall gross floor area permitted on Block 31 is 31,398 square metres with a maximum non-residential gross floor area of 2,775 square metres. The community centre, child care centre, and schools are exempted from these overall gross floor area limits. The maximum building height permitted within the CR zone is 21 metres with tower elements permitted to a maximum height of 45 metres (Attachment 8). A maximum building height of 15 metres is permitted in the G zone with a restriction on above-grade building elements except for stairwells and ventilation shafts within a 30 metre wide zone at the eastern edge of the park adjacent to Block 31. The existing Zoning By-law also includes development standards in relation to building envelopes, build-to zones along streets, and interior courtyard and canopy requirements.

**Holding Zone**

A separate zoning by-law amendment application (File # 15 268121 STE 20 OZ) to remove the holding symbol has been submitted and is being reviewed concurrently with the current zoning by-law amendment application. City staff are working with the consultants to address the conditions for the removal of the holding symbol including
addressing environmental requirements related to soils, air quality and noise and vibration, and finalizing the shared use agreement with the School Boards. A Final Report on the application to remove the holding symbol is anticipated to brought forward for Council's consideration in the first quarter of 2017.

**Toronto Urban Design Guidelines – Railway Lands West and Central**

The site is within an area subject to the Railway Lands West and Central Urban Design Guidelines. These guidelines are intended to provide a context for development of the lands into a predominantly residential neighbourhood, along with non-residential and entertainment uses, parks, schools, daycares and other amenities.

In keeping with the Secondary Plan, Block 31 along with the eastern portion of Canoe Landing Park is identified as the general location for a future community centre and schools. The Guidelines provide for a range of recreation and cultural activities within the park and support activities associated with the schools, child care centre and community centre. A view corridor 20 metres wide is identified at the east edge of Canoe Landing Park with this space to incorporate design elements reflective of those in the adjacent public realm such as lighting, decorative paving and other landscape treatments, and this area is to be accessible at all times. The Guidelines also identify the Southern Linear Park, a 12 metre wide linear park that extends along the south edge of the site and provides a transition between the Block and the Gardiner Expressway-Lake Shore Boulevard corridor. The completion of the Southern Linear Park adjacent to the site is proposed as part of the project.

The Railway Lands West and Central Urban Design Guidelines are available on the City's website at:

**Site Plan Control**

A Site Plan application (File # 15 268064 STE 20 SA) has been submitted and has been reviewed concurrently with the zoning amendment application. The review of this application is nearing completion and it anticipated that the site plan application will be finalized in the first quarter of 2017.

**Design Review Panel**

The City's Design Review Panel (DRP) considers publicly-initiated projects containing significant visual and physical public realm impacts such as the proposed project. The proposal was considered by the DRP on two occasions, the first on April 5, 2016 and the second July 5, 2016.

At the first meeting the panel noted the complexity of designing the shared facilities and commended the team for the richness of the community programmes and amenities proposed in the project. Panel members noted that given the scale of the building and its context that a more simplified building design would help to break down the building and help to integrate it more closely with the park. Panel members supported the approach to
landscaping that includes a courtyard with separate 'rooms' designed for different ages of students. Panel members suggested that even more subspaces would be beneficial and that careful consideration be given to fencing and gates needed for security, as well as broader community use of the spaces after school hours. Panel members also suggested increasing the sustainability measures in the project.

At the second meeting of the DRP, panel members commended the considerable efforts of the team on the revisions to the project including additional sustainability measures. The importance of the building for the community was highlighted: "Finally, the completion of a great gathering space in the Railway Lands." Members noted that the changes in architecture and materiality were successful in breaking down the scale of the building and would integrate well with the park particularly given the design of the active roof. The overall landscape design, and roofscape that will be looked at by tower residents were commended by the Panel. One member noted that, "It looks like it will be very successful, like it's growing out of the park – It will expand the sense of green space." Suggestions were put forward by members for continuing refinement in the built form and landscape in relation to: the fascia design; building materials and colour; landscaping along the streets, and the grading relationship at the intersection of Brunel Court and Fort York Boulevard.

