

**University of Toronto St. George Campus - Official Plan
Amendment Application - Preliminary Report**

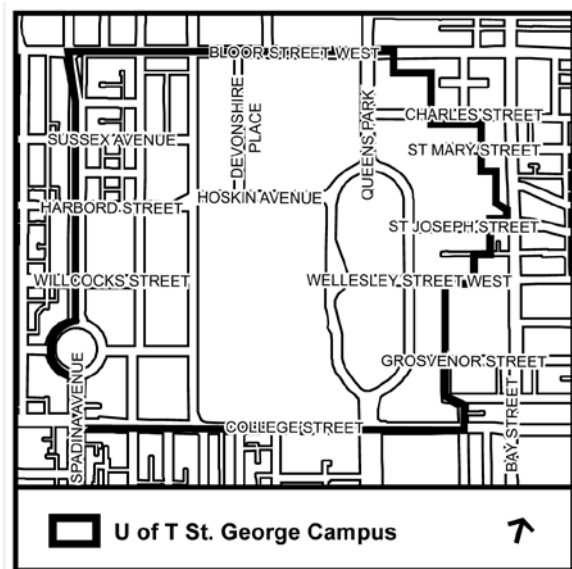
Date:	December 16, 2016
To:	Toronto and East York Community Council
From:	Director, Community Planning, Toronto and East York District
Wards:	Ward 20 – Trinity-Spadina and Ward 27 – Toronto Centre-Rosedale
Reference Number:	16 221931 STE 20 OZ

SUMMARY

This application proposes to establish a new Secondary Plan for the University of Toronto St. George Campus area that would replace the existing University of Toronto Secondary Plan. The purpose of the Secondary Plan is to provide an updated policy framework that would manage change and guide new development in the area. The policies of the Secondary Plan would apply to the lands generally bounded by Bloor Street West to the north, Spadina Avenue to the west, College Street to the south and an irregular boundary generally running along Bay Street to the east.

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.

The application should proceed through the planning review process including the scheduling of community consultation meetings. As the application is to establish a new Secondary Plan for such a geographically, socially and economically significant area, the review of the application will necessarily entail a more rigorous consultation process and longer application review timeline than a standard development application. A Final Report



will be prepared and a statutory public meeting is targeted for the end of 2017, provided all required information is submitted in a timely manner and all issues raised during the review process have been satisfactorily resolved. A Status Report may also be prepared over the course of the application review process in 2017.

RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff be directed to schedule a community consultation meeting for the lands at the University of Toronto St. George Campus together with the Ward Councillors.
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.

Pre-Application Consultation

A number of pre-application meetings were held with the applicant over the course of 2015 and 2016 to discuss complete application submission requirements and to identify high-level preliminary issues with the proposal. Staff identified a number of issues including conservation and treatment of heritage resources, protection and enhancement of the parks and open spaces, the importance of the public realm and connections with surrounding areas, enhancements to the pedestrian and cycling network on campus, the appropriateness of development on sites identified as having development potential and the general need to be consistent with and protect the unique character of the area.

In 2015 and 2016, pre-application discussions were also held at the University's Community Liaison Committee, which is composed of the Ward Councillor, representatives of the residents' associations, the student union, the federated colleges, the Royal Conservatory of Music and the Royal Ontario Museum and City Planning staff, to discuss the development of the proposed Official Plan Amendment for the campus.

Open houses hosted by the University of Toronto were held on January 18, 2016 and May 17, 2016 to provide opportunities for public input on the formation of the proposal.

ISSUE BACKGROUND

Application Website

The University of Toronto St. George Campus Secondary Plan website contains information about the subject application, the review process, consultation meeting

schedules and material, contact information and related initiatives. This can be found at: www.toronto.ca/planning/UofTSecondaryPlan.

Proposal

The Official Plan Amendment application seeks to establish a new Secondary Plan for the University of Toronto St. George Campus area. This new plan would replace the existing University of Toronto Secondary Plan for the campus that was adopted in 1997. The boundaries of the proposed Secondary Plan match those of the 1997 Secondary Plan.

The purpose of the proposal is to provide an updated policy framework that would manage change and guide new development in the area. The proposal is organized around three main objectives for the lands:

- Conserving and protecting cultural heritage resources
- Enhancing and expanding the public realm
- Identifying opportunities for new development

The application proposes to consider the lands as a series of Character Areas, each with distinct attributes including shared histories, architectural and landscape features and patterns of development. The applicant has provided an assessment of each Character Area and has proposed policies and design guidelines to ensure that new development and public realm initiatives across the campus respect and reinforce the attributes of each Character Area. The Character Areas form an organizing feature of the proposal. The proposed Character Areas are shown on Attachment 6 of this report and are outlined briefly below:

- **Historic Campus Character Area:** roughly corresponds to the original King's College property, it contains a large concentration of significant heritage resources and its character and uses have remained recognizable and distinct from the rest of the city. It is defined by a collection of low-scale buildings sited in an expansive landscape, the prominence of University College and Convocation Hall in particular, and green open spaces that are interconnected with landscape links and pathways.
- **North Campus Character Area:** serves as a gateway to the St. George Campus and an interface between the University and the city. It contains large institutional, cultural and athletic complexes, including Varsity Stadium, the Royal Conservatory of Music and the Royal Ontario Museum, along a section of Bloor Street West, and smaller scale institutional uses along the northern portion of St. George Street. This area contains a variety of landscapes, including hardscaped plazas and courtyards and the Huron-Washington Parkette.
- **Huron-Sussex Character Area:** is a surviving section of low-rise houseform buildings that has largely retained its neighbourhood identity and form. It is

defined by a fine-grain network of streets and public laneways and private landscaped open space.

- South Campus: exhibits distinct eras of growth, with significant historic institutional buildings interspersed with newer infill development. The buildings tend to have significant setbacks from the street, creating room for landscaped open spaces and plazas. College Street, King's College Road and St. George Street are the spines that have shaped this Area's evolution, as well as the proximity to the Historic Campus to the north.
- The West Campus: exhibits the influence of modern planning principles including a broad range of interpretations of open spaces in the form of plazas, courtyards, pedestrianized streets and modern building complexes set in landscape. It has continued to allow for the growth and expansion of the St. George Campus.

Within the Character Areas, a number of built resources have been identified as Significant Heritage Resources, not only according to their design/physical value and historical/associative value, but also according to the contribution they make to their historic context. Many properties within the proposed Secondary Plan area are listed on the City of Toronto Heritage Register or designated under Part IV of the *Ontario Heritage Act*. Identification and conservation of significant heritage resources forms another foundational element of the proposal.

A number of significant views are identified, which would be protected through the policies of the proposed Secondary Plan. As outlined later in the report, the Official Plan already contains policies to protect views to significant buildings, structures, landscapes and natural features from the public realm, including several within the proposed Secondary Plan area. The proposed additional views that would be protected would be added to those already identified in the Official Plan. Additional policies to protect and enhance the identified views through new development and landscape initiatives are proposed.

The proposal identifies various types of publicly-accessible spaces that come together to form the public realm of the Secondary Plan area and which act as a structuring element of the proposal. First, the proposal seeks to establish a network of Significant Open Spaces that would be enhanced over time and protected from potential negative impacts of development in surrounding areas. The Significant Open Spaces would include the existing network of historic open spaces primarily located in the Historic Campus Character Area. These include the front and back campus areas, Philosopher's Walk and the former alignment of Taddle Creek, Queen's Park and the Victoria College Quad and St. Michael's Campus open spaces.

