

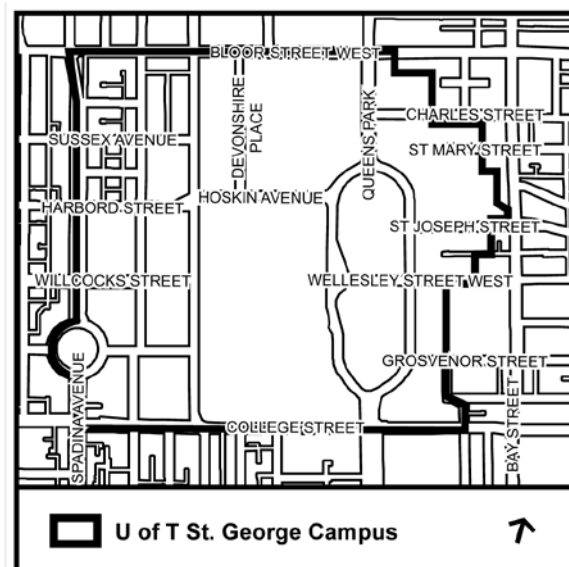
University of Toronto St. George Campus – Official Plan Amendment Application – Status Report

Date:	June 21, 2018
To:	Toronto and East York Community Council
From:	Acting 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 report provides an update on the evaluation process and emerging directions of the application to establish a new Secondary Plan for the University of Toronto St. George Campus area. It provides information on consultation to date that has been undertaken with the University, landowners in the area, residents, students and other stakeholders, and provides an overview of community feedback. This report also includes a description of the revised submission from the University of Toronto, outlines City Planning staff's concerns with the proposal based on the priorities for the area established through the review of the application, and recommends a path forward together with the University and relevant stakeholders in the area.

The intent of this process is to implement the findings through an updated Secondary Plan and related Urban Design Guidelines for the area. The purpose of the Secondary Plan is to provide an updated policy framework that will manage change and guide new development in the area. The policies of the Secondary Plan will 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.



A Final Report, Secondary Plan and Urban Design Guidelines will be prepared, and a statutory public meeting is targeted for the first quarter of 2019.

RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council endorse the following principles for the Secondary Plan area, which will guide the development of the Secondary Plan and Urban Design Guidelines, as outlined in the report (June 21, 2017), from the Acting Director, Community Planning, Toronto and East York District:
 - a. Protect the Secondary Plan area for predominantly institutional land uses along with ancillary uses that support the functioning of the area as an institutional district.
 - b. Prioritize the movement of pedestrians and cyclists.
 - c. Conserve built heritage resources and cultural heritage landscapes.
 - d. Enhance and expand the existing open space and public realm network.
 - e. Affirm that the institutional uses, collection of heritage resources and public realm network are character-defining elements of the area.
 - f. Ensure that the Secondary Plan area will continue to grow and evolve in a way that positively contributes to the character-defining elements of the area;
2. City Council direct the Senior Manager, Heritage Preservation Services, to report to the Toronto Preservation Board and Toronto and East York Community Council on the possibility for inclusion on the City's Heritage Register of the potential heritage resources identified in the study area as illustrated in Attachment 7 to the report (June 21, 2018) from the Acting Director, Community Planning, Toronto and East York District; and
3. City Council direct that Heritage Impact Assessments will be required for development applications that affect existing and potential heritage properties identified on the map in Attachment 7 to the report (June 21, 2018) from the Acting Director, Community Planning, Toronto and East York District.

Financial Impact

The recommendations in this report have no financial impact.

DECISION HISTORY

On January 17, 2017, Toronto and East York Community Council adopted a Preliminary Report on the Official Plan Amendment application for the area. The report provided

background information on the proposal, and recommended that a community consultation meeting be held and that notice be given according to the regulations of the *Planning Act*. The Preliminary Report is available at: <https://www.toronto.ca/legdocs/mmis/2017/te/bgrd/backgroundfile-99405.pdf>.

ISSUE BACKGROUND

Proposal

In March 2018, The University of Toronto submitted a revised Official Plan Amendment application in response to staff and community feedback provided throughout the application review process. The proposal 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 updated Secondary Plan match those of the 1997 Secondary Plan. Within this area, the University of Toronto St. George Campus is the largest entity, and the University chose to submit the subject amendment to the area's Secondary Plan. Other institutions and privately owned properties are also included in the Secondary Plan area, and the proposed Secondary Plan includes policies that would apply to all properties in the area.

The purpose of the proposal is to provide an updated policy framework that would manage change and guide new development in the area. The revised Secondary Plan contains updated policies for the public realm, heritage and Character Areas, land uses and built form, as well as new policies for mobility, sustainability and resilience. The revised Urban Design Guidelines provide additional detail of design intent and guidance for implementation of the policy measures proposed.

The University has made significant revisions to the original proposal in response to feedback from staff. Revisions have been proposed to:

- Refine the proposed policies and guidelines to increase certainty with respect to areas of potential growth and future built form on campus;
- Provide additional policies and guidance for important historic properties and open spaces;
- Provide greater clarity around the amount, location and character of expanded and improved open spaces and mid-block connections; and
- Provide additional specificity to guide the evolution of the area into a predominantly mid-scale campus, along with additional guidance to locate and design taller building elements.

The revised proposal is organized around seven main objectives for the lands:

- Protect the Secondary Plan Area as a city-wide and regionally important institutional district that serves the broad needs of a globally renowned university, the Legislative Assembly of Ontario and other significant institutions and government buildings.
- Support the Secondary Plan Area as an important place for teaching, research and employment within Toronto and specifically the Downtown.
- Provide flexibility for the University of Toronto and other institutions in the Area to grow and adapt to changing economic, technological and programmatic needs, respond to funding opportunities, and establish relationships with the private sector for joint research, innovation and services.
- Conserve and celebrate heritage resources and the unique landscape qualities of the Area.
- Manage change through balanced intensification that directs growth towards areas most appropriate for change with a built form that is compatible with the surrounding context, adjacent neighbourhoods and heritage assets, while also contributing to a vibrant, safe and comfortable public realm.
- Prioritize the safety, comfort and experience of pedestrians and cyclists.
- Demonstrate leadership in sustainable and resilient design.

Key elements of the proposed Secondary Plan include:

Structure Plan

A Structure Plan, shown on Attachment 9, has been added to the proposed Secondary Plan, which conceptually illustrates how the vision and objectives for the future of the Secondary Plan area will be achieved over time. The composite elements of the Structure Plan form the physical framework for the Secondary Plan area, such as the existing street and block pattern interspersed with a range of open spaces and connections, which have evolved over time with new approaches to growth and development. The Structure Plan is intended to identify enhancements to the existing street and public realm network to make the Secondary Plan area more welcoming and accessible to pedestrians and cyclists, as well as to provide additional amenity. The elements identified on Attachment 9 describe the foundational system of Character Areas, open spaces, streets and connections that will inform the growth and evolution of the St. George Campus Secondary Plan area.

Character Areas

The application maintains the proposal 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. Proposed policies and design guidelines seek to

ensure that new development and public realm initiatives across the campus respect and reinforce the attributes of each Character Area. The proposed Character Areas remain generally consistent with the original proposal, but the boundaries of the North Campus Character Area have been expanded to the south to include additional lands formerly included within the Historic Campus Character Area and a new Bay Street Corridor has been carved out of part of the Historic Campus Character Area along the eastern boundary of the area.

The proposed Character Areas and Sub-Areas are shown on Attachment 8 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.
- 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.
- 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.
- South Campus Character Area: 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.
- West Campus Character Area: 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.

- Bay Street Corridor Character Area: reflects the character of the surrounding city fabric rather than a character unique to the University of Toronto and acts as a transition between the Historic Campus and the growing urban intensity along Bay Street.

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*. Additional properties are proposed to be added to the City of Toronto Heritage Register through the update to the Secondary Plan. Identification and conservation of significant heritage resources forms a foundational element of the proposal.

Views and Vistas

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. Revised Front Campus Panorama view policies are proposed for the area in and around King's College Circle that seek to maintain the large landscaped open space and picturesque arrangement of generally low-scale buildings that create a contrast to the taller and denser city beyond, which provides a visual respite and helps to connect the St. George Campus to its urban context. Additional policies to protect and enhance the identified views through new development and landscape initiatives are proposed.

Public Realm Network

The proposal identifies various types of publicly-accessible spaces, such as parks, open spaces, courtyards, streets and laneways, that come together to form the public realm of the Secondary Plan area, help define the unique character of the campus and act as a structuring element of the proposal. This component of the proposal has been significantly revised in terms of policies and guidelines, and in its graphical representation. The proposed map that is intended to represent the area's public realm network and guide changes to the network over time is illustrated on Attachment 10. The proposal seeks to maintain those spaces that are shown on Attachment 10, which have been generally maintained from the initial proposal in terms of direction, but with several new University Major Open Spaces added. The revised proposal places greater emphasis on the connections between existing open spaces of varying scales and seeks to provide direction to enhance the network across the area over time.