**Reasons for the Application**

A zoning by-law amendment is required to establish development standards such as building setbacks, build-to lines, building envelopes and other standards as necessary to address the proposed design of the shared facility. As well, the zoning by-law currently prohibits above grade building elements with the exception of stairwells and ventilation shafts within the 30 metre zone at the east edge of the park. The proposal includes an extension of the community centre into this area at the north end of the site and a small portion of the school building into the area near the south end of the site.

**Community Consultation**

The revised application was submitted in December 2015 by ZAS Architects on behalf of the City. Prior to the submission of the revised application two community information sessions were held in February and June of 2015 to present and discuss the shared community facilities, and seek input of the design of the proposal. Both sessions were well attended with approximately 100 members of the public at the first event and approximately 40 people at the second. Staff from City Planning, Parks, Forestry and Recreation, Children's Services, the TDSB and TCDSB, and the Ward Councillor attended each event.

The proposal for shared facilities was well-received at both sessions, and many residents noted the need for the schools and child care centre, particularly with the growing number of families with young children in the neighbourhood. Participants put forward suggestions for Community Centre programming such as space for music, art and dance programs, many focussing on children, meeting rooms and spaces for community events such as, poetry slams and a community kitchen, along with suggestions on using the roof for activities such as community gardening. Within the park, some ideas for new uses
included an outdoor skating rink, playground, toboggan hill or a plaza/gathering place for community events such as movie nights or other special events including a market.

Main issues identified related to traffic congestion in the area particularly at Spadina Avenue and Fort York Boulevard, Bremner Boulevard intersection. Concerns with respect to vehicular access including how buses for the schools would be managed along with pick-up and drop-off for the facilities were also identified by participants. Improving pedestrian access to the site particularly for children was noted by a number of participants, due to the high level of traffic at the intersection of Spadina Avenue and Fort York Boulevard and Bremner Boulevard, and the lack of a pedestrian crossing on the south side of the intersection.

A working group consisting of representatives from residents associations in the area and more broadly from the CityPlace, Bathurst Quay, York Quay, and Wellington Place neighbourhoods as well as the Harbourfront Moms group, the Waterfront Neighbourhood Centre, Concord Adex and the CityPlace and Fort York Business Improvement Area associations was formed by the local Councillor in May of 2015. Two working group meetings have been held to keep stakeholders up to date on the progress and seek input on key aspects of the project as it moves forward.

A community consultation meeting on the zoning amendment application was held on April 27, 2016. Staff from Planning, Children's Services, and Parks, Forestry and Recreation, the Ward councillor, the project architect, and representatives from the TCDSB attended the meeting along with approximately 50 residents. Residents expressed overall support for the project and the design of the building and play areas. Residents had a number of questions in relation to the size of the schools and the details on the shared facilities within the building and on the grounds. Main issues related to overall traffic including congestion in the Railway Lands as well as safety in relation to pick-up and drop-off for children from schools buses and crossing Brunel Court.

COMMENTS

Through the review of the application, issues were identified primarily in relation to public realm matters such as; sidewalk zones, view corridors through the site and to Canoe Landing Park, and the integration of the development with the park, as well as transportation considerations such as; the proposed pick-up and drop-off facilities for children, parking and pedestrian safety. Staff from City divisions and agencies have worked closely with the consulting team to address issues and these are discussed in more detail in the following sections of the report. Comments and feedback from City divisions and agencies have also been used to assist in formulating appropriate Zoning By-law standards.

Provincial Policy Statement and Provincial Plans

The proposal for shared use community facilities is consistent with the PPS and conforms to the Growth Plan for the Greater Golden Horseshoe. An important principle of both the
PPS and the Growth Plan is that communities be complete communities. To this aim, schools, recreation centres and child care centres are considered essential community services and facilities needed to support healthy and vibrant communities. The proposal will provide much needed community services and facilities to the many residents including children who live in this area of the downtown and the CityPlace neighbourhoods.

**Building Setbacks**

The site is small relative to the scale of the building required to accommodate the two schools, community centre and child care centre and this presents challenges in siting the building in relation to adjacent streets. The intensity of existing development in the Railway Lands results in busy streets and a highly active pedestrian environment. With the new community facilities, the amount of pedestrian traffic to and from the site throughout the day on both Brunel Court and Fort York Boulevard will intensify.

