3300 – 3316 Ellesmere Rd - Zoning Amendment Application – Preliminary Report

<table>
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<th>Date:</th>
<th>December 7, 2017</th>
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<tr>
<td>To:</td>
<td>Scarborough Community Council</td>
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<tr>
<td>From:</td>
<td>Director, Community Planning, Scarborough District</td>
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<tr>
<td>Wards:</td>
<td>Ward 44 – Scarborough East</td>
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<tr>
<td>Reference Number:</td>
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**SUMMARY**

This Zoning By-law Amendment application proposes to develop a 8 to 10-storey students' residence building in the form of a Passive House, with retail and a range of amenity and administrative functions at grade and 750 beds on the upper floors to house students attending the University of Toronto Scarborough Campus (UTSC).

This report provides preliminary information on the above-noted application. This report also seeks Community Council's directions on further processing of the application, including the scheduling of a community meeting to discuss the details of this application.

A final report will be prepared for this application and a public meeting will be scheduled once all issues have been satisfactorily resolved and all required information are provided.
RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff be directed to schedule a community consultation meeting for the proposed zoning by-law application on 3300 – 3316 Ellesmere Road together with the Ward Councillor.

2. Notice for the community consultation meeting be given to landowners and residents within 120 metres of the site.

3. Notice for the public meeting under the Planning Act be given according to the regulations of the Planning Act.

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

DECISION HISTORY

Pre-Application Consultation
A number of pre-application consultation meetings were held with the applicant between 2016 and 2017 to discuss their proposal, complete application submission requirements, identify preliminary issues with the proposal and impacts of the Eglinton East LRT project and its potential impact of the location of the students' residence building.

UTSC Proposed Secondary Plan
In August, 2016, the University of Toronto submitted an Official Plan Amendment application to establish a new Secondary Plan for the UTSC lands. The majority of the UTSC lands, with the exclusion of the valley lands of the campus, are currently part of the Highland Creek Community Secondary Plan area. The effect of this Official Plan Amendment would remove the UTSC lands from that Secondary Plan, and create a new stand-alone Secondary Plan for the whole of UTSC lands only.

A Preliminary Report was prepared in September, 2017 and can be found on the following link:


A kick-off community consultation meeting for the proposed Secondary Plan is targeted for January 25, 2018.
Eglinton East Light Rail Transit (EELRT) Project

In July 2016 City Council adopted recommendations of Executive Committee in regard to Developing Toronto's Transit Network Plan to 2031. The recommendations include requesting the City Manager and the Chief Executive Officer, Toronto Transit Commission, in partnership with Metrolinx, and in consultation with the University of Toronto Scarborough (UTSC), to undertake further technical and planning analysis with respect to an Eglinton East LRT extension to UTSC. Refer to the Council Decision http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.EX16.1.

Staff are currently working to update the Eglinton East LRT project concept to address several technical and planning issues. These include:

- Integration with the Eglinton Crosstown LRT and connection to Kennedy Station;
- A possible future extension to Malvern;
- Optimization of traffic and corridor operations; and,
- Integration with the proposed UTSC Secondary Plan.

Staff have undertaken some initial consultation with stakeholders and the public on November 30 to December 2, 2017 and will be reporting to Council on emerging findings in early 2018. Staff foresee reporting final recommendations including an updated cost estimate, Initial Business Case, funding strategy and construction timetable in early 2019.

ISSUE BACKGROUND

Proposal

This application proposes an 8-10 storey students' residence building approximately 27,000 square metres with retail at grade. The proposed building consists of a 1-storey podium and a 10-storey tower on the north side of the building and an 8-storey tower on the south side facing Ellesmere Road.

The proposed building height of the north 10-storey tower is approximately 40 metres, including the mechanical penthouse and the south 8-storey tower is approximately 34 metres, including the mechanical penthouse.