Enhancements, expansions and improved connectivity in the public realm will generally support a greener, more pedestrian friendly and resilient campus; create more and better spaces for informal learning, socializing, gathering, recreation and athletics; and improve

connectivity and accessibility. To complement new proposed development, a minimum amount of open space will be maintained on each Block on campus. With the significant amount of new development proposed to be concentrated in the West Campus Character Area, two new University Major Open Spaces are proposed in this area in tandem with possible redevelopment of those Blocks.

Mobility

Pedestrian and cycling movement is proposed to be prioritized in the Secondary Plan area. Potential changes to the network of streets proposed in the Secondary Plan are intended to better reflect the predominant forms and 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. The revised policies and guidelines seek to improve the area's streets and laneways, including applying a Complete Streets approach to the design of proposed Shared Streets and Major Streetscapes within campus. This will encourage mobility through all modes of active transportation, including pedestrian movement for people of all ages and abilities. Attachments 9 and 10 illustrate some of the changes proposed to the streets, laneways and mid-block connections in the area.

Built Form

New development will continue to occur in the proposed Secondary Plan area over time through renovation, infill and redevelopment, and policies and guidelines 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 are considered 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 policies of the revised proposal retain the overall degree of flexibility originally proposed, but the associated policies related to heritage conservation and the public realm have been refined to provide additional direction that would impact development potential.

The West Campus, South Campus, North Campus, St. George Infill, Discovery District, and Bay Street Corridor Character Areas, as well as the western and southern edges of the Huron Sussex Character Area are generally proposed to accommodate development of a mid-scale institutional form, generally up to 12 institutional storeys, along with taller building elements in certain locations. This is further developed through proposed Urban Design Guidelines, which seek to establish Block-wide envelopes that would apply to all lands owned by the University. The "block envelopes" would establish a maximum height and minimum setbacks across blocks, within which a range of possible development scenarios could occur. This overarching scale of development proposed would be shaped and sculpted by proposed development criteria, public realm considerations and Character Area attributes.

Land Use Designations

Two main changes related to existing land use designations are proposed:

- The lands at 36-56 Harbord Street (lands on the north side of Harbord Street, west of Huron Street) are proposed to be redesignated from *Neighbourhoods* to *Institutional Areas*; and
- An increase in the range of land uses permitted in the *Neighbourhoods* designation to include laneway housing and small-scale non-residential uses that support the University.

The revised proposal is further discussed later in this report.

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 79 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 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 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.

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 Bloor Street West, Harbord Street, Hoskin Avenue, Queen's Park Crescent and Wellesley Street West through the area.

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's 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 Local Planning Appeal Tribunal.

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's 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's 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's Heritage Register or designated under the *Ontario Heritage Act*, including the Harbord Village Heritage Conservation District.

PLANNING POLICY CONTEXT

Provincial Land-Use Policies: Provincial Policy Statement and Provincial Plans

The *Planning Act* sets the legislative framework and provides policy directions for land use planning in Ontario. The *Act* promotes sustainable economic development in a healthy natural environment; provides a land use planning system led by provincial policy; provides direction for the integration of matters of provincial interest into provincial and municipal planning decisions; provides for open, accessible, timely and efficient planning processes; encourages cooperation among interests, and recognizes the decision-making authority and accountability of municipal councils in planning.

Section 2 of the *Planning Act* sets out matters of provincial interest, which City Council shall have regard to in carrying out its responsibilities, including:

- the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest;
- the supply, efficient use and conservation of energy and waters;
- the adequate provision and efficient use of communication, transportation, sewage and water services and waste management systems;
 - the orderly development of safe and healthy communities;
- the accessibility for persons with disabilities to all facilities, services and matters to which this *Act* applies;
- the adequate provision and distribution of educational, health, social, cultural and recreational facilities;

- the adequate provision of a full range of housing, including affordable housing;
- the adequate provision of employment opportunities;
- the protection of public health and safety;
- the appropriate location of growth and development;
- the promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians;
- the promotion of built form that is well designed, encourages a sense of place, and provides for public spaces that are of high quality, safe, accessible, attractive and vibrant; and
- the mitigation of greenhouse gas emissions and adaptation to a changing climate.

These matters are further detailed and articulated in the Provincial Policy Statement and Growth Plan for the Greater Golden Horseshoe.

Provincial Policy Statements and geographically specific Provincial Plans, along with municipal Official Plans, provide a policy framework for planning and development in the province. This framework is implemented through a range of land use controls such as zoning by-laws, plans of subdivision and site plans.

The Provincial Policy Statement (2014) (the "PPS") 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 provincial policy-led planning system recognizes and addresses the complex inter-relationships among environmental, economic and social factors in land use planning. The PPS supports a comprehensive, integrated and long-term approach to planning, and recognizes linkages among policy areas.

The PPS is issued under Section 3 of the *Planning Act* and all decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the PPS. Comments, submissions or advice affecting a planning matter that are provided by Council shall also be consistent with the PPS.

The PPS is more than a set of individual policies. It is to be read in its entirety and the relevant policies are to be applied to each situation.

The PPS recognizes and acknowledges the Official Plan as an important document for implementing the policies within the PPS. Policy 4.7 of the PPS states that, "The Official Plan is the most important vehicle for implementation of this Provincial Policy Statement. Comprehensive, integrated and long-term planning is best achieved through official plans."

The Growth Plan for the Greater Golden Horseshoe (2017) (the "Growth Plan") provides a strategic framework for managing growth and environmental protection in the Greater Golden Horseshoe region, of which the City forms an integral part, including:

- Establishing minimum density targets within strategic growth 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.

The Growth Plan builds upon the policy foundation provided by the PPS and provides more specific land use planning policies to address issues facing the GGH 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.

In accordance with Section 3 of the *Planning Act*, all decisions of Council in respect of the exercise of any authority that affects a planning matter shall conform with the Growth Plan. Comments, submissions or advice affecting a planning matter that are provided by Council shall also conform with the Growth Plan.

A key goal of the Growth Plan is to direct growth to built-up areas to maximize the use of existing infrastructure and to provide a focus for future transit and infrastructure investments. Downtown Toronto is the location of the largest Urban Growth Centre identified in the Growth Plan and is to be a focal area to accommodate significant population and employment growth. Directing major office and institutional development to Urban Growth Centres is another key requirement of the Growth Plan. The Growth Plan recognizes that strategic growth areas, including the Downtown Toronto Urban Growth Centre, are not to be interpreted as land use designations. Development in these areas is subject to the relevant provincial and municipal land use policies and approval processes.

Note that planning for Major Transit Station Areas (MTSAs) on Priority Transit Corridors under Section 2.2.4 of the Growth Plan is outside the scope of the proposed Secondary Plan. The City will be undertaking future work with respect to the MTSAs as part of a future Municipal Comprehensive Review which will delineate the boundaries of MTSAs and include minimum density targets to implement Growth Plan policies on MTSAs on Priority Transit Corridors, including those stations located Downtown.

Policy 5.1 of the Growth Plan states that where a municipality must decide on a planning matter before its official plan has been amended to conform with this Plan, or before other applicable planning instruments have been updated accordingly, it must still consider the impact of its decision as it relates to the policies of the Growth Plan which require comprehensive municipal implementation.

Provincial Plans are intended to be read in their entirety and relevant policies are to be applied to each situation. The policies of the Plans represent minimum standards. Council may go beyond these minimum standards to address matters of local importance, unless doing so would conflict with any policies of the Plans.

The Secondary Plan that will be recommended for approval will be consistent with the PPS (2014) and conform with the Growth Plan (2017).

Official Plan

The Official Plan is the long-term vision for how the City should grow and change, and is the most important vehicle for implementing the PPS and Growth Plan. The Official Plan contains policies and objectives that guide future growth and development in the City. It is based on themes of diversity and opportunity, beauty, connectivity, stewardship and leadership. Decision-making in the context of these themes is intended to achieve a sustainable City that reflects a balance of environmental, social and economic considerations, an attractive and safe city with vibrant neighbourhoods and streets, a comprehensive transit system, a connected green space network, housing choices, diverse employment areas, and high quality architecture and urban design. The University of Toronto St. George Campus is subject to the policies of the Official Plan and the new Secondary Plan will work harmoniously with the Official Plan's policy direction.

The Official Plan encourages population and employment growth, recognizing that directing growth to appropriate areas is critical to Toronto's future. The growth management strategy guides reurbanization and directs job and population growth to certain areas shown on Map 2 of the 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. Development will limit its impacts on neighbouring properties and the public realm by respecting street proportions, creating appropriate transitions in scale, providing for adequate light and privacy, limiting impacts of servicing and vehicular access on the property and neighbouring properties and limiting shadow and wind impacts.

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.

Section 3.2.1 of the Official Plan includes housing policies that highlight the need for a full range of housing opportunities to meet the current and future needs of all residents and contribute to diverse, inclusive and liveable communities. The policies include encouraging the provision of ownership and rental housing, affordable and mid-range housing, shared and/or congregate-living housing arrangements, housing that meets the needs of people with physical disabilities and housing that makes more efficient use of the existing housing stock.

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; and
- 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.

Huron-Washington Parkette, Queen's Park (other than the Ontario Legislative Building) and Clover Hill Park 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; and
- 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 north of the Ontario Legislative 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 and the final Secondary Plan will conform with the Official Plan.