The public realm policies of the Railway Lands Secondary Plan seek to ensure that the dimension and quality of the public sidewalks reflect the importance of the overall pattern of public spaces. The setting and siting of public buildings such as the current project is of particular importance to enhance their public significance and identity and promote a sense of place within the City.

When the application was initially submitted much of the building was proposed to be situated at the street lines along Fort York Boulevard and Brunel Court. Planning staff considered the setbacks at the ground level for this significant public building to be insufficient given the high levels of pedestrian activity anticipated. For many recent developments within the Railway Lands, increased building setbacks at the ground level have been requested wherever possible to create generously scaled sidewalk zones with sufficient space for pedestrians, trees, bicycle parking and other amenities. A minimum sidewalk zone of 6.0 metres is typically requested and this often includes private lands in combination with the right-of-way to create a larger sidewalk zone extending from the building face to the street curb.

In order to achieve larger sidewalk zones, particularly at the entrances to the community centre along Fort York Boulevard and to the schools along Brunel Court, design changes were made to the ground floor to increase the setbacks including introducing plaza areas at main entrances. Sidewalk zones of 6 metres or more are now proposed along the Fort York Boulevard frontage, with larger plaza areas at the northeast corner of the site adjacent to the main entrance to the community centre and at the northwest corner of the site at the main entrance to the community space. Along Brunel Court, sidewalk zones of 6 metres or more are achieved at the main entrance to the schools situated mid-way along this street adjacent to the east-west pedestrian passage through the site. Sidewalk zones of 4 to 5 metres are proposed north and south of the main entrance as larger setbacks could not be achieved due to impacts on the gymnasium and classrooms proposed in these areas of the building.
Staff are satisfied with the ground floor building setbacks now proposed. The increased building setbacks will enhance public safety and accessibility providing additional space that will be needed for the many people who will visit the facilities, particularly children. The increased setbacks also provide opportunity for enhancements such as street trees, landscaping and bicycle parking consistent with the public realm and placemaking objectives of the Official Plan and Secondary Plan for this significant public building.

**View Corridors**

During the early planning phases for the Railway Lands, a co-ordinated and comprehensive approach to the siting of buildings including the placement of towers, and the location of new streets, parks and open spaces was undertaken to ensure among other matters that there were continuous east to west and north to south linkages throughout the Railway Lands aimed to strengthen the connection between the new neighbourhoods anticipated here, and to establish connections between the downtown and the central waterfront. As development has proceeded, view corridors have been established and maintained along streets, through the parks and between buildings helping to link the Railway Lands neighbourhoods. The Secondary Plan sets out criteria regarding the location and form of the shared facilities including the need to consider views when designing the building.

In this case there are two established view corridors that were considered in designing the building. One is a north to south view corridor that extends along the east side of Canoe Landing Park adjacent to Block 31 intended to extend the views between the Southern Linear Park at the south end of the site to the Northern Linear Park along the rail corridor to the north and the cityscapes beyond. The other is an east to west view corridor situated midway through the site extending the views through the site and park further to the east and west between the existing high-rise buildings to the east and west of the site. Artworks in some cases punctuate these view corridors.

**North to South View Corridor and Community Space**

Through the consultation process residents put forward ideas for the types of uses and programs for the community centre they felt were most needed in the community. Residents requested that in addition to the recreation program spaces in the community centre that multi-purpose space be provided that could accommodate more flexible programming for community events such as: poetry readings, neighbourhood celebrations, movie nights or maker spaces to foster social innovation initiatives and community building. As well, finding a year round home for the CityPlace farmer's market that currently operates seasonally within Canoe Landing Park near Dan Leckie Way was considered a priority.

In order to provide for the types of flexible spaces envisioned as well as a more permanent home for the farmer's market, an extension to the west end of the community centre is proposed. This community space includes two levels with multi-purpose rooms designed for flexible programming including space suitable for the farmer's market. A covered plaza is proposed immediately west of the community space to provide opportunity for the indoor activities to spill out into the park.
The proposed addition to the community centre extends approximately 15 metres into the view corridor along the east edge of the park. The zoning by-law limits the uses in the 30 metre wide view corridor to park uses, playing fields and outdoor play spaces for the school along with accessory structures such as stairwells or ventilation shafts for the community facility.