The proposal also identifies the wide array of streets, mid-block connections, parks and open spaces, in addition to the Significant Open Spaces located throughout the Secondary Plan area, which together form the public realm and open spaces that help define the unique character of the campus. These spaces play important roles on the campus by

providing gathering spaces, recreational opportunities, circulation routes and connections across the campus and to the surrounding neighbourhoods. Improving the quality of campus open spaces and the public realm is a goal of the proposal, with policies proposed to enhance and alter the public realm.

Pedestrian movement is proposed to be prioritized in the area. Potential changes to the network of streets proposed in the Secondary Plan are intended to better reflect the predominant patterns of movement across the area by enhancing the pedestrian and cycling experience through changes to the design of streets and other connections in the area. These proposed enhancements range along a spectrum from full pedestrianization, where streets are closed to vehicular traffic, to enhanced two-way designs, where streets are made more pedestrian-friendly but still allow full vehicular access.

New development will continue to occur in the proposed Secondary Plan area over time through renovation, infill and redevelopment, and policies in the plan identify where and how development should occur. The level of intensification would not be uniform across the Secondary Plan area. Rather, the Secondary Plan includes policies that would direct growth to those areas that, under the proposal, would be best able to accommodate it, while limiting the amount of change that happens in other areas, with primary consideration afforded to heritage conservation and improving the open spaces and public realm. The built form and development criteria policies of the Secondary Plan are proposed to provide a more flexible framework to guide change than are permitted under the existing Secondary Plan that established specific building sites and development envelopes. The stated aim of the plan is to provide flexibility to respond to changing needs for institutional space while also providing some degree of certainty as to where and how change is accommodated.

Site and Surrounding Area

The University of Toronto St. George Campus area is located in Downtown Toronto, south of Bloor Street West, east of Spadina Avenue, north of College Street and west of Bay Street. The campus boundary along Bay Street is irregular and generally follows the eastern limit of the federated colleges of Victoria University and St. Michael's College, lands immediately east of Queen's Park Crescent East and lands west of Surrey Place and Dr. Emily Stowe Way.

The lands subject to the application are approximately 108 hectares in area, with lands owned by the University comprising approximately 77 hectares of the total area. The proposed Secondary Plan area contains a concentration of important educational, cultural, research, medical and government institutions with associated supportive service uses and housing. The University of Toronto St. George Campus is the largest single entity in the proposed boundary with other institutions and privately-owned properties comprising the balance of the lands. The proposal includes policies that would apply to all properties within the proposed boundary.

The proposed Secondary Plan area forms a distinct part of Toronto because of its concentration of significant heritage resources and network of open spaces. The majority

of the lands subject to the application contain the University of Toronto St. George Campus. Over 80 properties on the campus are either listed on the City of Toronto Heritage Register or designated under Part IV of the *Ontario Heritage Act*. Successive waves of growth and development have created areas of distinct character on the campus. Beginning in the 19th century with the establishment of the original low-scale King's College, followed by the expansion toward the Bloor Street West and College Street edges with low-scale buildings in the 1920s, the western expansion to Spadina Avenue with large modernist complexes and mid-rise and taller buildings in the 1960s and more recent low-rise, mid-rise and taller infill projects across the campus, the campus has continued to evolve over time while maintaining a distinct and defining character.

The University of Toronto St. George Campus has a number of Colleges, which include education, administrative and student housing uses. Constituent Colleges include University, New, Innis and Woodsworth. Federated and Affiliated Colleges include Trinity, Victoria, St. Michael's and Massey. They maintain autonomy over their land and governance, while sharing academic research and teaching. Theological colleges include Wycliffe, Knox and Regis as well as those located at Trinity, Victoria and St. Michael's. They also maintain autonomy while continuing their association with the University.

A number of significant cultural institutions are located within the application boundary outside of the formal campus, including the Royal Ontario Museum, Gardiner Museum, Royal Conservatory of Music and Bata Shoe Museum, concentrated along the Bloor Street West corridor. Queen's Park and the Ontario Legislative Building are located in the southeastern portion of the lands. The Centre for Addiction and Mental Health (CAMH) medical facility is located near the southwest corner of the lands. Low-rise houseform buildings interspersed with low-rise commercial and institutional uses are located at the northwest corner of the lands within the Huron-Sussex Character Area shown on Attachment 6.

The Spadina, St. George, Museum and Queen's Park subway stations are located within or immediately adjacent to the Secondary Plan area and Bay Station is located just outside of the area. College Street and Spadina Avenue include streetcar lines with multiple stops through the area. Bike lanes are provided along St. George Street and College Street. Cycle tracks are provided along Harbord Street, Hoskin Avenue, Queen's Park Crescent and Wellesley Street through the area and a pilot project to evaluate cycle tracks installed along Bloor Street West is ongoing.

Uses surrounding the proposed Secondary Plan area include:

North: The north side of Bloor Street West contains a mix of commercial, institutional and residential uses in a variety of building types ranging from low-rise to tall buildings. The Annex, a predominantly low-rise residential neighbourhood with interspersed parks and open spaces and mid-rise and taller residential buildings and low-rise commercial and institutional buildings primarily located on the neighbourhood edges, is north of Bloor Street West. A number of properties to the north of the area are either listed on the City of Toronto Heritage Register or

designated under the *Ontario Heritage Act*, including the East Annex and Yorkville-Hazelton Heritage Conservation Districts. Madison Avenue, between Bloor Street West and Dupont Street, contains low-rise residential buildings that are intended to be designated under Part V of the *Ontario Heritage Act*, but the Annex Phase 1 (Madison) Heritage Conservation District is currently under appeal to the Ontario Municipal Board.

- East: Mid-rise and tall commercial and institutional buildings with interspersed lower scale buildings are located east of the Secondary Plan area, with the Bay Street corridor beyond, which contains a mix of predominantly commercial and residential uses in mostly tall buildings. A number of properties to the east of the area are either listed on the City of Toronto Heritage Register or designated under Part IV of the *Ontario Heritage Act*.
- South: The south side of College Street contains a mix of commercial, institutional and residential uses in a variety of building types ranging from low-rise to tall buildings, with taller buildings concentrated around Bay Street and University Avenue. There is a concentration of hospitals and medical research facilities along both sides of University Avenue. The Kensington and Chinatown neighbourhoods are located farther south and are composed of predominantly low- and mid-rise residential buildings, with interspersed commercial and institutional uses that are concentrated along Spadina Avenue, Baldwin Street and McCaul Street. A number of properties to the south of the area are either listed on the City of Toronto Heritage Register or designated under Part IV of the *Ontario Heritage Act*.
- West: The west side of Spadina contains a mix of commercial, institutional and residential uses in a variety of building types ranging from low-rise to tall buildings. The Harbord Village neighbourhood is located west of Spadina Avenue and contains a mix of predominantly low-rise residential buildings with interspersed low-rise mixed-use commercial, institutional and residential buildings, concentrated mostly along Harbord Street, and parks and open spaces. A number of properties to the west of the Secondary Plan area are either listed on the City of Toronto Heritage Register or designated under the *Ontario Heritage Act*, including the Harbord Village Heritage Conservation District.