See Attachment 2: Official Plan for additional details.

TOcore: Planning Downtown

OPA 406 – Downtown Plan

At its May 1, 2018 meeting, Planning and Growth Management (PGM) Committee held a Special Public Meeting pursuant to Section 26 of the *Planning Act* and adopted a staff report entitled 'TOcore: Downtown Plan Official Plan Amendment', as amended, that recommended adoption of the Downtown Plan Official Plan Amendment (OPA 406). OPA 406 includes amendments to Section 2.2.1 and Map 6 of the Official Plan, as well as a new Downtown Plan. Future amendments to existing Secondary Plans and Site and Area Specific Policies located within the Downtown area are recommended to be implemented once OPA 406 comes into force and effect.

At its May 22-24, 2018 meeting, City Council adopted OPA 406, as amended. The City Council decision is available at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.PG29.4>

Pursuant to Section 26 of the *Planning Act*, the Downtown Plan will be forwarded to the Minister of Municipal Affairs for approval. City Council has directed staff to use the policies contained within the Downtown Plan to inform evaluation of current and future development applications in the Downtown Plan area while the OPA is under consideration by the Minister.

The OPA – in conjunction with the associated infrastructure strategies that address water, energy, mobility, parks and public realm and community services and facilities – is the result of a four-year study called TOcore: Planning Downtown. The TOcore study area is generally bounded by Lake Ontario to the south, Bathurst Street to the west, the mid-town rail corridor and Rosedale Valley Road to the north and the Don River to the east. OPA 406 provides a comprehensive and integrated policy framework to shape growth in Toronto’s fast-growing Downtown over the next 25 years. It provides the City with a blueprint to align growth management with the provision of infrastructure, sustain liveability, achieve complete communities and ensure there is space for the economy to grow.

As part of the City of Toronto’s Five Year Official Plan Review under Section 26 of the *Planning Act*, OPA 406 is a component of the work program to bring the Official Plan into conformity with the Growth Plan. City Council declared that OPA 406 is consistent with the Provincial Policy Statement (2014), conforms with the Growth Plan and has regard to matters of provincial interest under Section 2 of the *Planning Act*.

At its meeting on October 2-4, 2017, City Council considered the Proposed Downtown Plan and directed Staff to undertake stakeholder and public consultation on that document and its proposed policies, leading to the Downtown Plan OPA.

On October 5-7, 2016, City Council adopted OPA 352 – Downtown Tall Building Setback Area (currently under appeal). The purpose of OPA 352 is to establish the policy context for tall building setbacks and separation distances between tower portions of tall buildings Downtown. At the same meeting, City Council adopted area-specific Zoning By-laws 1106-2016 and 1107-2016 (also under appeal), which provide the detailed performance standards for portions of buildings above 24 metres in height.

Further information is available at: www.toronto.ca/tocore.

The Official Plan policies, Secondary Plans, Site and Area Specific Policies and Heritage Conservation Districts that fall within the boundary of the Downtown Plan must be read together with the Downtown Plan. In the case of conflict, any policy contained within a Secondary Plan or a Site and Area Specific Policy located completely or partially within the Downtown Plan boundaries will take precedence over the policies and maps of the Downtown Plan. It is staff’s intention that the policies of the University of Toronto St. George Campus Secondary Plan will generally comply with the policies of the Downtown Plan, and will provide additional detail and direction specific to the area.

The Downtown Plan should be read in its entirety in order to understand how individual policies would apply. Some of the key components of the Downtown Plan that apply to the University of Toronto St. George Campus Secondary Plan Area are highlighted below.

Bloor-Bay Office Corridor

The Bloor-Bay Office Corridor is an important employment location outside the Financial District. This corridor is highly accessible given its proximity to two subway lines and surface transit routes and is critical to Downtown's diverse office market. The Bloor-Bay Office Corridor is shown on Map 41-2 of the Downtown Plan and includes lands along the eastern boundary of the subject Secondary Plan area that are proximate to the Bay Street corridor (primarily the University of St. Michael's College) and lands along the northern boundary of the area along Bloor Street West (primarily Victoria University). Policy 6.6 requires that development within the Bloor-Bay Office Corridor will provide a net gain of gross floor area for office uses; and ensure no net loss of other non-residential gross floor area.

Institutional Uses

Institutions play an important role by providing highly specialized functions and services as well as employment. The major health, post-secondary education and government institutional campuses within Downtown are among the largest employers in the city and attract thousands of workers, patients, students and visitors every day. Demand for institutional services is expected to expand and evolve. Downtown's institutional uses are clustered in a manner that builds upon a successful synergy among sectors. To increase service levels, additional space will be required to accommodate future growth of these institutions. Policy 6.12 directs that, to safeguard the future of institutional uses and ensure the protection of *Institutional Areas*, the redesignation of lands within *Institutional Areas*, or the introduction of a use that is not otherwise allowed in the *Institutional Areas* designation, will be discouraged. Policy 6.13 further states that lands owned by an institution will be prioritized for institutional uses to support the growth of health, educational and/or government institutional campuses.

Health Sciences District

A significant number of hospitals, treatment, academic, education, research and related commercial functions are clustered within close walking distance of one another in an area centred on University Avenue. To ensure that Downtown continues to serve as the region's premier employment centre and cultural hub over the coming 25 years, the Downtown Plan creates a new Health Sciences District. This is shown on Map 41-2 of the Downtown Plan, and includes the lands in the subject Secondary Plan area generally bounded by Grosvenor Street and King's College Circle to the north, Surrey Place and Dr. Emily Stowe Way to the east, College Street to the south and King's College Road to the west. Policy 6.14 seeks to protect opportunities to increase non-residential uses within the Health Sciences District to support institutional growth.

Policy 6.15 states that development within the Health Sciences District will replace existing institutional and non-residential gross floor area; and only contain institutional and/or non-residential gross floor area for any increase in density above the existing as-of-right permissions contained within the in-force Zoning By-law. Policy 6.17 directs that the public realm within the Health Sciences District will be expanded and improved to provide pedestrian amenities for workers, patients and visitors; and create connections and linkages throughout the Health Sciences District

Post-Secondary Institutions

The universities and colleges Downtown have a regional and national role. The four major institutions – University of Toronto, Ryerson University, OCAD University and George Brown College – accommodate a significant student population and thousands of associated jobs. Each campus has a different character. The University of Toronto has a large, traditional campus including a number of heritage buildings as well as a connected and valued open space network. Development on this campus will balance institutional growth with sensitivity to the heritage and significant open spaces that define the campus.

In order to grow, post-secondary institutions may need to compete for land and buildings in the marketplace. Policy 6.18 states that, to support expansion of post-secondary institutions, institutional uses within mixed-use developments located in close proximity to post-secondary campuses will be encouraged.

Mixed Use Areas

Lands designated *Mixed Use Areas* are targeted to absorb most of the increase in office, retail and service employment, as well as a large proportion of residential development. Through the Downtown Plan, four *Mixed Use Areas* designations apply Downtown, which provide a finer grain of policy direction with respect to the general scale of development that is appropriate in a given area: ‘growth’, ‘intermediate’, ‘main street’ and ‘local’. Policy 6.21 establishes that building heights, massing and scale of development will transition between each of the four *Mixed Use Areas*, with the tallest buildings located in *Mixed Use Areas 1* stepping down through *Mixed Use Areas 2* and *Mixed Use Areas 3* to low-scale buildings in *Mixed Use Areas 4*. The *Mixed Use Areas* policies work in tandem with the Downtown Plan's other policies to determine the precise form, scale and shape of development on a given site.

Policy 6.20 states that *Mixed Use Areas* will contain development of varying scales and intensities, based on the existing and planned context. Policy 6.22 further states that not all sites can accommodate the maximum scale of development anticipated in each of the *Mixed Use Areas* while also supporting the liveability of the development and the neighbourhood. Development will be required to address specific site characteristics including lot width and depth, location on a block, on-site or adjacent heritage buildings, parks or open spaces, shadow impacts, and other sensitive adjacencies, potentially resulting in a lower-scale building.

The *Mixed Use Areas* lands at the southeast corner of the Secondary Plan area along College Street are designated *Mixed Use Areas 1* on Map 41-3-A of the Downtown Plan. *Mixed Use Areas 1* contains areas with the greatest heights and largest proportion of non-residential uses. Policy 6.23 states that development within *Mixed Use Areas 1* will include a diverse range of building typologies, including tall buildings, with height, scale and massing, dependent on the site characteristics. Policy 6.24 requires that development within *Mixed Use Areas 1* will provide a high proportion of non-residential uses within new mixed-use developments.

The *Mixed Use Areas* lands along Bloor Street West and Spadina Avenue are designated *Mixed Use Areas 2* on Map 41-3-B of the Downtown Plan. The existing character and planned context of *Mixed Use Areas 2* form an intermediate, transitional scale between the taller buildings anticipated on some sites in *Mixed Use Areas 1* and the predominantly mid-rise character anticipated in *Mixed Use Areas 3*. Policy 6.25 states that development within *Mixed Use Areas 2* will include building typologies that respond to their site context including low-rise, midrise and some tall buildings. Policy 6.26 outlines that the scale and massing of buildings will respect and reinforce the existing and planned context of the neighbourhood, including the prevailing heights, massing, scale, density and building type and policy 6.27 states that development in *Mixed Use Areas 2* will provide for a diverse range of uses, including retail, service, office, institutional and residential uses.