Capreol Court is situated opposite this view corridor on the north side of Fort York Boulevard extending the views down the street to the Northern Linear Park, the railway corridor and the King-Spadina neighbourhood beyond. The community space extension on the community centre will impact the north to south views on the east half of Capreol Court with unobstructed views maintained on the west half of the street including the sidewalk. In order to minimize the impacts of the building addition and maintain views along the east side of the street and park, both levels of the community space addition are proposed to be faced with glass rather than solid building materials providing more transparency through the building to the parks and cityscapes to the north and south.

Residents are supportive of the proposed community space addition to the community centre as it will provide opportunity for innovative and flexible programming, a venue for community events and will help to establish a more permanent home for the CityPlace farmer's market. Staff also consider the community space a positive element of the project as it will help to establish these shared facilities as a gathering place and centre for the community as contemplated in the initial planning for the development of the Railway Lands. Staff are satisfied that the intent of the Secondary Plan and Zoning By-law are maintained as views along the west half of the corridor will continue to be unobstructed, and impacts on the east portion will be mitigated through glazing proposed on the building addition. The building materials will be secured through the site plan process.

North to South View Corridor and Schools
The south wing of the building is proposed to house the two elementary schools and the childcare centre. To increase the sidewalk zone along Brunel Court the building is proposed to be setback 3 to 6 metres from the street line. As a result, a small portion of the south wing that includes the exit stairwell for the schools is proposed to encroach approximately one (1) metre into the 30 metre wide view corridor in the adjacent park. Staff are satisfied that the proposed encroachment will have minimal impact of the north-to south views through the park.

East to West View Corridor
Urban design staff worked closely with the consultant to ensure that the building design addressed the east to west view corridor established in this area. To accomplish this, the building includes two main building elements bisected by an east to west pedestrian passageway approximately 13 metres wide. This passageway is located opposite the
driveway and pedestrian connection to the buildings on the east side of Brunel Court that forms an east to west view corridor between the high-rise buildings with the view punctuated by a large sculpture with longer views across Spadina Avenue. The passageway also leads through the site connecting Brunel Court to Canoe Landing Park and the main pedestrian pathway through the park connecting to Dan Leckie Way. The north and south building elements are connected by a glazed bridge at the second level. Staff are satisfied that the height of the bridge connection along with the glazed materials will ensure that the east to west views are maintained through the site.

**Sun, Shadow, Wind**

**Sun/Shadow**

A sun/shadow study was submitted with the application that examined the impacts of shadows cast from buildings near the site as well as the proposed community facilities on the open spaces and the community facilities proposed for the site. The study indicates that there will be no shadows cast from the surrounding buildings on the at grade open spaces associated with the facility during school hours and there are limited shadow impacts on other areas of the site. Staff are satisfied that the overall shadow impacts on the open spaces are limited and will not negatively impact the use and enjoyment of the spaces.

**Wind**

A Pedestrian Wind Assessment was submitted with the application that assessed anticipated wind conditions at main entrances, along sidewalks, and within the outdoor spaces around the building. The assessment focussed on the potential wind impacts on the site from the existing high-rise buildings proximate to the site. The consultant found that there are two areas where wind may be channelled between towers that could accelerate wind at the site affecting the northeast and northwest corners of the building where entrances are proposed to the community centre and in the proposed plaza adjacent to the community space. The consultant notes that the roof overhang, inset entrances and vestibules will help to mitigate impacts. Wind screens and enhanced vegetation are also recommended as measures to further mitigate wind impacts in these locations. Mitigation measures will be secured through the site plan process.

**Transportation Considerations**

A Transportation Assessment was submitted with the application and this has been reviewed by Transportation Services and Transportation Planning staff. The assessment takes a multi-modal approach to the transportation strategy recognizing the site's location within established neighbourhoods comprised largely of high-rise apartment buildings, the proximity of major entertainment and sports facilities such as the Rogers Centre, the proximity to higher order transit, and its location between two major regional transportation corridors including the Gardiner Expressway. The report notes that given the physical constraints of the site and the current levels of congestion in the area, that while the access strategy provides for all modes of transportation it recognizes that access
to the site for most will need to be by means other than the private automobile. The consultants for the project are continuing to work closely with City staff to finalize the designs of the parking and loading areas, the bus loading area as well as considering impacts on cycling routes and pedestrian access to the site. These issues are discussed in more detail below.