The ground floor is comprised of approximately 1,100 square metres of retail space and a range of amenity and administrative functions including a common dining hall, campus security office, campus resource centre, students shared work space, storage room, reception area, garbage and loading space.

The students' residence component will begin on the second floor and is proposed to include approximately 750 beds in a mix of single and double occupancy bedrooms with semi-private washrooms. Two rental suites are also proposed for visiting students / faculty.
Vehicular access is proposed via a new service lane to the east of the proposed residence building which is proposed to support loading and garage functions, as well as pick-up and drop-off and short-term surface parking lots.

The students' residence building is proposed to be designed and built to a Passive House standard for energy efficiency and overall ecological sustainability that features an integrated design, architecture and construction process. Details relating to the building design will be identified when the site plan application is submitted. Solar panels are also proposed to be located on the roof tops of both the 8-storey and 10-storey structures.

Dedicated parking is not proposed or assigned solely for the proposed development. UTSC has a number of surface parking lots which is intended to accommodate its students and faculty members with its overall pool of campus parking supply. UTSC currently has 2,740 parking spaces to serve the entire campus. Approximately 80 parking spaces are required to accommodate the proposed students' residence building.

The location of the proposed students' residence building is sited such that it corresponds to the potential realignment of Military Trail and its respective plans for the Eglinton East LRT system.

For additional details on the proposal, please refer to Attachments 1 – 10.

**Site and Surrounding Area**

The subject site is located on the north side of Ellesmere Road, east of Military Trail, is generally rectangular in shape and has a total lot area of approximately 0.67 hectares (1.66 acres). The site has approximately 86 metres of frontage along Ellesmere Road. Ellesmere Road has an existing right-of-way width of 31.1 metres at this location. Land conveyance is not required along Ellesmere Road from the subject site. In order to satisfy the planned 36 metres right-of-way requirement under the Official Plan, a 4.9 metre widening dedication would be required along the Ellesmere Road frontage of the UTSC property at the southwest corner of Ellesmere Road and Military Trail.

The subject site forms part of an existing surface parking lot for UTSC’s students and faculty which is referred to as Parking Lot F. Only a portion of the easterly portion of Parking Lot F is proposed for the proposed development.

The surrounding uses are as follows:

North: An open space woodlot and beyond are an unpaved surface parking lot and open space area, all owned by UTSC.

South: Ellesmere Road and beyond are a triangular open space lot and single-detached dwellings.

East: An existing private service road and beyond are open space lot and single-detached dwellings.
West: Surface parking lot and beyond are Military Trail and four-storey and five-storey UTSC institutional buildings.

**Provincial Policy Statement and Provincial Plans**

The Provincial Policy Statement (2014) provides policy direction Province wide on land use planning and development to promote strong communities, a strong economy, and a clean and healthy environment. It includes policies on key issues that affect communities, such as:

- The efficient and wise use and management of land and infrastructure over the long term in order to minimize impacts on air, water and other resources;
- Protection of the natural and built environment;
- Building strong, sustainable and resilient communities that enhance health and social well-being by ensuring opportunities exist locally for employment;
- Residential development promoting a mix of housing; recreation, parks and open space; and transportation choices that increase the use of active transportation and transit; and
- Encouraging a sense of place in communities, by promoting well-designed built form and by conserving features that help define local character.

The City of Toronto uses the PPS to guide its Official Plan and to inform decisions on other planning and development matters. The PPS is issued under Section 3 of the Planning Act and all decisions of Council affecting land use planning matters "shall be consistent with" the Provincial Policy Statement.