The *Mixed Use Areas* lands at the southwest corner of the Secondary Plan area are designated *Mixed Use Areas 3* on Map 41-3-C of the Downtown Plan. Policy 6.28 directs that development in *Mixed Use Areas 3* will be in the form of low-rise and mid-rise buildings and policy 6.29 further states that development will include retail and service commercial uses at grade with residential, office and/or institutional uses above. Policy 6.30 requires that mid-rise development will be in keeping with the Mid-Rise Building policies of this Plan and policy 6.31 adds that development of a mid-rise scale along Spadina Avenue will be informed by the width of the Spadina Avenue right-of-way to determine maximum building heights.

Parks and Public Realm

Downtown's variety of parks and public realm provides unique experiences and offers a range of necessary functions. The Downtown Plan establishes objectives for the design and development of public space linked to a Downtown Parks and Public Realm Plan that will guide the transformation of public spaces to respond to growth. It provides direction for acquiring new parkland, expanding and improving existing parks and open spaces, re-imagining overlooked places and creating a connected public realm network for Downtown.

Policy 7.5 states that the Downtown Parks and Public Realm Plan will serve as the framework to improve the quality, quantity and connectivity of parks and the public realm, and will guide development review, parkland dedication and acquisition priorities and the allocation of capital funding.

Great Streets

All streets Downtown are important and expected to be beautiful, comfortable, safe and accessible. Downtown's Great Streets have city-wide and civic importance with a diverse character that conveys Toronto's public image to the world and sets the stage for festivals, parades and civic life. These streets hold cultural and historical significance and provide connections to the Core Circle. They are destinations in themselves, lined with landmark buildings, historic fabric and important public spaces. Downtown's Great Streets play an important role in supporting economic activity and fostering public life.

The Downtown Plan identifies 12 Great Streets that have city-wide and civic importance, with a diverse character that conveys Toronto's public image to the world and sets the stage for festivals, parades and civic life. These streets hold cultural and historical significance and are destinations in themselves. The Great Streets are shown on Map 41-7 of the Downtown Plan. Bloor Street West, College Street, Spadina Avenue, and Queen's Park/Queen's Park Crescent East and West in the Secondary Plan area are identified as Great Streets.

Policy 7.17 outlines that the network of Great Streets will be prioritized for public realm improvements and policy 7.18 directs that development and public realm improvements on the Great Streets will enhance their civic role and setting for public life; promote economic vitality; and improve mobility and the role of these streets as connectors between neighbourhoods, parks, the Core Circle and the waterfront. Policy 7.19 states that public realm improvements on the Great Streets will create a unified streetscape while reinforcing the identity, distinct characteristics and heritage value and attributes of each segment of each street; improve the scale of pedestrian clearways, transit stops and space for public gathering; be required to implement and maintain a high standard of design and materials; prioritize tree planting and investment in infrastructure to support the growth of a healthy tree canopy, wherever feasible; be informed by complete streets principles; and include green infrastructure where feasible. Policy 7.20 identifies that intersections where two Great Streets meet are significant public spaces and will be designed to respect the character of both Great Streets and to address the additional requirements necessary to support high pedestrian volumes and public life.

Park Districts

The Downtown Plan establishes a number of Park Districts, which is outlined in Policy 7.22 as a grouping of neighbourhood parks, streets and other open spaces including laneways, school yards, church yards and ravines, which will be designed to form a cohesive public realm network providing access to a wide range of experiences and programs that support community and civic life. Each Park District will have a unique identity with a focus on supporting community life. The University of Toronto area is identified on Map 41-8 of the Downtown Plan as a Park District.

Policy 7.23 states that the parks, open spaces and streets that form the Park Districts will be designed to create a legible and distinct identity, or reinforce an existing identity where there is cultural heritage value; designed to form a cohesive and connected network; improved and expanded to support growing communities; and animated through community programming, public art and other means to create vitality and vibrancy in these spaces. Policy 7.24 further directs that Park Districts will be integrated with cycling and pedestrian networks.

The Parks and Public Realm Plan identifies that the University of Toronto Parks District will be developed through the subject Secondary Plan update.

Queen's Park and Civic Precincts

The Downtown Plan identifies Queen's Park and Civic Precincts, which, as outlined in Policy 7.25, comprise a collection of civic buildings and parks, public spaces and streets of provincial and city-wide importance. The Queen's Park and Civic Precincts are shown on Map 41-9 of the Downtown Plan. The Queen's Park Precinct includes lands in the Secondary Plan area east of Queen's Park Crescent West

Policy 7.26 directs that the parks and public realm within the Queen's Park and the Civic Precincts serve important civic functions and will be designed to create a clear identity and integrate, respect and highlight cultural heritage value and heritage attributes; designed to form a cohesive network; designed with a strong focus on the pedestrian realm; and expanded and improved through development and capital investment to increase their public prominence, identity and function. Policy 7.27 further outlines that the Queen's Park and Civic Precincts will incorporate placemaking that acknowledges Indigenous cultures and histories.

The Parks and Public Realm Plan expands on the policies of the Downtown Plan for the Queen's Park Precinct by directing enhancements to the area that will celebrate Ontario's Legislative Building and surrounding heritage structures and landscapes with a cohesive, connected and pedestrian-oriented public realm.

A central goal is to connect the Queen's Park Precinct to the Civic Precinct and University of Toronto by extending the proposed University Avenue linear park into Queen's Park as a park route for pedestrians and cyclists, including connecting future cycling facilities on University Avenue to the Hoskin-Wellesley and Bloor Street bike routes. The intention is to integrate into a cohesive whole the major open spaces within the Precinct, including the forecourt south of the Legislative building, the side yards, and the open spaces around Queen's Park. Further, the Plan outlines the goal to consolidate vehicular movement and create an at-grade park entry at Hart House Circle and Wellesley Street West to improve safety and connectivity, while maintaining road capacity and servicing access to all buildings and landscapes. A series of options and opportunities to improve connections for pedestrians and cyclists within and to the Queen's Park Precinct are outlined in the Parks and Public Realm Plan. A Queen's Park South Public Realm Plan and Technical Feasibility Assessment and a technical study to design options for the Queen's Park Crescent West and Hoskin-Wellesley intersections are required to advance this vision. The public realm vision and both the short and longer term improvements being considered through the Parks and Public Realm Plan will be coordinated with the Queen's Park North Management Plan and the subject University of Toronto St. George Campus Secondary Plan process.

Local Places

The Downtown Plan identifies the many smaller, underused and sometimes overlooked spaces embedded within the fabric of Downtown neighbourhoods that offer opportunities to improve the public realm and supplement the parks and open space system. These spaces include church yards, school yards and institutional open spaces. There is untapped potential in these Local Places that can be harnessed to contribute to a vibrant

and connected public realm. Policy 7.33 encourages institutions, public agencies and other orders of government to integrate their open spaces into the public realm through improved design, access and connections to the broader public realm network.

Mobility

The Downtown transportation system consists of networks for pedestrians, cyclists, transit users and drivers. While growth Downtown will continue, the amount of space within the existing rights-of-way is finite. The limited space within rights-of-way will be allocated, through application of design guidelines for Complete Streets developed by the City, to support compact and sustainable travel choices, reduce dependence on private automobiles and help achieve the overall transportation objectives of the Downtown Plan.

Policy 8.1 states that the transportation system will consist of well-connected and integrated networks providing a variety of safe and sustainable travel choices to improve mobility and accessibility for all people and provide for the movement of goods and services and emergency vehicles. Policy 8.2 directs that pedestrians, cyclists and public transit will be prioritized relative to private automobiles, informed by the application of design guidelines for Complete Streets as developed and applied by the City.

Cultural Corridors

The Downtown Plan identifies a series of Cultural Corridors, which are historically and culturally significant streets that anchor important arts, entertainment and new media cultural resources Downtown. As shown on Map 41-14, Bloor Street West is identified as a Cultural Corridor. Policy 12.8 states that development on a Cultural Corridor will be encouraged to provide non-residential gross floor area for cultural spaces that support and strengthen the culture sector and creative artistic activity within that Corridor. Policy 12.9 further outlines that the public realm within each Corridor will be designed to create a coherent visual identity including public art and interpretive resources.

Energy and Resilience

To address challenges associated with a changing climate, the Downtown Plan contains policies to improve resilience to power outages, reduce greenhouse gas emissions and encourage hook-ups to deep lake water cooling and other low-carbon thermal energy networks. It also requires investments in water, wastewater and stormwater management infrastructure to be concurrent with growth. A Downtown Energy Strategy will guide implementation.

College Street Study – OPA 379

On May 24, 2017, City Council adopted OPA 379 – College Street Study. The purpose of OPA 379 is to guide development on the north and south sides of College Street between the west side of McCaul Street and the east side of Bathurst Street, as well as properties north of College Street fronting onto Spadina Avenue to Spadina Crescent. The policies are intended to guide both the form and location of appropriate development and intensification within the area. New development will be expected to maintain the diversity, vibrancy and rich character of College Street and have a harmonious relationship with the surrounding residential areas. The policies also provide direction for

new development that supports an improved public realm, prioritizes the addition of new parkland and encourages privately-owned, publicly-accessible spaces (POPS) in the area.