**Vehicle Parking and Loading**

Parking and loading for the schools, community centre and child care centre are proposed to be provided in a single level underground parking garage located below both the north and south wings of the building accessed by a driveway off of Brunel Court at the south end of the site. A total of 76 parking spaces are proposed along with one Type G loading space in the underground garage. The vehicle parking exceeds the minimum Zoning By-law requirements of 68 vehicle parking spaces and discussions are ongoing between the City and the School Boards on the allocation and shared use of the parking spaces. The proposed loading is consistent with Zoning By-law requirements.

A short-term pick-up and drop-off area is proposed in the portion of the parking garage situated below the north wing of the building. The site is higher at the north end than the south end enabling access to the pick-up and drop-off area under the north wing to be possible at grade, making it more accessible for children. The School Boards are also proposing staggered start and end times enhancing the utilization capacity of the pick-up and drop-off facilities. Transportation Services staff have requested the areas for pick-up and drop-off be identified separately on the site plan drawings.

**Cycling Infrastructure**

The application proposes a total of 70 bicycle parking spaces; 58 short term spaces and 22 long term spaces. Bicycle parking exceeds the Tier 1 TGS requirements of 18 spaces each for long and short term bicycle parking. The long-term spaces are proposed within the parking garage with the short term spaces at grade with most situated near the entrances to the facilities. The additional bicycle spaces proposed are appropriate given the nature of the facilities and their location within a dense urban environment.

There are existing bicycle lanes on Fort York Boulevard that pass by the site and link into the broader City cycling network. The transportation consultant identified the potential for impacts on the cycling lane on the south side of Fort York Boulevard adjacent to the site, should drivers stop in the cycling lane to drop-off or pick-up passengers such as students. Transportation Planning staff are investigating potential mitigation measures that could be put in place to limit the opportunity for cars to stop in the cycling lane. As well, the School Boards are exploring measures for promoting safe access to the schools that will be implemented through an education strategy with parents and students. Mitigation measures will be addressed through the site plan approval process.
School Bus Loading

The TCDSB has identified the need for five buses. No busing is proposed for the TDSB. Staff have had a number of discussions with the transportation consultants to consider options to accommodate the buses needed to serve the facility including considering introducing lay-bys on Fort York Boulevard or Brunel Court, on-site bus loading and the potential for on-street loading along Brunel Court.

Through the review it was determined that a lay-by along Fort York Boulevard would not be appropriate due to impacts on traffic lanes, traffic movement and the cycling lane. Given the site size constraints introducing a lay-by along Brunel Court or on-site would significantly impact the ability to provide sidewalk zones wide enough to accommodate the students raising safety concerns and leaving insufficient space for tree planting along Brunel Court. Impacts on the size of the building, and the gymnasium proposed in the north wing were also problematic.

As a result, on-street bus loading is proposed along Brunel Court. There is sufficient space to provide for five bus spaces with the loading zone beginning approximately 20 metres south of the intersection. The cul-de-sac at the south end of Brunel Court has a sufficient radius to enable the buses to turn without the need to reverse.

There is currently pay parking on the east side of Brunel Court as well as two car share spaces near the intersection at Fort York Boulevard. There is currently no parking permitted on the west side of the street or on the cul-de-sac at the south end of the street. Changes will be needed to the hours of operation for the pay parking, and the car share spaces will need to be relocated to ensure that the buses are able to travel unimpeded north along Brunel Court, and to enhance safety for children crossing the street from their homes on the east side of Brunel Court. A report from Transportation Services will be required for Council's consideration on appropriate regulations and signage. Staff anticipate bringing forward such a report during the finalization of the site plan review.

Pedestrian Access

Through the review and consultation process, issues in relation to pedestrian access to the site were identified. The Southern Linear Park has not been completed at the south end of the site, and there is currently no pedestrian crossing on the south side of the intersection of Spadina Avenue and Fort York Boulevard and Bremner Boulevard. These gaps in the network of pedestrian connections within the Railway Lands make access to the future community facilities on the site for residents in the neighbourhoods on the east side of Spadina Avenue south of Bremner Boulevard challenging.