The Growth Plan for the Greater Golden Horseshoe (2017) provides a strategic framework for managing growth in the Greater Golden Horseshoe region including:

- Setting minimum density targets within settlement areas and related policies directing municipalities to make more efficient use of land, resources and infrastructure to reduce sprawl, cultivate a culture of conservation and promote compact built form and better-designed communities with high quality built form and an attractive and vibrant public realm established through site design and urban design standards;
- Directing municipalities to engage in an integrated approach to infrastructure planning and investment optimization as part of the land use planning process;
- Building complete communities with a diverse range of housing options, public service facilities, recreation and green space that better connect transit to where people live and work;
- Retaining viable employment lands and encouraging municipalities to develop employment strategies to attract and retain jobs;
- Minimizing the negative impacts of climate change by undertaking stormwater management planning that assesses the impacts of extreme weather events and incorporates green infrastructure; and
- Recognizing the importance of watershed planning for the protection of the quality and quantity of water and hydrologic features and areas.
Like other provincial plans, the Growth Plan for the Greater Golden Horseshoe (2017) builds upon the policy foundation provided by the Provincial Policy Statement (2014) and provides more specific land use planning policies to address issues facing the Greater Golden Horseshoe region. The policies of the Growth Plan take precedence over the policies of the PPS to the extent of any conflict, except where the relevant legislation provides otherwise. All decisions by Council affecting land use planning matters are required by the Planning Act, to conform, or not conflict, as the case may be, with the Growth Plan.

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 site is designated *Institutional Areas* on the Land Use Plan Map 23 of the Official Plan. These 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. Universities, colleges and hospitals will be encouraged to create campus plans in consultation with nearby communities that will:

- identify heritage buildings and landscapes, accessible open spaces, natural areas and important views to be conserved and integrated;
- be compatible with adjacent communities;
- create visual and physical connections that integrate campuses with adjacent districts of the City;
- identify the network of pedestrian routes to be maintained, extended and improved;
- examine existing transportation modes and create policies and programs that emphasize the use of public transit, walking and cycling over automobile travel;
- minimize traffic infiltration on adjacent neighbourhood streets;
- provide bicycle parking for employees, students and visitors and sufficient off-street automobile parking;
- identify development sites to accommodate planned growth and set out building envelopes for each site;
- identify lands surplus to foreseeable campus needs that can be leased for other purposes;
- 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; and
- identify opportunities for green infrastructure including tree planting, stormwater management systems and green roofs.

The Built Environment Section 3.1 of the Official Plan requires that both the public and private sectors commit to high quality architecture, landscape architecture, urban design,
environmentally sustainable design and efficiency and work together to prepare for the impacts of climate change.

Built Form Policy Section 3.12 of the Official Plan requires that new development be massed and its exterior façade be designed to fit harmoniously into its existing and/or planned context, and will limit its impact on neighbouring streets, parks, open spaces and properties by:

- massing new buildings to frame adjacent streets and open spaces in a way that respects the existing and/or planned street proportion;
- incorporating exterior design elements, their form, scale, proportion, pattern and materials, and their sustainable design, to influence the character, scale and appearance of the development;
- creating appropriate transitions in scale to neighbouring existing and/or planned buildings for the purpose of achieving the objectives of this Plan;
- providing for adequate light and privacy;
- adequately limiting any resulting shadowing of, and uncomfortable wind conditions on, neighbouring streets, properties and open spaces, having regard for the varied nature of such areas; and
- minimizing any additional shadowing and uncomfortable wind conditions on neighbouring parks as necessary to preserve their utility.

The Natural Environment policies from Section 3.4 of the Official Plan provide that in order to support strong communities, a competitive economy and a high quality of life, public and private city-building activities and changes to the built environment will be environmentally friendly by addressing environmental stress caused by consumption of natural resources by, amongst other things, reducing energy consumption and greenhouse gas emissions.

Section 4.8 (5) of the Official Plan encourages universities to create campus plans in consultation with nearby communities that will:

- identify heritage buildings and landscapes, accessible open spaces, natural areas and important views to be conserved and integrated;
- be compatible with adjacent communities;
- create visual and physical connections that integrate campuses with adjacent districts of the City;
- identify the network of pedestrian routes to be maintained, extended and improved;
- examine existing transportation modes and create policies and programs that emphasize the use of public transit, walking and cycling over automobile travel;
- minimize traffic infiltration on adjacent neighbourhood streets;
- provide bicycle parking for employees, students and visitors and sufficient off-street automobile parking;
• identify development sites to accommodate planned growth and set out building envelopes for each site; and
• identify lands surplus to foreseeable campus needs that can be leased for other purposes.