OPA 379 applies to the properties along the north side of College Street that are also within the University of Toronto St. George Campus Secondary Plan area. If there are any conflicts between the policies of OPA 379 and the University of Toronto Secondary Plan, the University of Toronto Secondary Plan will prevail. OPA 379 is currently under appeal, and as such it is relevant but not determinative.

The Staff Reports and City Council decision are available at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.TE24.3>.

Bloor Corridor Visioning Study – OPA 365 and 368

On January 31, 2017, City Council adopted OPA 365 – Bloor Corridor/Annex Block Planning Study, for the lands on the north side of Bloor Street West between Walmer Road and St. George Street.

OPA 365 amends Site and Area Specific Policy 334 of the Official Plan with the intent to reinforce the existing policies that apply to the Bloor Corridor. OPA 365 clarifies the intent of existing Official Plan policies to assist in assessing the appropriateness of development proposals with respect to height, massing and transition. It establishes a height peak of 25 storeys at the northeast and northwest corners of Bloor Street West and Spadina Road with a downward transition in height away from this peak. It further requires that a view corridor analysis must be submitted to demonstrate that any new development does not intrude into the silhouette view against the sky above the spires and the east and west wing ridgeline of Knox College in its entirety.

City Council also adopted OPA 368, which amended the existing protections of the views to Knox College outlined earlier in this report. OPA 368 requires that identified views from the public realm at the southeast and southwest corners of College Street and Spadina Avenue will include the prevention of any further intrusion into the silhouette view against the sky above the spires and the east and west wing ridgeline of Knox College in its entirety. The views from the identified public realm of College Street to and beyond Knox College in its entirety will be conserved.

OPAs 365 and 368 are currently under appeal, and as such, are relevant but not determinative.

The Staff Reports and City Council decision are available at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.TE21.1>.

North Downtown Yonge Site and Area Specific Policy 382 and North Downtown Yonge Street Urban Design Guidelines

At its meeting of November 13, 2013, City Council adopted the North Downtown Yonge Site and Area Specific Policy 382, known as OPA 183, and approved the North Downtown Yonge Urban Design Guidelines for the area bounded by Charles Street, Bay Street, Church Street and College/Carlton Street. This area generally runs along the

eastern boundary of the Secondary Plan area and includes Clover Hill Park, which is within the Secondary Plan area. This site is located in the Bay Street Character Area, which reinforces the policies and guidelines of the existing University of Toronto Secondary Plan for the relevant lands.

Parts of OPA 183 were adopted by the OMB in a Phase I hearing, including most of the area-wide policies, and are in full force and effect; however, the remainder of OPA 183 remains under appeal at the Local Planning Appeal Tribunal and a Phase II hearing will deal with outstanding matters. The North Downtown Yonge Urban Design Guidelines provide further direction for implementation of the policies.

The Staff Reports and City Council decision are available at:

<http://app.toronto.ca/tmmis/viewAgendaItemDetails.do?function=getMinutesItemPreview&agendaItemId=44877>.

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>.

Bloor-Yorkville Area City-Initiated OPA

Along with the development of a new Downtown Plan, City Planning staff are currently developing a Site and Area Specific Policy for the Bloor-Yorkville area. The Site and Area Specific Policy will build on the foundation of existing planning policies, frameworks and guidelines that currently apply to the Bloor-Yorkville area, to strengthen and refine the area's planning framework that guides its growth and change. This area extends up to the northeastern boundaries of the University of Toronto Secondary Plan area.

The Bloor-Yorkville/North Midtown Area forms the northern edge of the Downtown and provides for transition in density and scale to surrounding lower rise areas. Height and density generally diminish further from the Height Peak at Yonge and Bloor Streets. The Height Ridge provides for a transition in scale from the Height Peak at Yonge and Bloor Streets. Development along the Height Ridge will be at a lesser height and physical scale than the Bloor/Yonge Height Peak, and in a form compatible with adjacent areas.

The development of the new Site and Area Specific Policy for the Bloor-Yorkville area is anticipated to be completed in 2019.

The Staff Report and City Council decision are available at:
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.TE23.62>.

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. The staff report is available at:
<http://www.toronto.ca/legdocs/mmis/2015/te/bgrd/backgroundfile-82426.pdf>.

Changing Lanes: The City of Toronto's Review of Laneway Suites

At its meeting of July 4, 2017, City Council directed City Planning staff, in consultation with relevant City Divisions, to initiate a review and consultation of the City's current policy and planning framework regarding laneway suites within the Toronto and East York District. City Planning Staff were directed to prepare a report to Toronto and East York Community Council with recommended policy and Zoning By-law amendments necessary to implement a laneway suite strategy, and with recommendations on other related matters such as the provision of affordable housing and infrastructure costs. The City Council decision is available at:
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.TE25.108>.

On June 4, 2018, the Final Report with recommended amendments to the Official Plan and Zoning By-laws were adopted with amendments by Toronto and East York Community Council. These represent the City's proposed Laneway Suites Strategy. The report contains a detailed planning rationale on the introduction and regulation of laneway suites in the Toronto and East York District and discusses the policy implications and intent of proposed performance standards and criteria. The intent of the performance standards and criteria is to ensure that laneway suites provide a new form ground-related rental housing that will fit appropriately within the scale of established

Neighbourhoods, limiting their impact while contributing to the growth of the City's housing stock.

If adopted, the policies would apply to the *Neighbourhoods*-designated lands in the Secondary Plan area.

The Staff Reports and City Council decision are available at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.TE33.3>.

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 university, 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 generally 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 3-6: Zoning for additional details.

Reasons for the Application

The Official Plan Amendment application has been submitted by the University 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 PPS has been updated twice, in 2005 and 2014, and the Growth Plan was released in 2006 and updated in 2017, strengthening provincial direction on key planning matters. The Official Plan was adopted in 2006 and is currently under review, including the Downtown Plan, 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 in the Secondary Plan, as well as additional sites outside of the 29 identified development sites, have been developed. Other institutions, including the Royal Ontario Museum and Royal Conservatory of Music, have also 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 University-owned lands has not been submitted, but is anticipated.

COMMENTS

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 have approached review of the application in a manner that is closer in structure to that of a planning study rather than a standard development application review process. This has included ongoing City stakeholder meetings with relevant staff representatives from City Planning (Community Planning, Urban Design, Heritage Preservation Services, Strategic Initiatives, Policy and Analysis and Transportation Planning), Parks, Forestry and Recreation, Economic Development and Culture, Energy Efficiency Office, Engineering and Construction

Services, Transportation Services, TTC and Toronto Parking Authority. Staff have met with owners in the area that would be subject to the new policies of the Secondary Plan. Staff have met regularly with representatives from the University and their consultants and requested revisions to the proposal based on the feedback provided, the data gathered through the review process and the existing and evolving policy framework applicable to the Secondary Plan area. As the application is to establish a new Secondary Plan, the review of the application has also entailed a more rigorous consultation process than a standard development application, which is outlined in the following section of this report.

Staff will continue to work with the University and relevant stakeholders to develop a Secondary Plan and Urban Design Guidelines that reflect community priorities, conserve character-defining elements of the area and allow for compatible infill development to occur in order to meet the long-term needs of the University and other institutions, organizations and governments in the area, and implement a strong and sensitive city-building vision for the area.

Public Engagement

In addition to the consultation process led by the University prior to submission of the subject application, review of the proposal following submission has incorporated extensive consultation and public engagement, which will continue as the final version of the Secondary Plan is developed by staff.

Application Website

A webpage was established on the City's website to keep the community informed about progress on the application, consultation meeting events, revisions to the application material, contact information and related initiatives. The University of Toronto St. George Campus Secondary Plan page is available at:
www.toronto.ca/planning/UofTSecondaryPlan.

Community Consultations

Community consultation meetings in varying styles, structures and locations have been employed in an attempt to broaden participation in the process and, ultimately, input into the evolution of the plan. This is particularly important given the area's level of significance that extends beyond the immediate St. George Campus to include a broader city-wide scale.

On March 1, 2017, a kick-off open house meeting was held on campus to introduce the Secondary Plan proposal and existing policy context to the community, outline the process and gather initial feedback and priorities for the area from participants.

Two workshop-style meetings were held on campus, which included presentations from the applicant and City staff, followed by participants breaking into small groups to work through discussion questions based on the meeting topics. On May 8, 2017, a meeting focusing on the themes of Heritage, Public Realm and Movement was held in order to understand what participants valued about the area's heritage resources, parks, open

spaces and streets, how they move to and through the area and what changes should be made in order for the proposal to better respect and enhance the character of the area. On June 22, 2017, a meeting focusing on the theme of Built Form and Change was held on the campus. The purpose of the meeting was to gather input on potential areas for varying levels of intensification, the proposed approach to development across the area and the scales of development and building typologies proposed.