There is currently a multi-use pathway through the Southern Linear Park that extends from Spadina Avenue to the east edge of the site. The multi-use pathway along the south edge of Canoe Landing Park also extends from the west edge of the site to Dan Leckie
Way. The application includes the Southern Linear Park lands along the south boundary of the site and proposes a pathway and associated landscaping completing the multi-use path connection through this area to Spadina Avenue, improving pedestrian access to the shared community facilities. The landscape plans including the new pathway connection and associated landscaping will be secured through the site plan process.

There is currently no pedestrian crossing on the south side of Spadina Avenue at the intersection with Fort York Boulevard and Bremner Boulevard and this was identified as a concern by residents particularly for children who live in the neighbourhood on the south side of Bremner Boulevard. Introducing a pedestrian crossing on the south side of the intersection is challenging given the levels of traffic, turning movements and the width of the street. City staff are continuing to review the feasibility of introducing a pedestrian crossing on the south side of the intersection.

**Outdoor Spaces and Shared Use**

One of the primary considerations in the design of the shared facilities concerns the outdoor spaces and ensuring that these spaces are safe, accessible and integrate well with Canoe Landing Park. There have been extensive discussions and collaboration between stakeholders on developing the strategy for the outdoor spaces to ensure that they are designed to meet the needs of all user groups. The main elements of the strategy include; a strong green edge around the site, direct and accessible pedestrian connections from the streets to the playgrounds and building entrances, enhanced connections through the park and site, 'natural' playground designs, shared use of the spaces, and a fencing and gate plan to improve safety.

An integrated and high quality landscape design is proposed for the outdoor spaces around the building and in Canoe Landing Park. Extensive landscape treatments are proposed including a wide variety of trees and shrubs incorporated into the playground spaces and along the pedestrian pathways that integrate the new playground spaces into the park landscape, and strengthen connections and enhance the views to the site and Canoe Landing Park. Sustainability measures are also incorporated into the design using permeable pavers and rainwater use for irrigation. Street trees and planting beds are proposed along Fort York Boulevard and Brunel Court, and the Southern Linear Park improvements including a Multi-Use Trail and landscaping will be completed. Active outdoor areas are proposed on the rooftop of the community centre including a basketball court, walking track, and community garden, and a green roof is proposed on the school wing and above the community space.

City staff have worked with the School Boards to ensure a shared approach to the use of both the outdoor school facilities and playing fields in Canoe Landing Park to serve both schools, the child care centre, the community centre and larger community as contemplated in the Railway Lands West Secondary Plan and Zoning By-law. Residents as well as Design Review Panel members have also commended the approach to the design of the open spaces and the range of amenities proposed.
Public Art
Public art is one of the defining features of the Railway Lands with many seminal artworks from acclaimed artists found within the parks and on private properties throughout the neighbourhoods. These artworks tell the stories of the Railway Lands and are highly valued by residents who have told us that they help to foster a sense of place that defines this community. The new shared community facilities proposed on Block 31 will also contribute to this legacy.

Public art is proposed for the site and a two stage public art competition has been initiated. A selection panel consisting of representatives from each of the School Boards, the project landscape architect, as well as four artists/art specialists from within the City has been formed. The amount dedicated to public art is one percent (1%) of the capital budget of the project consistent with City requirements. The public art will be secured through the site plan process.

Toronto Green Standard
In 2013 City Council updated the two-tiered Toronto Green Standard (TGS) that was adopted by City Council on October 27, 2009. 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 project includes a number of sustainability measures and in May 2016, the project team participated in the "Savings by Design" integrated design charrette facilitated by Enbridge to identify ways to improve energy efficiency within the building. Enhanced sustainability measures proposed within the building include a 5% renewable energy component with solar panels proposed on a portion of the roof on the schools. Additional enhanced sustainability measures include water efficiency within the building as well as rain water collection for irrigation, and enhanced lighting and bird friendly measures. The application as currently submitted is seeking to achieve a Tier 2 status. Tier 1 measures and Tier 2 measures if achieved will be secured through the site plan process.