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. Policies of the PPS identify the City's Official Plan as the most important vehicle for implementation of the PPS and state that comprehensive, integrated and long-term planning is best achieved through the

Official Plan. 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. The proposed Secondary Plan area is located within Downtown Toronto, which is identified as an urban growth centre in the plan. Such areas will be planned as focal areas for investment in institutional and region-wide public services and as major employment centres. Economic development and competitiveness will be promoted, in part, by providing for an appropriate mix of employment uses including institutional uses to meet long-term needs. City Council's planning decisions are required to conform, or not conflict, as the case may be, with the Growth Plan for the Greater Golden Horseshoe.

Staff will review the proposed development for consistency with the PPS and for conformity with the Growth Plan for the Greater Golden Horseshoe.

Official Plan

The lands are identified as part of the *Downtown and Central Waterfront* on Map 2 of the Official Plan. The Official Plan states that *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. The *Downtown* policies in Section 2.2.1 of the Official Plan prioritize maintaining and upgrading public amenities and infrastructure, including streets, parks and open spaces, preserving architectural and cultural heritage, improving transit and the pedestrian environment and creating and advancing research and business alliances between institutions.

While *Downtown* is identified as an area offering opportunities for substantial employment and residential growth, this growth is not anticipated to be uniform. Rather, *Downtown* includes a wide range of development types, from tall buildings to low-scale established *Neighbourhoods* where little change is desired. Moreover, design guidelines specific to districts of historic or distinct character will be implemented to ensure new development respects the context of such districts in terms of the development's fit with existing streets, setbacks, heights and relationship to landmark buildings.

Section 3.1.1 of the Official Plan contains Public Realm policies that 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 landscaping, urban design and architecture in public works and private developments to ensure that the public realm is beautiful, comfortable, safe and accessible.

Section 3.1.2 of the Official Plan contains Built Form policies, which identify that our enjoyment of streets and open spaces depends largely upon the visual quality, activity, comfortable environment and perceived safety of these spaces. Most of these qualities are

influenced directly by the built form of adjacent buildings. These policies seek to ensure that new development will be located, organized and massed to fit harmoniously with the existing and/or planned context and to frame and support adjacent streets, parks and open spaces.

Policies to address the evaluation and conservation of heritage resources in Section 3.1.5 of the Official Plan state that properties of potential cultural heritage value or interest will be identified and evaluated to determine their cultural heritage value or interest consistent with provincial regulations, where applicable, and will include the consideration of cultural heritage values including design or physical value, historical or associative value and contextual value. Heritage properties of cultural heritage value or interest properties will be protected by being designated under the *Ontario Heritage Act* and/or included on the Heritage Register. Properties on the Heritage Register will be conserved and maintained consistent with applicable standards and guidelines and policies. Potential cultural heritage landscapes will be identified and evaluated to determine their significance and cultural heritage values. Significant cultural heritage landscapes will be included on the Heritage Register and/or designated under either Part IV or Part V of the *Ontario Heritage Act*. Policy 3.1.5.14 states that potential and existing properties of cultural heritage value or interest, including cultural heritage landscapes and Heritage Conservation Districts, will be identified and included in area planning studies and plans with recommendations for further study, evaluation and conservation.

The Official Plan contains policies to preserve, frame and improve views of prominent natural or human-made features, including heritage properties that are an important part of the form and image of the City. Maps 7a and 7b identify these protected views, including the following views within the proposed Secondary Plan area:

- Queens Park Legislature is the subject of a Site and Area Specific Policy described later in this report
- Knox College viewed in its entirety from College Street at the southwest and southeast corners of College at Spadina, as well as from the Spadina streetcar right of way at College Street
- Knox College Spire, as it extends above the roofline of the third floor, viewed from the north along Spadina Avenue at the southeast corner of Bloor Street West and at Sussex Avenue
- University College includes the full view of the south facing façade and tower of the building as viewed from both the northwest and northeast corners of Kings College Road at College Street

Policy 3.1.1.10 states that additional views from the public realm to prominent buildings, structures, landscapes and natural features may be added to Maps 7a and 7b and Schedule 4 through amendment to the Official Plan.

Land Use Designations

The majority of the lands subject to the application are 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, religious, commercial and institutional residence facilities, and utility uses.

Policy 4.8.5 states that universities, colleges and hospitals will be encouraged to create campus plans in consultation with nearby communities that will:

- a. identify heritage buildings and landscapes, accessible open spaces, natural areas and important views to be conserved and integrated
- b. be compatible with adjacent communities
- c. create visual and physical connections that integrate campuses with adjacent districts of the City
- d. identify the network of pedestrian routes to be maintained, extended and improved
- e. examine existing transportation modes and create policies and programs that emphasize the use of public transit, walking and cycling over automobile travel
- f. minimize traffic infiltration on adjacent neighbourhood streets
- g. provide bicycle parking for employees, students and visitors and sufficient off-street automobile parking
- h. identify development sites to accommodate planned growth and set out building envelopes for each site
- i. identify lands surplus to foreseeable campus needs that can be leased for other purposes
- j. provide for energy conservation, peak demand reduction, resilience to power disruptions; and small local integrated energy solutions that incorporate renewables, district energy, combined heat and power or energy storage
- k. identify opportunities for green infrastructure including tree planting, stormwater management systems and green roofs.

Lands generally located in the Huron/Sussex Character Area other than the properties fronting Spadina Avenue are designated *Neighbourhoods* in the Official Plan. *Neighbourhoods* are considered physically stable areas made up of residential uses in lower scale buildings such as detached houses, semi-detached houses, duplexes, triplexes and townhouses, as well as interspersed walk-up apartments that are no higher than four storeys. Parks, low-scale local institutions, home occupations, cultural and recreational facilities and small-scale retail, service and office uses are also permitted in *Neighbourhoods*.

The lands located at the edges of the proposed Secondary Plan area along Spadina Avenue between Bloor Street West and Glen Morris Street and at the corner of Spadina Avenue and College Street, along Bloor Street West from Spadina Avenue to just east of Bedford Road and at the southeast corner of the area from Dr. Emily Stowe Way along College Street are designated *Mixed Use Areas* in the Official Plan. This designation provides for 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.

Matt Cohen Park, the Huron-Washington Parkette, Queen's Park (other than the Ontario Legislative Building) and the open space at the corner of Bay Street and St. Joseph Street

are designated *Parks and Open Space Areas – Parks* and the open spaces located in the area south of Queen's Park Crescent and north of College Street are designated *Parks and Open Space Areas – Other Open Space Areas* in the Official Plan. *Parks and Open Space Areas* are the parks and open spaces, valleys, watercourses and ravines, portions of the waterfront, golf courses and cemeteries that comprise the City's Green Space System. Development is generally prohibited in *Parks and Open Space Areas* except for recreational and cultural facilities, conservation projects, cemetery facilities, public transit and essential public works and utilities where supported by appropriate assessment.