On February 6, 2018, a town hall-style meeting was held on campus only with students and included a presentation from City staff. The purpose of the meeting was to discuss the policy context, develop priorities for the area, identify those elements of the area that are of value and discuss how the area could evolve over time.

On April 5, 2018, a town hall-style meeting was held on campus and included presentations from City staff and the applicant. The purpose of the meeting was to present the revised proposal, provide an update on feedback to date and staff priorities for the area taking into account all information gathered over the course of the review process, and receive input from the community on the revised proposal and priorities for the area.

Campus Events

On April 27 and September 12, 2017, two smaller scale 'pop-up' events were hosted on the campus, with City Planning staff available in student gathering areas to discuss the proposal and the development of an updated planning framework for the area more informally with students, faculty, staff and others at the campus.

On January 16, 2018, City Planning staff provided a guest lecture for the University's graduate Municipal Planning Law class about developing a new Secondary Plan for the area, which included a walking tour of a portion of the proposed West Campus Character Area.

Community Liaison Committee and Huron-Sussex Working Group

The Secondary Plan and Urban Design Guidelines have been discussed at numerous meetings with the University's Community Liaison Committee, which is composed of the Ward Councillor, representatives of the University, surrounding residents' associations, the student unions, the federated colleges, the Royal Conservatory of Music, the Royal Ontario Museum and City Planning staff.

Portions of the Secondary Plan and Urban Design Guidelines relevant to the Huron-Sussex neighbourhood have also been discussed at Huron-Sussex Working Group meetings. This group includes representatives of the University, members of the Huron-Sussex Residents' Organization, the Ward Councillor and City Planning staff.

Planning Review Panel

On April 22, 2017, the Secondary Plan was discussed by the Planning Review Panel, which is a city-wide resident advisory group whose volunteer members are intended to broadly reflect Toronto's diverse population and provide input into the planning process. Panelists were asked to consider the area and identify the unique features and character of the area that should be protected and enhanced over time through an updated Secondary Plan, the features needed to prioritize active transportation modes, the value and need to maintain the institutional uses in the area, and where and how development should be directed in the area.

Stakeholder Meetings

Smaller, more focused meetings have been held with students, residents, residents' association representatives, owners, representatives of the various institutions including the Colleges and Province of Ontario, businesses and organizations, and other stakeholders in the area. These have included individual and group meetings on campus and at city hall, and walking tours across the area.

Numerous comments have also been provided in writing, over the phone and via the City's webpage about the application throughout the review process.

Summary of Feedback

The following section provides a summary of the feedback provided to date.

Institutional Land Uses

A strong desire was expressed to see the area protected for institutional uses, with ancillary uses permitted to provide amenities that support the functioning of the University and other institutions in the area. Significant support was expressed to prevent the incursion of residential uses within *Institutional Areas* (other than institutional residence facilities). Suggestions to maintain the predominance of institutional uses in the area included encouraging institutional uses in lands designated as *Mixed Use Areas* in the Secondary Plan area in addition to those lands designated *Institutional Areas*. While it was felt that institutional uses should be prioritized overall, non-residential amenities that could support the institutions, such as cafes, restaurants and small-scale convenience stores that sell fresh produce and essential items were identified as lacking in the area. These uses were also identified as being important in helping to animate common areas and open spaces.

Secondary Plan Boundaries

Concerns were expressed about institutions in the Secondary Plan area expanding into the surrounding communities, particularly to the south and west, through purchasing properties and constructing new facilities.

Prioritize Active Transportation

Strong support was expressed for prioritizing walking and cycling in the area. Many felt that while the area is comparatively easy to traverse overall, the streets do not equitably meet the needs of pedestrians and cyclists, with an unreasonable amount of space devoted

to vehicular movement. The streets were identified as not adequately serving the current pedestrian volumes in particular. This concern was further emphasized based on the scale of development contemplated in the proposal, which could bring additional people to the area and exacerbate the existing mobility issues. There was a strong desire to improve streets and laneways and create new mid-block connections in the area, with a focus on walking and cycling. General support was expressed to implement shared streets in the area, with greater space devoted to pedestrians and cyclists using a range of designs for different streets.

Many responses emphasized consideration of the experience of moving through the area beyond just providing mobility options and the connections themselves. The quality, comfort, safety and accessibility of moving through the area matters in addition to the mere provision of infrastructure. For example, some people choose to move through the area using side streets because they feel that these streets are greener, safer and more pleasant than major streets in the area. There was a desire to see this kind of feel and character extended to the major streets in the area.

Queen's Park Crescent was identified as the most significant barrier for pedestrians and cyclists in the Secondary Plan area. While the entire street was identified as needing major improvements, the west side in particular requires immediate attention to allow pedestrians to more easily and safely cross the street. Additional pedestrian crossings are needed along the route, such as at the northern and southern ends of the park, Hart House, Museum Subway Station at Charles Street West and at Wellesley Street West where the bridge and grade separation currently exist.

Strong support was provided for removing all surface parking in the area and moving all required parking underground. Support was also expressed for largely eliminating on-street parking in order to improve the pedestrian and cycling experience and treat the streets as public space and gathering places.

Some concern was expressed about the need to balance the desire to eliminate or restrict vehicular movement across the area with potential spillover effects in the surrounding areas, as drivers may choose to use and park on neighbouring streets. Some suggestions included relocating on-street parking into underground parking areas as part of future developments.

Parks and Open Spaces

The provision of open space across the area and the varying forms of open spaces were identified as being important parts of the character of the area. Major open spaces like Queen's Park, Philosopher's Walk and the Front Campus were consistently identified as having great value. However, many smaller, intimate open spaces like courtyards, plazas and setback areas along streets were also recognized as being important. These kinds of spaces were identified as being essential to health and wellbeing, and should be protected for the long-term.

The overall network of open spaces and the connections between them were identified as

major assets of the area. While certain individual spaces matter, connections between those spaces and the overall network and feeling of the area are of great importance. Any changes in the area should enhance, expand and better connect this network.

Landscape and Heritage Character

The Secondary Plan should recognize the importance of the network of open spaces of varying sizes and uses and the collection of heritage buildings in the area, and should emphasize the connection between the landscape and the buildings. Buildings can enhance open spaces and contribute to the quality of those spaces and vice versa. The overall composition of buildings and landscaped open space was identified as having great value and helps define the character of the area.

The area was identified as feeling like an oasis in city and has a particular character of interconnected open spaces and buildings that should be maintained, enhanced and expanded over time. This is not only aesthetically pleasing, but helps build community in the area. The Historic Campus and Huron-Sussex Character Areas were identified as being particularly representative of this value and connection.

Strong support was expressed for the plan to protect the character of open space and heritage buildings, which is vital to the identity of the area.

Room for Change

New development should generally be directed to the edges of the area, College Street, Spadina Avenue and Bloor Street West in particular, with consideration for potential heritage resources, impacts on open spaces and other factors that would limit the potential scale of development in these areas. Additionally, in terms of broader areas in need of improvement and where new development should be directed, the West Campus Character Area was clearly identified as a top location and Huron Street in particular was identified as the worst space within the West Campus. Huron Street was said to be unattractive, with uncomfortable pedestrian conditions and a lack of open space and activity along the street.

While the perimeters of the area were identified as being most appropriate for new development generally, transition to the edges of the area was identified as a concern as well. Consideration of how new development will meet the edges of the Secondary Plan area and interface with the surrounding streets and neighbourhoods was a major concern.

Greater clarity needs to be provided for proposals along College at King's College Road. The proposed height and scale were viewed as potentially overwhelming this area of the campus and could change the view and approach to the heart of area. St. George Street as a spine and transition area between the more intense western and less intense eastern parts of the area was identified as particularly important. The proposal was not seen to advance a coherent strategy for the street. A strong preference for new development to better reference and reinforce the existing scale of the street was expressed.

General concern was expressed about the scale of development proposed and new tall

buildings in particular. Overall, the proposed scale and intensity of development was seen to be too high and overly aggressive. There is a preference to have new development generally be of a low- to mid-scale, with tall buildings having a very limited place in the area.

General concern was expressed about the overall level of flexibility sought in policies with a lot of feedback provided asserting that the proposal does not provide enough certainty about how and where changes could occur over time. People felt that the proposal could result in overdevelopment and would change the existing character in a negative way in those areas identified for development of mid-scale and taller buildings. A strong desire to incorporate stricter policy language for protecting against the impacts of new buildings was expressed. The boundaries and types of potential new development in the proposal need to be more precise and clearly articulated in both mapping and policy language.

The feedback gained from the public engagement process has informed the development of Secondary Plan priorities and principles for the area and outcomes to date, and will continue to guide City staff throughout the review and in drafting the final version of the plan and guidelines.

Guiding Principles for the Secondary Plan

Over the course of the review of the application, taking into account the varied public engagement process, staff review and ongoing discussions with the University and other owners, groups and institutions in the area, clear principles and goals have emerged, which should inform future changes in the area.

The following principles for the area will guide the development of the Secondary Plan and Urban Design Guidelines.