Conclusions
The Railway Lands has experienced rapid growth in a relatively short period of time, with many new neighbourhoods developed over the last 15 years including the now established CityPlace neighbourhood. The site was identified in the early planning phases for the Railway Lands development as one of the main sites for the community services and facilities that would be needed to serve residents in these neighbourhoods. Schools, community centre and child care centres are all key elements of complete communities and the new facilities will provide much needed community services and facilities for residents, among them many families with children.
City staff and the School Boards have worked collaboratively to ensure that this new shared facility will provide the services and amenities that are needed and desired by residents, in a manner that optimizes the use of the shared spaces and enhances the quality of life for the residents in this community. The high quality building design and associated landscape treatments on the site and surrounding streets, and within Canoe Landing Park, will help to establish these new facilities as a community hub, fostering a sense of place and identity for the residents of the Railway Lands and CityPlace neighbourhoods. Planning staff recommend approval of the Zoning By-law amendment application. A draft Zoning By-law amendment for Council's consideration is included in Attachment 9 of this report.

**CONTACT**
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Fax No. (416) 392-1330  
E-mail: smcalpin@toronto.ca

**ATTACHMENTS**
Attachment 1: Site Plan  
Attachment 2: North, South and East Elevations  
Attachment 3: West and Corridor Elevations  
Attachment 4: Application Data Sheet  
Attachment 5: Railway Lands West Secondary Plan – Land Use  
Attachment 6: Railway Lands West Secondary Plan – Parks and Open Space plan  
Attachment 7: Zoning – Land Use  
Attachment 8: Zoning – Height  
Attachment 9: Draft Zoning By-law Amendment
Attachment 1: Site Plan
Attachment 2: North, South and East Elevations

File #: 08 142534 STE 20.02

20 Brunel Court

North, South & East Elevations

Applicant’s Submitted Drawing

Net 1:10 Scale
01/07/2013
Attachment 3: West and Corridor Elevations
Attachment 4: Application Data Sheet

Application Type: Rezoning  Application Number: 09142634 STE 20 OZ
Details: Rezoning, Standard  Application Date: May 28, 2009
Municipal Address: 20 Brunel Court
Location Description: PL D970 PT LT20 RP 66R16838 PT 1 **GRID S2017
Project Description: Rezoning application to permit the construction of shared community facilities including a City community centre and child care centre and two elementary schools; for the Toronto District School Board and Toronto Catholic District School Board.

Applicant: ZAS Architect  Agent: ZAS Architect
517 Wellington St. W Suite 404
Toronto, ON M5V 1G1
Architect: ZAS Architect  Owner: City of Toronto
517 Wellington St. W Suite 404
Toronto, ON M5V 1G1

PLANNING CONTROLS
Official Plan Designation: Mixed Use Areas and Parks and Opens Space Areas
Zoning: CR & G
Height Limit (m): 45 & 15

PROJECT INFORMATION
Site Area (sq. m): 13420.78  Height: Storeys: 2 & 3
Frontage (m): 107  Metres: 13
Depth (m): 129.5
Total Ground Floor Area (sq. m): 6225
Total Residential GFA (sq. m): 14767
Total Non-Residential GFA (sq. m): 14767
Lot Coverage Ratio (%): 1.1

FLOOR AREA BREAKDOWN (upon project completion)

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<th>Below Grade</th>
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<tr>
<td>Retail GFA (sq. m)</td>
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<td>Total Units:</td>
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<td></td>
</tr>
</tbody>
</table>

CONTACT: PLANNER NAME:  Sue McAlpine, Senior Planner
TELEPHONE: (416) 392-7622  email: smcalpin@toronto.ca
Appendix B

City of Toronto, Railway Lands West, Zoning By-Law 1994-0805 as amended

Not to Scale 2/24/2016

File #: 09_142634 STE 20 OZ and 15_268121 20 OZ
Attachment 9: Draft Zoning By-law Amendment

CITY OF TORONTO

Bill No. ~

BY-LAW No. ~20~

To amend Railway Lands – West Zoning By-law No. 1994-0805 of the former City of Toronto, as amended, with respect to lands known municipally as 20 Brunel Court and 95 Fort York Boulevard.