Secondary Plans

Section 5.2.1 of the Official Plan contains policies that outline the purpose and intent of Secondary Plans. Secondary Plans will guide development in a way that is consistent with overall Official Plan and will identify or indicate the following in order to achieve city-building objectives:

- a. overall capacity for development in the area, including anticipated population
- b. opportunities or constraints posed by unique environmental, economic, heritage, cultural and other features or characteristics
- c. affordable housing objectives
- d. land use policies for development, redevelopment, intensification and/or infilling
- e. urban design objectives, guidelines and parameters
- f. necessary infrastructure investment with respect to any aspect of:
transportation services, environmental services including green infrastructure, community and social facilities, cultural, entertainment and tourism facilities, pedestrian systems, parks and recreation services, or other local or municipal services
- g. opportunities for energy conservation, peak demand reduction, resilience to power disruptions, and small local integrated energy solutions that incorporate renewables, district energy, combined heat and power or energy storage, through development of a Community Energy Plan
- h. where a Secondary Planning area is adjacent to an established neighbourhood or neighbourhoods, new development must respect and reinforce the existing physical character and promote the stability of the established neighbourhoods

University of Toronto Secondary Plan (1997)

The lands are subject to the existing University of Toronto Secondary Plan, which was adopted in 1997 under the former City of Toronto Official Plan and was brought forward unchanged into the current Official Plan. The objectives for the Secondary Plan Area are to:

- recognize and protect the Area primarily as an Institutional District
- provide planning regulations that give the institutions flexibility to adjust to changing program, technological and funding constraints
- preserve, protect and enhance the unique built form, heritage and landscape character of the Area

The Secondary Plan identifies 29 sites across the area with development potential. These sites are identified as having development potential based on the policies of the Plan and the associated design guidelines. The Plan also contains seven Site and Area Specific Policies that outline the land uses and built form permitted on particular sites and maps that show site specific development envelopes for individual properties across the campus.

Site and Area Specific Policies

The lands along Bloor Street West between Avenue Road and Bathurst Street are subject to Site and Area Specific Policy 334, which provides general direction for development along this segment of the Bloor corridor and outlines streetscaping initiatives. It requires new development to respond to the function and character of these unique areas with built form that generally provides for a transition in height, density and scale from higher buildings in the east to a low-rise character in the west, with nodes of development at key intersections near transit hubs.

Site and Area Specific Policy 398 applies to the lands to the north of the Ontario Legislative Assembly Building. No structure is permitted to be erected that can be seen above any part of the silhouette of the Ontario Legislative Assembly Building when viewed from the east/west sidewalk located on the north side of College Street at any point between the north/south sidewalk on the west side of University Avenue and the north/south sidewalk on the east side of University Avenue, or that can be seen above the silhouette of the domed Centre Block of the Ontario Legislative Assembly Building when viewed from the east/west sidewalk located on the north side of Queen Street West at any point between the north/south sidewalk on the west side of University Avenue and the north/south sidewalk on the east side of University Avenue.

The application will be reviewed against all the policies of the Official Plan.

See Attachment 5: Official Plan for additional details.

Zoning

The existing zoning provisions for the proposed Secondary Plan area implement the policies of the existing University of Toronto Secondary Plan from 1997. The University has an area-specific zoning exception (12(2)310) in former City of Toronto Zoning By-law 438-86, which establishes built form envelopes for sites identified as having development potential.

The majority of the lands subject to the application are zoned for Institutional uses (Q Zone) in former City of Toronto Zoning By-law 438-86, as amended. The Q zone corresponds approximately to those lands designated *Institutional Areas* in the Official Plan. This zoning category permits a range of institutional uses, such as universities, educational, hospital and government uses.

The *Neighbourhoods*-designated lands in the Official Plan are zoned R3 in former City of Toronto Zoning By-law 438-86, as amended, which permits a range of residential building types including apartments, row houses, semi-detached and detached dwellings and limited ancillary non-residential uses including childcare facilities and community centres.

Those sites designated *Mixed Use Areas* in the Official Plan are zoned Commercial Residential (CR Zone) in former City of Toronto Zoning By-law 438-86, as amended. This zoning category permits a range of commercial, residential and institutional uses.

Queen's Park and the open spaces located in the area south of Queen's Park Crescent and north of College Street are zoned Parks (G Zone) and the open spaces on the campus including the front and back campus areas, Philosopher's Walk and Taddle Creek, the Victoria College and St. Michael's Campus open spaces are zoned University Open Space (UOS Zone) in former City of Toronto Zoning By-law 438-86, as amended. Both zoning categories permit parks and open space uses.

The lands subject to the application are excluded from City of Toronto Zoning By-law 569-2013.

See Attachments 1-4: Zoning for additional details.

Site Plan Control

A Site Plan Control application is not required, as no particular development is currently proposed.

TOcore: Planning Toronto's Downtown

On December 15, 2016, City Council endorsed the TOcore Proposals Report, which provides proposed policy directions that will inform the development of a draft Downtown Secondary Plan. The report also provides updates in the Phase 2 public consultations, population growth projections for the Downtown and the status of infrastructure strategies underway that will support the implementation of a new Downtown Secondary Plan.

The Proposals Report presents the Vision for the Downtown Secondary Plan, the five Guiding Principles and 128 draft Policy Directions. The draft Policy Directions will be the subject of the next round of public and stakeholder consultations to inform the development of the plan. The consultation will begin in January 2017 and will continue through the first quarter of 2017.

TOcore is looking at how Toronto's Downtown should grow, with both a renewed planning framework and the necessary physical and social infrastructure to remain a great place to live, work, learn, play and invest. TOcore is in its second phase, which involves drafting policies, plans and strategies.

On October 6, 2016, City Council approved OPA 352 – Downtown Tall Building Setback Area. The purpose of OPA 352 is to establish the policy context for tall building setbacks and separation distances between tower portions of a tall building in the Downtown which would be implemented through an area specific Zoning By-law. The intent is that these policies would ensure that future growth positively contributes to the liveability, sustainability and health of Toronto's Downtown. More specifically policies establish the reasoning for tower setbacks, recognize that not all sites can accommodate tall buildings and addresses base building heights.

College Street Built Form Study

In February 2012, Toronto and East York Community Council requested staff to review the policy context for College Street generally from University Avenue to Bathurst Street to address: land use and the inclusion of institutional uses within mixed-use buildings; building scale and height; and public realm, including special places and pedestrian improvements. The study boundaries include properties along the north side of College Street that are within the proposed Secondary Plan area.

Following this request, staff commenced the College Street Built Form Study for College Street from McCaul Street to Bathurst Street. A series of public consultation meetings have occurred on this Study. A Final Report is targeted for the first quarter of 2017.

Bloor Corridor Visioning Study

In June 2015, Toronto and East York Community Council directed staff to undertake a planning study of the properties with frontage on the north side of Bloor Street West between St. George Street and Walmer Road. The Final Report for the study is included on the January 17, 2016 Toronto and East York Community Council agenda.

The proposed City-initiated amendment to Site and Area Specific Policy 334 of the Official Plan will reinforce the existing policies that apply to the Bloor Corridor. The area-specific Official Plan and Zoning By-law Amendments will clarify the intent of existing Official Plan policies to assist in assessing the appropriateness of development proposals with respect to height, massing and transition.

The report recommends greater protection of the significant view and silhouette view against the sky of Knox College at 1 Spadina Crescent, adequate tower separation distances for tall buildings, a transition in built form to adjacent *Mixed Use Areas* and *Apartment Neighbourhoods* and public realm improvements. The report recommends a height peak of 25 storeys at the northeast and northwest corners of Bloor Street West and Spadina Avenue with a downward transition in height away from this peak.