1. Protect the Secondary Plan area for predominantly institutional land uses along with ancillary uses that support the functioning of the area as an institutional district.
2. Prioritize the movement of pedestrians and cyclists.
3. Conserve built heritage resources and cultural heritage landscapes.
4. Enhance and expand the existing open space and public realm network.
5. The institutional uses, collection of heritage resources and public realm network are character-defining elements of the area.
6. Ensure that the Secondary Plan area will continue to grow and evolve in a way that positively contributes to the character-defining elements of the area.

Revised Proposal, Moving Forward

While staff and the University generally agree on the stated principles for the area, the approach to the translation of these principles into the policies and guidelines differs. The proposed policies and guidelines would not implement the principles for the area in a substantive or measured way.

Across both the initial submission of the application and the submission of the revised proposal, the fundamental issue for staff remains unchanged, which is finding the appropriate balance through the policies and guidelines in the plan between flexibility to allow change and development to occur in the area and certainty in protecting the character-defining elements of the area over time. The revised proposal has begun to address this overarching concern by providing additional precision and detail in the plan, but the proposal still fails to adequately protect and enhance the area's exemplary heritage and landscape character from the possibility of fundamental and negative change over the long term based on the proposed policies and guidelines.

Planning staff will continue to review and discuss with the applicant the issues that have been identified to date as the plan proceeds into the final stages of development. The following section outlines the range of changes proposed to the plan and provides staff's response and direction on those revisions.

Land Uses

The revised proposal clarifies that only institutional uses will be permitted in *Institutional Areas*, consistent with current Official Plan policies. This will ensure the area will be maintained as an institutional district over time. It will assist in preventing the incursion of other uses, such as condominiums and other residential uses, into the area, which is important given the need to protect for the long-term availability of space for additional institutional activity in the downtown and the long-term needs of the University. This proposed direction would be consistent with the Downtown Plan and the PPS, and would conform with the policies of the Growth Plan.

Ancillary, small-scale uses that support the function of the institutional uses are already permitted in *Institutional Areas*. Policies and guidelines in the plan will help direct where these kinds of ancillary uses should be located in buildings to help animate the public realm and be more intentional about their role.

The proposed increase in the range of land uses permitted in the *Neighbourhoods* designated Huron-Sussex area to include small-scale non-residential uses that support the University has been determined to be appropriate for the area given the existing character of the neighbourhood and the range of land uses that already exist in the area. Policies will be developed to ensure that this small neighbourhood area maintains predominantly residential uses and a low-rise houseform character. Changes to the low-rise scale of the area are not under consideration and would not be appropriate for the area.

Rather than incorporating additional permissions for 'laneway housing' in the Huron-Sussex neighbourhood, this type of residential infill development should instead be

guided by the policies, guidelines and zoning provisions from the Laneway Suites initiative outlined above in this report, which are the result of a comprehensive study of the Toronto and East York District, and that are consistent with the PPS and conform with the Growth Plan. The characteristics of the subject neighbourhood do not necessitate the development of additional or contradictory policies or guidelines to permit this form of residential development.

The proposal to redesignate the lands at 36-56 Harbord Street (lands on the north side of Harbord Street, west of Huron Street) from *Neighbourhoods* to *Institutional Areas* is under evaluation. Should the redesignation be determined to be appropriate, policies and guidelines to shape potential institutional development on the lands would also be developed to mitigate any potential negative impacts on the neighbourhood to the north and the on-site buildings, which have been identified as having potential heritage value, among other matters.

Mobility

The revised proposal recognizes streets and laneways as places that form an important component of the public realm. They facilitate the movement of people, but they can also be destinations in themselves. Direction on changes to streets to have them better function as part of the public realm and open space network will be provided in the plan.

As emphasized in the City's Complete Streets Guidelines, streets should be designed for all modes of movement. Enhancing connections and infrastructure for active modes of transportation improves walking and cycling as viable travel options. The proposed policies to prioritize active transportation, such as walking and cycling, in the area are positive and reflect the already-dominant nature of movement in the area. Staff support the proposal to more equitably direct additional space within the area's rights-of-way to facilitate pedestrian and cyclist movement. Currently, much of this public space is dedicated to facilitating vehicular movement through the area and providing on-street parking. In order to more fairly allocate this scarce public space based on existing movement in the area and encourage additional active modes of transportation, consistent with the vision of the Downtown Plan and larger Official Plan, as well as provincial policy direction, the streets must be redesigned over the long-term to enhance the ease, comfort, safety, accessibility and experience of pedestrians and cyclists in the area. The plan will apply a Complete Streets design approach to all streets in the area.

The plan will identify certain streets that will be prioritized for improvements based on a range of shared streets designs that would prioritize and allocate more space to pedestrians and cyclists while blurring the use of spaces and zones of the streets in a variety of ways. The revised proposal seeks to apply this direction to redesign Huron Street south of Harbord Street, Willcocks Street, Russell Street, Devonshire Place and King's College Circle. Staff are evaluating these streets and are considering whether additional streets should be considered for this kind of comprehensive change.

Bloor Street West, College Street, Spadina Avenue and Queen's Park/Queen's Park Crescent East and West are identified as Great Streets in the Downtown Plan. Further

direction on streetscape improvements will be developed in the subject plan. The function and design of Queen's Park/Queen's Park Crescent East and West is particularly important given the significant challenges in navigating the street that have been consistently identified by the public through the application review process. The Downtown Plan's Parks and Public Realm Plan identifies a series of options and opportunities to improve connections for pedestrians and cyclists within and to the Queen's Park Precinct that will be coordinated with the University of Toronto St. George Campus Secondary Plan.

In addition to full redesign of streets, direction will be provided through policies and guidelines to improve movement across the area at a variety of scales. Improvements to existing pedestrian crossings and new potential pedestrian crossing locations will be identified. The proposal includes potential pedestrian crossings at the southern end of Queen's Park Crescent West and on both the east and west sides of Spadina Crescent. Additional potential pedestrian crossings are under evaluation along with the potential removal of the dedicated turning lane at Grenville Street and Dr. Emily Stowe Way. The potential reconfiguration of Queen's Park Crescent West and Wellesley Street West to an at-grade intersection is also under evaluation in order to improve this crossing and provide additional parkland to expand Queen's Park with the removal of the existing ramps.

The revised proposal's recognition of the existing pattern of mid-block connections across the area and direction to establish new mid-block connections through future development is positive. However, certain existing mid-block connections have not been identified and additional opportunities for mid-block connections should be explored. Further evaluation of the potential type and location of those connections is ongoing. Direction will be provided on elements such as indoor and outdoor mid-block connections, general design principles depending on the type of connection, and potential mid-block connections extending across streets.

See Attachments 9 and 10 for additional details.

Sustainability and Resiliency

Another positive change in the revised proposal is the inclusion of policies related to sustainability, resiliency and biodiversity in the plan. These policies and guidelines will be woven across sections of the plan to ensure that these objectives are considered in all aspects of planning in the Secondary Plan area. Given the pattern and character of open space in the area, emphasis will be placed on incorporating green infrastructure and enhancing local biodiversity as development and landscape changes occur over the long-term.

Structure Plan

The revised proposal incorporates a Structure Plan to illustrate how the area should evolve over time based on the proposed policies and guidelines. The elements identified on the plan describe the foundational system of proposed Character Areas, open spaces, streets and connections that will inform the growth and evolution of the Secondary Plan

area. While this is a positive addition, changes to and further development of this plan are anticipated as issues identified in this report are addressed. For example, additional mid-block connections, open spaces of varying types and sizes and cycling routes will be identified on the plan. See Attachment 9 for additional details.

Public Realm

The public realm consists of all spaces to which the public has full access, such as parks, open spaces, streets, laneways and outdoor mid-block connections. For the Secondary Plan area, this consists of most of the areas outside of building footprints. Layered onto these elements, the public realm also includes views and vistas from the public and publicly accessible spaces to prominent buildings, structures, landscapes and natural features.

The revised proposal identifies the publicly accessible spaces that help define the unique character of the area and that are proposed to act as a structuring element of the plan. This component of the proposal has been significantly revised in terms of policies and guidelines, and in its graphical representation. The revised proposal places greater emphasis on the connections between existing open spaces of varying scales and seeks to provide direction to enhance the public realm network across the area over time. This better reflects the character of the public realm in the area, which forms a discernible network of spaces rather than simply discrete open spaces. The policy direction for any landscape initiative in the area will be to enhance, expand and better connect the public realm network.

Despite the myriad improvements to the public realm policies and guidelines in the proposal, the fundamental and challenging issue of finding the appropriate balance between protecting open spaces and other elements of the public realm and permitting the reconfiguration, relocation and creation of spaces to enhance network over time remains. The revised proposal does not adequately reflect or protect the existing public realm network and further revisions are required in order to achieve a reasonable balance between protection and evolution in the public realm. Staff are not seeking to develop a plan that inappropriately freezes the public realm in the area, but the current proposal allows too much room for the character of the public realm network to erode over time.

To complement new development, a minimum amount of open space is proposed to be maintained on each block on campus in the revised proposal, with the amount of open space per block to be identified in a future Zoning By-law for the University-owned lands in the area. While this may eventually represent part of an effective strategy to enhance and expand the open space on each block, the current update only applies to the Secondary Plan, and policies around open space for each block will need to be incorporated into the final plan.