The students' residence building is proposed to be designed and built to a Passive House standard for energy efficiency and overall ecological sustainability that features an integrated design, architecture and construction process. In the absence of a final Secondary Plan and implementing urban design guidelines and zoning provisions, this application will need to be evaluated against these policies to ensure that an appropriate and well-designed building that is being proposed to be located on a corner of the main intersection of the UTSC campus, which is considered a gateway site to the north campus. Furthermore, this is the first mid-rise students' residence development proposed on the UTSC campus and will have a significant influence and set the benchmark for future students' residential buildings on campus.

**Highland Creek Secondary Plan**

The site is also part of the Highland Creek Community Secondary Plan and is identified as being part of Area “A” on Map 2-1 Urban Structure Plan of the Secondary Plan. Area “A” policies are contained in Section 1.5 of the Secondary Plan and specify that lands within this area are within the potential influence of the former landfill site. As such, the construction of any buildings, structures, services and hard surface paving will only be permitted pending completion of engineering studies examining gas, leachate, and hydrogeology among other environmental issues.

These engineering studies have been submitted as part of this application and will be reviewed to ensure that development can safely take place and appropriate mitigation measures are undertaken.

**Zoning**

The majority of the site is zoned *Institutional* (I) and approximately 10 metres of the easterly portion of the site is zoned *Single Family Residential* (S) in the Highland Creek Zoning By-law, as amended and is exempt from City-wide Zoning By-law 569-2013. The Institutional zone permits institutional uses and day nurseries. Under the Highland Creek Zoning By-law, Institutional Uses are defined as *Public and Semi-Public Uses generally consisting of large tracts of land with low building coverage and shall include only the following: cemeteries, fire halls, homes for the aged, hospital, libraries, municipal park, nursing and convalescent homes, and private and public educational institutions* (see Attachment 9).

The site is subject to a Holding Provision (H) which can be removed in whole or in part, when Council is satisfied that impacts related to municipal servicing, transportation, subsurface environmental quality, and stormwater management have been adequately addressed through studies, including appropriate mitigation measures.
The site is also subject to Exception Nos. 26 and 29 Part C. Exception No. 26 adds parking as a permitted use, and exempts the lands from the requirement that parking spaces shall be located on the same parcel as the use they serve. It specifies an overall parking rate of 1.75 spaces per 100 square metres of gross floor area for all uses except student residences, for which a minimum of 0.2 spaces per 100 square metres of gross floor area is required. Exception No. 29 Part C permits surface parking lots and recreational uses which is only limited to outdoor playing fields with a permeable surface prior to the removal of the Holding Provision (H).

**Site Plan Control**

The site is subject to site plan control. A site plan control application has not been filed. The applicant has indicated they are in the process of designing a building concept for the proposal and a site plan control application will be submitted in the near future.

**Avenues and Mid-Rise Building Guidelines**

Toronto City Council, in July 2010, adopted the recommendations contained in the staff report prepared by City Planning entitled "Avenues and Mid-Rise Buildings Study", with modifications and directed staff to use the Performance Standards for Mid-Rise Buildings in reviewing all new and current mid-rise development proposals on the Avenues for a two year monitoring period and in November 2013 Council extended the monitoring period to the end of 2014. The Avenues and Mid-rise Buildings Study identifies a list of best practices and establishes a set of performance standards for new mid-rise buildings. Key issues addressed by the Study include maximum allowable building heights, setbacks and stepbacks, sunlight and skyview, pedestrian realm conditions, transition to **Neighbourhoods** and **Parks and Open Space Areas** and corner sites. The Study can be found at:


In June 2016, City Council approved the Mid-Rise Building Performance Standards Addendum (April 20, 2016). The Addendum is to be used by City Staff together with the 2010 approved Mid-Rise Building Performance Standards during the evaluation of development applications where mid-rise buildings are proposed and the Performance Standards are applicable. The Performance Standards and Addendum may also be used to help inform the preparation or review of area studies and policies involving mid-rise buildings. The Addendum clarifies that these Performance Standards may be a useful planning tool where a Secondary Plan supports mid-rise buildings, but does not regulate built form or does not fully address mid-rise building design, or when a Secondary Plan is under review. The Addendum is approved as an interim supplement to the 2010 Performance Standards until such time as Council considers and adopts updated Mid-Rise Building Design Guidelines.

Refer to the Council Decision

The proposal will be evaluated against the Mid-Rise Building Performance Standards to determine how it complies with certain design standards, such as building height, setbacks, stepbacks, sunlight, skyview, pedestrian realm conditions, transition to Neighbourhoods and Parks and Open Space Areas and corner sites.

**Complete Streets Guidelines**
The City's Complete Street Guidelines, available at [www.toronto.ca/completestreets](http://www.toronto.ca/completestreets) provide a new approach for how the City designs streets. The guidelines build on the City's existing policies, guidelines and recently successful street design and construction projects. They focus on designing streets for people, for place making and for prosperity. These guidelines focus on improving safety and accessibility for all street users and are intended to assist in implementing the vision for Toronto's streets set out in the City's Official Plan.

**Tree Preservation**
The Natural Heritage Impact Study which includes an Arborist Report and Tree Preservation Plan plans submitted in support of this application identifies the need to remove 21 trees to accommodate the proposed development, as well as the protection and retention of 118 trees most of which are located on the abutting open space woodlot to the north. No trees are proposed to be removed from the adjacent woodlot.

**Reasons for the Application**
An amendment to the Highland Creek Zoning By-law, as amended, is required to facilitate the proposed development, by lifting the holding provision (H) from the site, extending the Institutional (I) zone by approximately 10 metres to the east from the Single Family Residential (S) zone to accommodate the proposed development's service laneway and to establish appropriate development standards, including, but not limited to height and maximum gross floor area.

**COMMENTS**

**Application Submission**
The following reports/studies and plans were submitted with the application:

- Planning Rationale
- Draft Zoning By-law Amendment
- Public Consultation Strategy
- Topographic Survey
- Environmental Site Assessment Phase I & II
- Natural Heritage Impact Study
- Transportation Impact Study
- Functional Servicing Report
- Stormwater Management Report
- Preliminary Geotechnical Assessment
- Soil Gas Assessment
- Energy Strategy
- Toronto Green Standards (TGS) Checklist
- Architectural Plans
- Landscape Plans
- 3D Massing Model
- Topographic Survey
- Tree Preservation Plan

A Notification of Complete application was issued on November 8, 2017, which indicated that the application was deemed complete as of September 26, 2017.

**Issues to be Resolved**

The following are preliminary issues that have been identified through the review of this application. The issues identified below are among the issues that will be considered through the review of this application:

- Conformity to the Provincial Policy Statement and the Growth Plan for the Greater Golden Horseshoe;

- Conformity to Official Plan policies, particularly those relating to *Institutional Areas*, built environment, built form, public realm, natural environment and open spaces;

- Evaluation of the location and siting of the proposed building so that it will not impact the potential realignment of Military Trail and appropriate setbacks to provide for a comfortable and attractive streetscape;

- How does the student residence integrate with the overall secondary plan and its surrounding context;

- Appropriateness of the proposed development including built form, height, density, massing and transition to the adjacent *Neighbourhoods* and compatibility within the existing and planned context;

- Meeting the objectives of the Avenue and Midrise Design Guidelines;

- Adequacy of proposed vehicular parking supply for the entire campus;