Spadina Avenue Built Form Study

In February 2012, Toronto and East York Community Council requested staff to review the policy context for the lands fronting Spadina Avenue generally from Front Street West to Bloor Street West. The study boundaries include properties along the east side of Spadina Avenue that are within the proposed Secondary Plan area.

In response to Community Council's direction, City Planning staff are undertaking the Spadina Avenue Built Form Study, which will identify ways to refine the planning framework in the area and set a clear vision for future development and the public realm that builds upon the character of Spadina Avenue. The vision will be defined in new planning documents, which may include Official Plan Amendments, Zoning By-law changes, design guidelines and heritage designations. The Preliminary Report for the study is available at: <http://www.toronto.ca/legdocs/mmis/2014/te/bgrd/backgroundfile-71665.pdf>

West Annex Phase I (Madison Avenue) Heritage Conservation District

In October 2004, City Council authorized a Heritage Conservation District (HCD) study of Madison Avenue, which is bounded by Bloor Street West to the south and Dupont Street to the north. The HCD study was carried out by the Annex Residents' Association and Madison Avenue property owners in consultation with heritage consultant, Catherine Nasmith Architect, to assist City Council's consideration of designating Madison Avenue as an HCD under Part V of the *Ontario Heritage Act*.

In May 2015, the 'Madison Avenue Heritage Conservation District Study & Plan' was completed. The study recognizes the importance of Madison Avenue within the West Annex and describes the street's character of fine-grain residential buildings generally built between 1885-1925 by prominent Toronto architects and builders of the time.

On September 30, 2015, City Council adopted the recommendations from a staff report from the Director, Urban Design, City Planning dated July 7, 2015, which was informed by the 'Madison Avenue Heritage Conservation District Study & Plan'. The report recommended the adoption of the above-noted study and plan, as well as the designation of the West Annex Phase 1 (Madison Avenue) HCD. The decision is currently under appeal at the Ontario Municipal Board. The staff report is available at: <http://www.toronto.ca/legdocs/mmis/2015/te/bgrd/backgroundfile-82426.pdf>

Reasons for the Application

The Official Plan Amendment application has been submitted to update the planning framework for the area to better facilitate and manage the ongoing evolution of the campus and surrounding area in a way that is consistent with the updated provincial and municipal policy context and ongoing City initiatives that have occurred since the existing University of Toronto Secondary Plan was adopted in 1997. The scope of the proposal and the level of intensification are greater than had been previously contemplated in the in-force Official Plan policies, so an amendment to the plan is required.

The Provincial Policy Statement has been updated twice, in 2005 and 2014, and the Growth Plan for the Greater Golden Horseshoe was released in 2006, strengthening provincial direction on key planning matters. Toronto's Official Plan was adopted in 2006 and is currently under review, with new policies being adopted that affect the review of the Secondary Plan. A new Secondary Plan must respond to this changed policy context.

In the 20 years since the Secondary Plan was prepared, 16 of the 29 sites identified as having development potential have been developed and other institutions, including the Royal Ontario Museum and Royal Conservatory of Music have undergone major revitalizations and expansions. The proposal includes areas of proposed additional intensification across the area.

The applicant indicates that the overall student body at the campus will experience a moderate increase and the composition of that student population, and the associated space needs, will change. The St. George Campus is planned to accommodate an increasing proportion of graduate students and an increased complement of international students, while also expanding its professional programs and research activities. This would require new investments in classrooms, offices, research facilities and student housing.

The proposed Secondary Plan would require an amendment to the existing Zoning By-law for the area in order to implement the updated policies. A comprehensive Zoning By-law Amendment application for the area has not been submitted, but is anticipated.

COMMENTS

Application Submission

The following reports/studies were submitted with the application:

- Draft Official Plan Amendment
- Urban Design Guidelines
- Cultural Heritage Resource Assessment
- Archaeological Assessment
- Transportation Study
- Servicing and Stormwater Management Report

A Notification of Incomplete Application issued on November 1, 2016 identifies the following outstanding material required for a complete application submission:

- Community Energy Plan, including an Energy Strategy
- Campus-wide Building Mass Model
- Campus-wide Shadow Study
- Public Consultation Strategy

Scope of Work

Review of the subject application will require a process that is closer in structure to that of a planning study rather than a standard development application review process. Given the scope and breadth of the application, which includes heritage matters, public realm changes, revised street configurations and functionality, built form parameters, sites for intensification and land use permissions, staff will endeavour to break the application down into more manageable component parts that can be more easily reviewed and understood within the context of the overall proposal.

As proposed by the applicant, and as agreed by staff, the foundational elements of the Secondary Plan will be conserving and protecting cultural heritage resources and enhancing and expanding the public realm. The application review will begin by considering these as fundamental to all other considerations and proposals, which will be layered onto these elements. Following the establishment of appropriate heritage conservation and public realm strategies, staff will proceed to consider areas for potential intensification and associated policies. While the application will be considered in parts, staff will have regard for the overall proposal and direction of the Plan throughout the process to consider how the various components of the Plan would work together.

A Final Report will be prepared and a statutory public meeting is targeted for the end of 2017, provided all required information is submitted in a timely manner and all issues raised during the review process have been satisfactorily resolved. A Status Report may also be prepared over the course of the application review process in 2017.

Community Engagement

A kick-off open house meeting will be held in the first quarter of 2017 to present and discuss the overall proposal with the public and identify anticipated timelines and outcomes. Subsequent community consultation meetings throughout 2017 will be more focused in nature. For example, a meeting will address heritage matters, one will cover the public realm proposals, another will address streets, movement and connections, one will address built form and so on. Four or five meetings will likely be required.

A Planning Advisory Committee will be established to maintain ongoing communication and provide advice and input to staff and the applicant. The Committee will be composed of 12 to 15 members and will include a broad representation of interests with the intent to bring varied perspectives to the review process. A particular emphasis will be placed on ensuring strong student representation on the Committee. Residents, representatives of the various institutions, businesses and organizations and other stakeholders in the area and from the broader citywide community will be involved. Three to five meetings with the Committee are anticipated.

Other methods of engagement will also be pursued, including providing feedback options on the City's application website (www.toronto.ca/planning/UofTSecondaryPlan), through Twitter, Instagram (@CityPlanTO) and other online platforms and through signage and posters around the campus. Smaller scale 'pop-up' events will be hosted on the campus, with staff available in student gathering and other areas to discuss the proposal more informally throughout the review process through City Planning's Planners in Public Spaces (PiPS) initiative. The proposed Secondary Plan area has a level of significance that extends in some respects beyond the immediate St. George Campus to include a broader citywide scale. Staff will endeavour to broaden the consultation to engage the community at large. For example, the proposal will be reviewed by the City's Planning Review Panel, which is a citywide resident advisory group whose volunteer members are intended to broadly reflect Toronto's diverse population that provides input into the planning process.

The feedback gained from the community will inform the application review process and outcomes, while guiding City staff throughout the review.