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

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

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

1. None of the provisions of Sections 4(3)(a)(i) and (ii), 4(6), 7 PART I 2(ii), 7 PART II 3(a), 4(a) (c) (d) (e) and (f), 5, and 6, 7 PART III 1, 7 PART IV 5, 10(4), (5) and 10(8)(i) of Zoning By-law No. 1994-0805, as amended, 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 Railway Lands - West”, shall apply to prevent the erection and use of facility containing community centre, day nursery, and public school uses and accessory uses thereto on the lot provided that:

a) the lot on which the facility is to be located comprises the lands within the heavy lines on Map 1, attached to this By-law;

b) notwithstanding Section 7 Part I 1 of By-law 1994-0805, additional non-residential gross floor area for community centre, day nursery, and public school uses is permitted up to a maximum of 20,000 square metres;

c) no portion of any building or structure on the lot shall have a height in metres greater than the height limits specified by the numbers following the symbol H on Map 2 attached to this By-law, except for:

(i) parapets, trellises, roof drainage, thermal insulation and roof ballast, terrace guards and dividers, terraces, planters, stairs, stair enclosures, wall or structure enclosing such elements and railings, window washing equipment, stair towers, partitions, ornamental elements, architectural elements, landscape elements, green roof elements, lighting fixtures, vents, elevator over-run, flues, screens, pipes, access roof hatch, outdoor furniture, heating, cooling or ventilating equipment, a fence or solar panels;
(ii) structures located on the roof used for outside or open air recreation, safety or wind protection purposes to a maximum height of 6.0 metres above the numbers following the H symbol on Map 2 attached to this by-law; and

(iii) a mechanical penthouse, to a maximum height of 5.0 metres above the numbers following the H symbol on Map 2 attached to this by-law;

d) no portion of any building or structure erected and used above grade on the lot is located otherwise than wholly within the areas delineated by heavy lines shown on Map 2 attached to and forming part of this By-law, subject to the following:

(i) awnings and canopies, cornices, an extension of the roof, light fixtures, ornamental elements, parapets, art and landscape features, patios, decks, pillars, trellises, balconies, terraces, eaves, window sills, planters, ventilation shafts, guardrails, balustrades, railings, stairs, stair enclosures, doors, wheelchair ramps, fences, screens, site servicing features, and underground garage ramps and associated structures and playground and associated structures; and

(ii) a bridge connection situated in the area identified as 'bridge' on Map 2 attached to this by-law extending from the second level between the north and south portions of the building.

e) despite the definition of “parking space” in Section 2(1)(iii) and the minimum dimensions for parking spaces in Section 4(17)(a) and (e) of By-law No. 438-86, as amended, a parking space on the lot can have the following dimensions:

(i) a minimum width of 2.6 metres;

(ii) a minimum length of 5.6 metres; and

(iii) a minimum vertical clearance of 2.0 metres;

f) despite the definition of “parking space” in Section 2(1)(iii) and the minimum dimensions for parallel parking spaces in Section 4(17)(a) and (e) of By-law No. 438-86, as amended, a parallel parking space on the lot can have the following dimensions:

(i) a minimum width of 2.6 metres;

(ii) a minimum length of 6.7 metres; and

(iii) a minimum vertical clearance of 2.0 metres;

g) one shared Type B/G loading space shall be provided and maintained on the lot.

2. For the purpose of this By-law:

(a) “grade” shall mean 86.16 metres Canadian Geodetic Datum;
(b) “height” shall mean the vertical distance between grade and the highest point of the building or structure, excluding permitted projections identified in section 1(c) of this By-law;

(c) “lot” means the parcel of land outlined by heavy lines on Map 1 attached to and forming part of this By-law;

(d) each other word or expression that is italicized in this By-law shall have the same meaning as that word or expression as defined in By-law No. 1994-0805, as amended.

3. 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.

4. Within the lands shown on Map 2 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.

ENACTED AND PASSED this ~ day of ~, A.D. 20~.

JOHN TORY, 
Mayor

ULLI S. WATKISS, 
City Clerk

(Corporate Seal)
NOTE: All dimensions are in metres.

20 Brunel Court & 95 Fort York Boulevard

File # 09 142634 STE 20 02

City of Toronto By-Law 438.66
Not to Scale
M06A2016

Staff report for action – Final Report – 20 Brunel Court and 95 Fort York Boulevard
V.05/13