- Appropriateness of how the proposed development provides a gateway function to the University;
- Adequacy of the amount of and location of proposed indoor and outdoor amenity space, as well as landscaped open space;

- Appropriateness of retail uses at grade;

- Evaluation of pedestrian and cycling linkages to the existing and future campus and existing and future transit stops;

- Assessment of shadow impacts to the adjacent Neighbourhoods and to the adjacent woodlot and assessment of wind conditions at pedestrian level;

- Suitability of the proposed public realm and the relation of the building at grade;

- Evaluation of the proposed vehicular access and as it relates to the proposed service lane and whether the proposed loading space and garbage room are located in appropriate locations;

- Adequacy of the supply and location of proposed bicycle parking spaces;

- Assessment of tree removal and preservation measures;

- Evaluation of engineering studies to ensure that development can safely take place and appropriate mitigation measures are undertaken as the site is located on a former landfill site;

- Evaluation of applicable studies in order to lift the Holding "H" provision;

- Capacity of existing servicing to accommodate the proposed development; and

- Compliance of TGS Tier 1 performance measures.

Additional issues may be identified through the review of the application, agency comments and the community consultation process.
CONTACT
Jessica Kwan, Planner
Tel. No. 416-396-7018
Fax No. 416-396-4265
E-mail: Jessica.Kwan@toronto.ca

SIGNATURE

________________________________________
Paul Zuliani, Director
Community Planning, Scarborough District

ATTACHMENTS
Attachment 1: Site Plan – Existing Military Trail
Attachment 2: Site Plan – Realigned Military Trail
Attachment 3: East & West Elevations
Attachment 4: North Elevations
Attachment 5: South Elevations
Attachment 6: North-South & East-West Sections
Attachment 7: 3D Massing Model
Attachment 8: Typical Upper Floor Plan
Attachment 9: Zoning
Attachment 10: Application Data Sheet
Attachment 2: Site Plan – Realigned Military Trail
Attachment 3: East & West Elevations

East Elevation - UTSC Student Residence

West Elevation - UTSC Student Residence

Elevations
Applicant's Submitted Drawing
Not to Scale
12/06/17

3300-3316 Ellesmere Road

File # 17 239225 ESC 44 OZ
Attachment 5: South Elevations

South Elevations
3300-3316 Ellesmere Road

UTSC Student Residence

UTSC Student Residence - North Tower

 Applicant’s Submitted Drawing

Note: Scale

1/200/17

File #: 17239225 ESC 44 OZ
Attachment 7: 3D Massing Model
Attachment 10: Application Data Sheet

APPLICATION DATA SHEET

Application Type: Rezoning  
Application Number: 17239225 ESC 44 OZ
Details: Rezoning, Standard  
Application Date: September 26, 2017

Municipal Address: 3300-3316 Ellesmerer Rd
Location Description: PLAN 1220 PT BLKA RP 65R20735 PT PARTS 1 AND 2 **GRID E4403
Project Description: Student residence University of Toronto

Applicant: CASSELS BROCK & BLACKWELL LLP  
Agent:  
Architect:  
Owner: SIMCOE HALL

PLANNING CONTROLS

Official Plan Designation: Institutional Areas  
Site Specific Provision:  
Zoning: Bylaw 10827  
Historical Status:  
Height Limit (m): Site Plan Control Area:

PROJECT INFORMATION

Site Area (sq. m): 11091  
Height: Storeys: 10
Frontage (m): 6886  
Metres: 40
Depth (m): 68

Total Ground Floor Area (sq. m): 4573  
Total Residential GFA (sq. m): 24759  
Parking Spaces: 77
Total Non-Residential GFA (sq. m): 1104  
Loading Docks: 0
Total GFA (sq. m): 25863
Lot Coverage Ratio (%): 14.77%
Floor Space Index: 2.33

DWELLING UNITS

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CONTACT:  
PLANNER NAME: Jessica Kwan, Planner (waterfront)  
TELEPHONE: 416-396-7018