Issues to be Resolved

The application has been circulated to City divisions and public agencies for comment. Planning staff will review and discuss with the applicant the issues below that have been identified on a preliminary basis:

- Consistency with the Provincial Policy Statement and the Growth Plan for the Greater Golden Horseshoe.
- Consider the locations of the proposed Secondary Plan boundaries and whether they should be maintained, expanded, shrunk or altered in any way through the review process.
- How policies of the Secondary Plan apply to all properties located within the boundaries beyond the University-owned lands on the St. George Campus.
- Consistency between the proposed changes and the underlying land use designations and any appropriate changes to the land use designations.
- Protect and enhance the institutional character and uses of the area and prevent significant intrusion of other uses, such as private residential and commercial activity, into the area given the need to protect for the long-term availability of space for additional institutional activity across the area.
- Appropriateness of an increased role for the private sector in the campus while ensuring this role does not erode the institutional character and purpose of the campus.
- Incorporate housing policies into the plan to ensure appropriate housing options to meet the needs of the campus population.
- Ensure consideration of and consistency with the ongoing TOcore study and other studies in the surrounding area.
- Offer flexibility to respond to changing programmatic requirements for institutional space while also providing certainty about where and how change is accommodated and how 'balanced intensification' for the area can be achieved while maintaining the relative stability of other areas.
- Establish the appropriate balance between intensification and protection of the character-defining elements that make the area such a unique and special place.

Heritage

- Ensure there is appropriate identification and conservation of heritage resources in the area.
- Additional heritage resources and views may be identified through the review of the application.
- Ensure that any policies related to the conservation of heritage resources conform to and build on the heritage policies in the Official Plan and the direction of provincial regulations.

Built form

- Protect and enhance the unique built form character of the area and each of its sub-areas and articulate the preferred form-based requirements for new development.
- Establish built form parameters to ensure new development is sensitive, context-appropriate and minimizes potential negative impacts on surrounding properties, open spaces, the public realm and view corridors.
- Ensure that safety and universal accessibility are incorporated as key considerations in public realm and built form policies in addition to beautification.
- Establish the appropriate relationship of the Secondary Plan area to the surrounding area in terms of transition in scale and intensity between areas, connections to and through the Secondary Plan area and the mix of permitted uses. Consideration of the conditions at the edges of the Secondary Plan area is of particular importance.
- Consider the appropriateness of establishing laneway housing in the Huron-Sussex area.

Public Realm

- Allow better use, activation and greening of laneways in the area while maintaining their public function.
- Enhance the network of open spaces over time and protect them from potential negative impacts due to new development.
- Find the appropriate balance between protecting open spaces and permitting the reconfiguration, relocation and creation of spaces to establish a network of public and publicly-accessible open spaces.
- Ensure that policies will seek the overall enhancement and expansion of open spaces and the creation of a network of spaces that can be clearly identified in the plan.

Movement

- Prioritize pedestrian and cycling facilities and infrastructure and achieve a focus on active transportation modes and public transit riders.
- Appropriateness of changes proposed to streets to prioritize pedestrian and cycling activity and how those changes could be implemented.

- Consider redesigns of particular streets, including short-term, inexpensive solutions that can be implemented quickly to prioritize active transportation and more appropriately allocate public space in the streets.
- Develop appropriate policies to encourage the creation of mid-block pedestrian connections in new developments, including indoor connections through buildings to facilitate pedestrian movement across the area.

Environment

- Add policies related to sustainability, resiliency and biodiversity, including energy conservation, peak demand reduction, resilience to power disruptions and small, local, integrated energy solutions that incorporate renewables, district energy, combined heat and power or energy storage.
- Add policies to restore, sustain, and improve the health and integrity of the natural ecosystem, support biodiversity in the city and target ecological improvements, address environmental stresses caused by the consumption of natural resources, promote green infrastructure and preserve and enhance the urban forest and tree canopy.
- Address servicing and stormwater management issues that arise during the review process.
- Ensure that terminology and language used in the Secondary Plan is consistent with that of the Official Plan and emerging TOcore policies.

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

CONTACT

Paul Johnson, Planner
 Tel. No. 416-397-0259
 Fax No. 416-392-1330
 E-mail: Paul.M.Johnson@toronto.ca

SIGNATURE

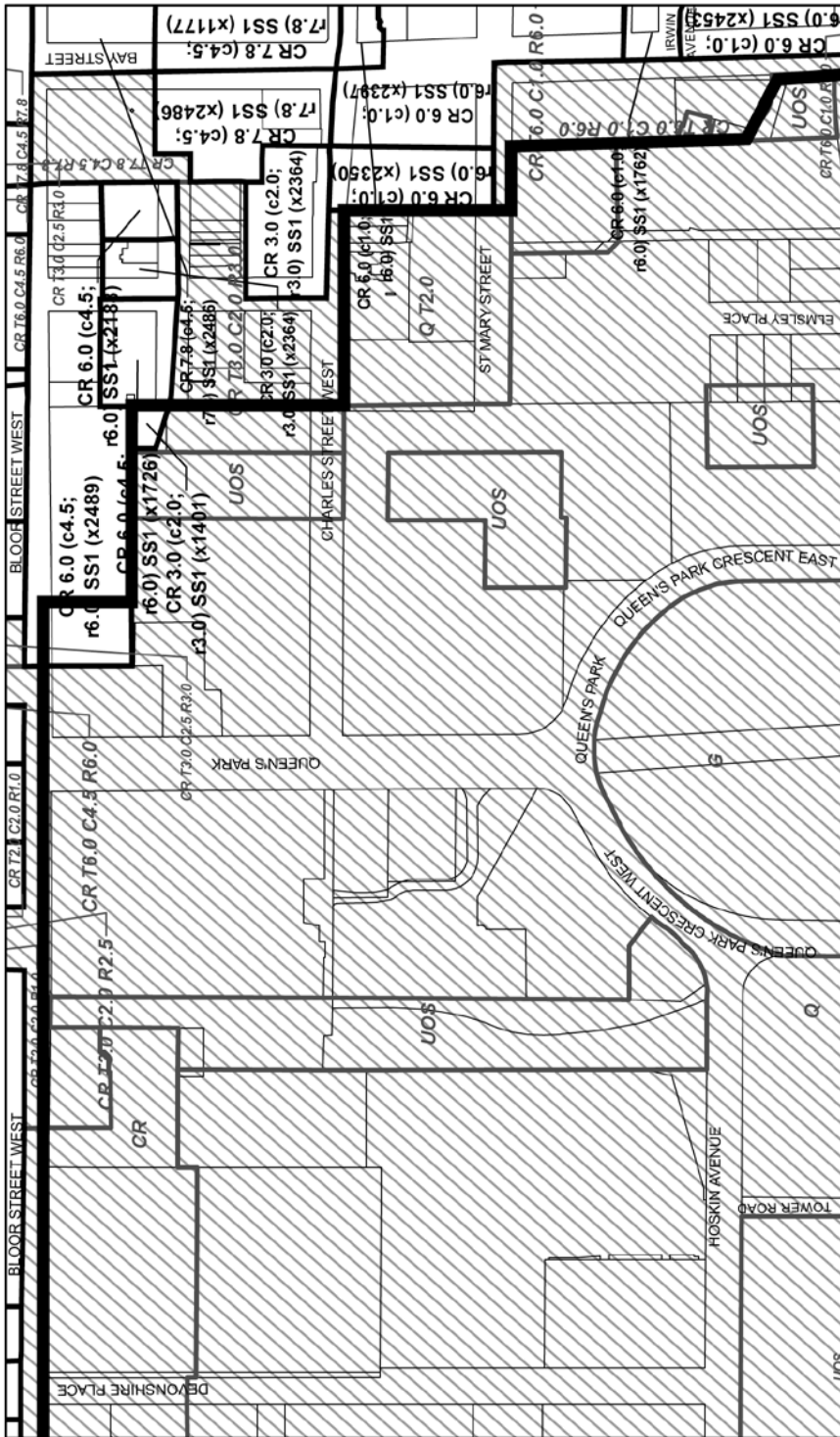
Gregg Lintern, MCIP, RPP
 Director, Community Planning
 Toronto and East York District

(P:\2016\Cluster B\pIn\TEYCC\30990944090.DOC) - ca

ATTACHMENTS

Attachments 1-4: Zoning
 Attachment 5: Official Plan
 Attachment 6: Proposed Character Areas

Attachment 2: Zoning

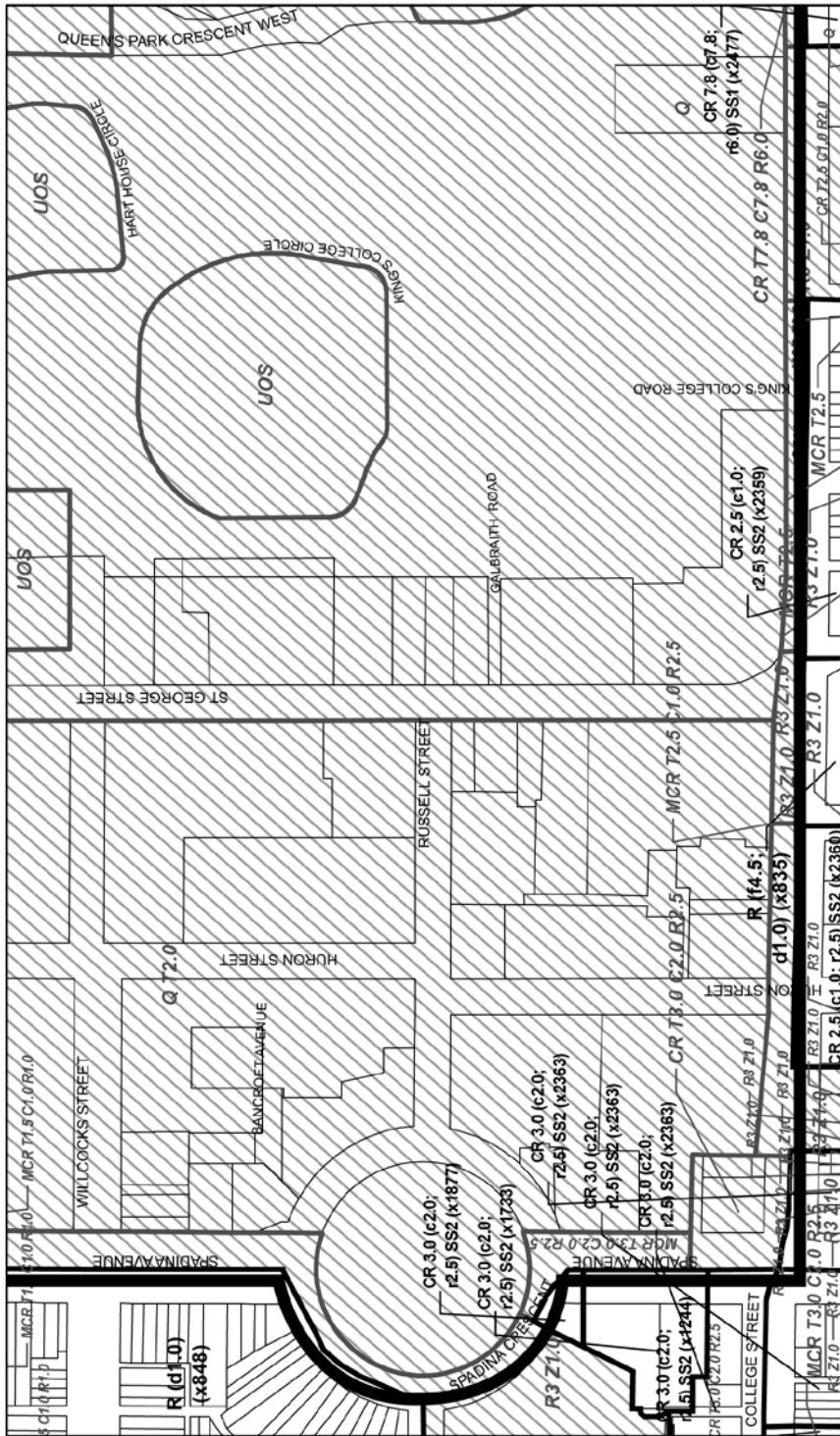


Toronto City Planning
Zoning By-Law No. 569-2013 (Map 2 of 4)
U of T St. George Campus
File # 16 221931 STE 20 0Z

- Location of Application
- See Former City of Toronto By-Law No. 438-86
- CR Commercial Residential
- Q Mixed-Use District
- G Parks District
- UOS Parks District
- Open Space

Not to Scale
 ↑
 Extracted: 11/24/2016

Attachment 3: Zoning

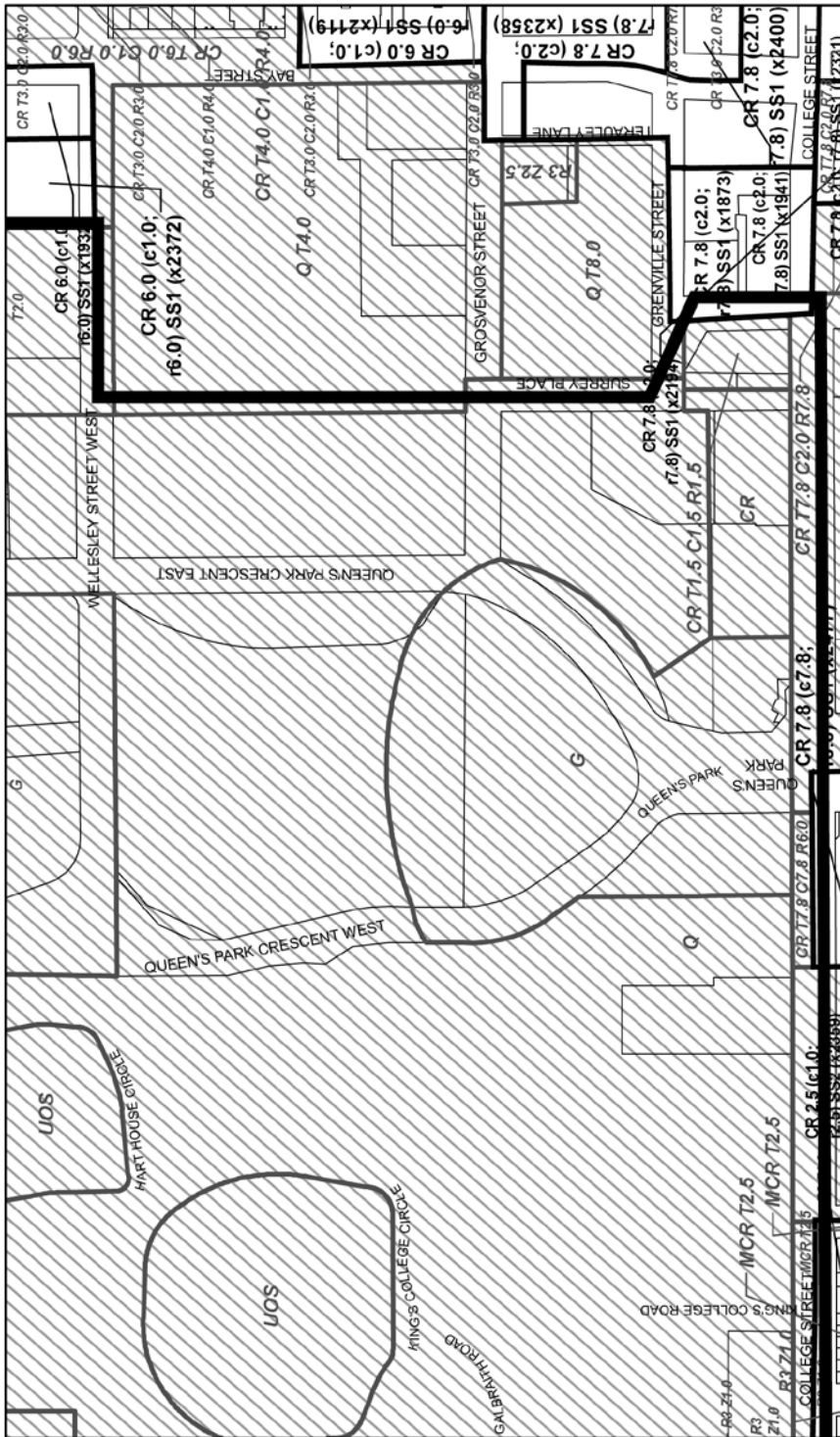


Toronto City Planning
Zoning By-Law No. 569-2013 (Map 3 of 4)
U of T St. George Campus
File # 16 221931 STE 20 0Z

- Location of Application
- See Former City of Toronto By-Law No. 438-86
- R** Residential
- CR** Commercial Residential
- MCR** Mixed-Use District
- Q** Mixed-Use District
- G** Parks District
- UOS** Parks District

↑
 Not to Scale
 Extracted: 11/24/2016

Attachment 4: Zoning



Toronto City Planning
U of T St. George Campus
 File # 16 221931 STE 20 0Z

Zoning By-Law No. 569-2013 (Map 4 of 4)

- Location of Application
- See Former City of Toronto By-Law No. 438-86
- Residential District
- CR Commercial Residential
- R3 Residential District
- CR Mixed-Use District
- MCR Mixed-Use District
- Q Mixed-Use District
- G Parks District
- UOS Parks District

Not to Scale
 Extracted: 11/24/2016

Attachment 5: Official Plan



U of T St. George Campus

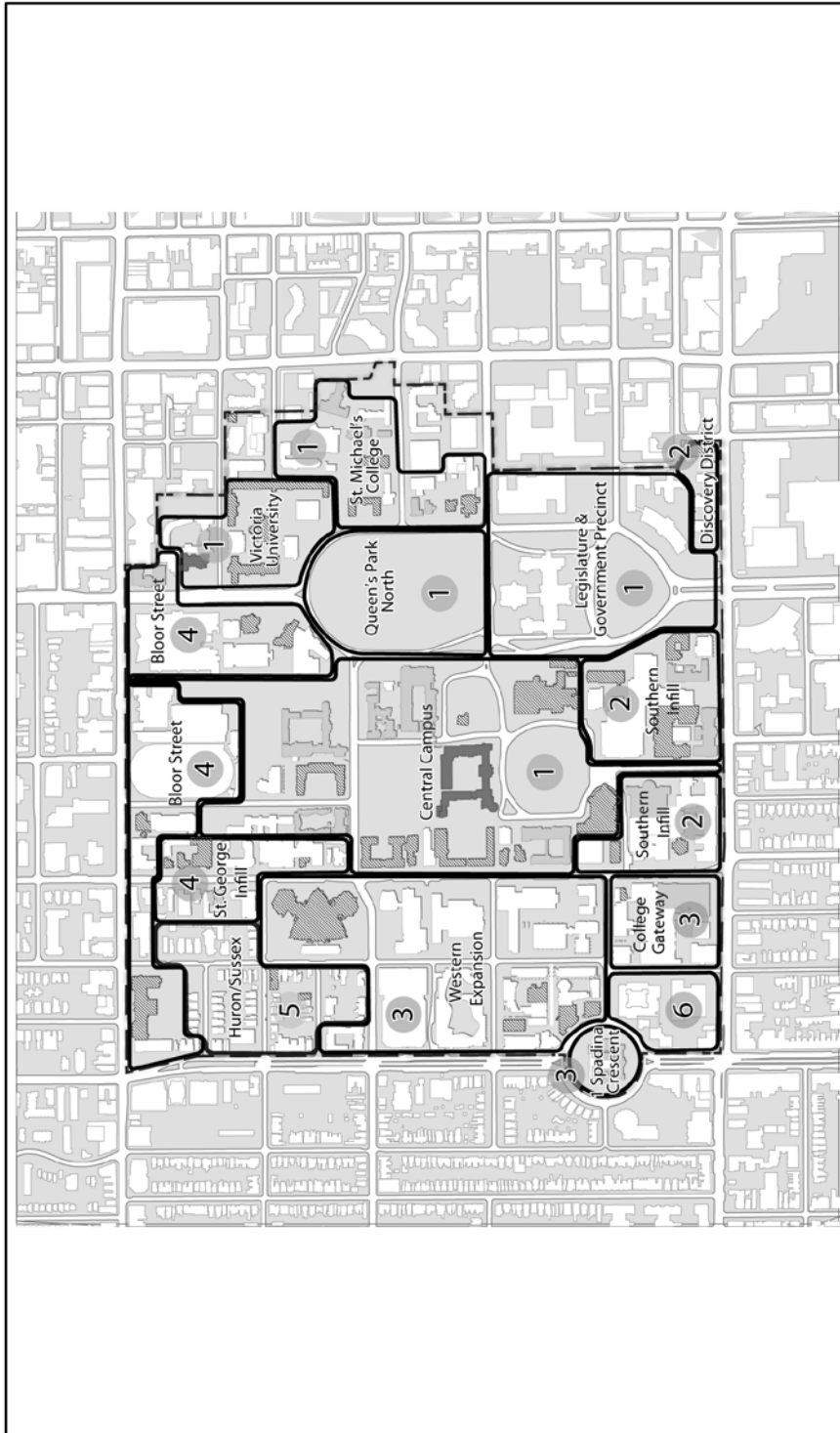
Toronto
Extract from Official Plan

File # 16 221931 STE 20 0Z



↑
Not to Scale
11/22/2016

Attachment 6: Proposed Character Areas



Toronto City Planning
Detailed Map
 U of T St. George Campus
 File # 16 221931 STE 20 0Z

- Location of Application
- Heritage - Listed
- Heritage - Designated
- National Historic Site
- 1 Historic Campus & Subareas
- 2 South Campus & Subareas
- 3 West Campus & Subareas
- 4 North Campus & Subareas
- 5 Huron Sussex
- 6 To Be Determined 'TBD'

↑
 Not to Scale
 Extracted: 11/23/2016