The revised proposal includes the addition of two new Major Open Spaces identified in West Campus on Attachments 9 and 10, where major growth and change is proposed. This better ties the creation of large new open spaces to areas targeted for significant infill development. However, the proposed policies associated with these new spaces

would allow too much flexibility in their implementation, design and function. For example, one space could be located partly on the ground-level and partly spread across terraces and roofs. While rooftop space can support and enhance the public realm, it should not supplant the primacy of ground-level open space that is more welcoming and accessible over time. Also, based on the policies and design guidelines, it is unclear that these would be comfortable, usable and high-quality spaces. The policies and guidelines appear to be structured first around the desired built form rather than establishing public realm objectives upfront. Planning for these blocks should be driven first by the provision of the new Major Open Space, with built form considerations coming after establishing the vision and goals for the open space.

Staff want to ensure that policies and guidelines will result in the overall enhancement and expansion of the public realm and network of spaces, and include a vision for the character of these spaces. Direction to expand the public realm will be incorporated into policies in addition to maintaining and enhancing it. Intensification of any area would require consideration that space for additional parks and open spaces be provided. This is particularly important for the Secondary Plan area given that the parks and open spaces are a character-defining element of the area. As this type of character is important to reinforce as change occurs, expansion of parks and open space should be a primary policy goal. While this has been partly addressed in the revised proposal, it should be further developed.

The proposed map shown on Attachment 10 is intended to represent the area's public realm network and guide changes to the network over time. The proposal seeks to maintain those spaces that are shown on map. These spaces have generally been maintained from the initial proposal, but the existing spaces shown on the map as University Major Open Spaces and that are identified as the Robarts Library Lawns (along Huron Street on both the north and south sides of the building) and the New College Courtyard have been added to the map. In order to better reflect the existing character of the area and more clearly direct where development should and should not occur, additional elements of public realm should be mapped. This would help the proposal better meet the intent of provincial policy direction, and conform with and expand upon the goals of the existing Official Plan and new Downtown Plan. The intention is not to identify every part of the area outside of building footprints as part of the protected public realm and open space network, but the revised proposal does not reflect the reality of existing important open spaces and connections across the area. For example, courtyards, significant setback areas and other open spaces on and around heritage properties should be added to the map.

The configuration and function of some existing open spaces across the area should be allowed to evolve over time if the changes result in an overall improvement to the public realm. However, the revised proposal still lacks a suitable strategy to ensure these changes do not result in a loss in both the quantity and quality of open space. Clear and direct criteria should be developed against which proposals will be evaluated to ensure open space is provided and that it contributes to larger network of open spaces across the area.

The previously proposed map that identified the network of Significant Open Spaces that would be enhanced over time and protected from potential negative impacts of development in surrounding areas has been eliminated in the revised proposal. This map was consistent with Map 20-2 of the existing Secondary Plan, which shows the same Significant Open Spaces. The Significant Open Spaces include the existing network of historic open spaces such as 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. Discrete portions of these spaces are instead represented on the proposed map on Attachment 10. While the proposed map on Attachment 10 may capture the central components of these spaces, it does not have the same effect through graphical representation in conveying the importance of the space to the area and surrounding city. These spaces form the core of the network of open spaces that define the dominant image and character of the area in people's minds.

Policies and guidelines in the plan will enhance the network of open spaces over time and protect them from potential negative impacts due to new development, such as shadows. Through policy 9.18, the Downtown Plan limits shadows on Queen's Park and the Legislative Building grounds by stating that development will not cast net-new shadow as measured from March 21st to September 21st from 10:18 a.m. – 4:18 p.m. on this open space. The Secondary Plan will expand on the policies of the Downtown Plan in identifying other parks and open spaces that will be protected from increased shadowing from new development.

The plan will include direction to provide public access to the public realm network across the area. Public access to most spaces currently exists, but it became clear through the public engagement process that not all people feel welcome in the area and it is not clear that spaces are accessible.

Views and Vistas

The revised proposal identifies a number of additional views, which would be protected through the policies of the proposed Secondary Plan. The proposed views that would be protected would be added to those already identified in the Official Plan. Further analysis will be undertaken to identify any additional views that should be captured in the plan.

While the revised Front Campus Panorama view policies proposed for the area in and around King's College Circle provide some additional detail on the intention of the policies in seeking to maintain the large landscaped open space and picturesque arrangement of generally low-scale buildings that create a contrast to the taller and denser area beyond, it is unclear what these policies would achieve. More explicit and direct policy language should be incorporated to address the mid-ground and background conditions.

Staff have identified that the proposed block envelopes along Spadina Avenue would intrude into the Knox College silhouette view protected through OPA 368 outlined above in this report, which, though under appeal, has been adopted by City Council as an identified view from the public realm of the designated heritage resource that is to be

conserved. If the proposed development intrudes into the Knox College silhouette, it would not have regard to relevant matters of provincial interest in the *Planning Act*, would not be consistent with the PPS and would not conform with the Growth Plan or the Official Plan.

Heritage

The revised proposal maintains the concept to establish Character Areas, each with distinct attributes including shared histories, architectural and landscape features and patterns of development, based on the recommendations of the Cultural Heritage Resource Assessment submitted in support of the proposal. Proposed policies and design guidelines are intended to ensure that new development and public realm initiatives across the campus respect and reinforce the attributes of each Character Area. Staff support the overall approach to establish Character Areas and Sub-Areas in the Secondary Plan. Staff want to ensure that the Secondary Plan area is appropriately assessed to understand its significance as a cultural heritage landscape in a way that can inform the development of policies and guidelines in the plan. A cultural heritage landscape is defined by the PPS, Growth Plan and Official Plan as a geographical area that may have been modified by human activity and is identified as having cultural heritage value or interest by a community, including an Aboriginal community. The area may involve features such as structures, spaces, archaeological sites or natural elements that are valued together for their interrelationship, meaning or association.

While the proposed Character Areas remain generally consistent with the original proposal, the boundaries of the North Campus Character Area have expanded to the south to include additional lands formerly included within the Historic Campus Character Area and a new Bay Street Corridor has been carved out of the former Historic Campus Character Area along the eastern boundary of the area. It is unclear to staff what informed these changes and how this aligns with the original direction of the Cultural Heritage Resource Assessment, which resulted in the originally recommended Character Areas and the proposed boundaries. The position and purpose of the Character Areas is less clear in this iteration of the proposal based on these revisions.

In addition to assessing the Secondary Plan area on an area-wide basis and through the development of Character Areas and Sub-Areas, part of the update to the Secondary Plan also involves identifying heritage resources in the area, and ensuring appropriate policies and guidelines are in place to conserve those heritage resources. The Cultural Heritage Resource Assessment includes an inventory and evaluation of all University-owned properties on the campus. Based on the identification and analysis of Character Areas and Sub-Areas, a preliminary classification was undertaken by the applicant of each property to determine the nature of its role and contribution to its proposed Character Area. The process classified properties as Landmarks, Character-Defining Resources, Character-Supporting Resources or as having no status. Based on this proposed classification approach, 45 properties were identified as Landmarks or Character-Defining Resources, and of these, four properties were recommended for inclusion on the Heritage Register.

The overall use of a Character Area-based approach to the campus, informed by the Cultural Heritage Resource Assessment, is appropriate and desirable as an organizing principle at a high level. However, staff identified that certain properties that may not have been identified to merit inclusion on the Heritage Register using this proposed approach, but that may otherwise merit listing or designation under a more standard evaluation framework (*Ontario Heritage Act Regulation 9/06*), require evaluation.

Additional evaluations of individual buildings were undertaken by the applicant to determine their design, historical and contextual value. As a result, four additional properties are now recommended for inclusion on the City's Heritage Register based on their individual heritage value. The eight buildings currently recommended by the applicant for inclusion on the Heritage Register are as follows:

- 230 College Street
- Graduate Students' Union
- Medical Sciences Building
- New College
- Edward Johnson Building
- Innis College
- Galbraith Building
- Varsity Arena

City Planning staff have reviewed the material submitted by the University in support of the application, and Heritage Preservation Services staff have begun to identify built heritage resources and cultural heritage landscapes within the area. This analysis will inform the development of public realm policies and Urban Design Guidelines, and may result in the inclusion of individual properties and cultural heritage landscapes on the City's Heritage Register. This evaluation applies to all properties in the Secondary Plan area, and not just to University-owned properties. Properties identified on the map in Attachment 7 as having potential cultural heritage value or interest will be evaluated for possible inclusion on the City's Heritage Register in addition to the eight properties recommended for inclusion by the applicant.

Properties currently listed on the City's Heritage Register will be conserved in accordance with relevant legislation, including the Official Plan's heritage conservation policies, the *Ontario Heritage Act*, and the PPS, and with regard to the Council-adopted *Standards and Guidelines for the Conservation of Historic Places in Canada*. New development and alterations within the area will respect, conserve and maintain the integrity of existing and potential heritage resources. Heritage Impact Assessments will be required for development applications that affect existing and potential heritage properties identified on the map in Attachment 7.

Policies and guidelines have been proposed by the applicant for certain buildings that are considered important components of the campus or a particular Character Area's identity, but that the applicant does not consider as warranting inclusion on the City's Heritage Register. The revised proposal includes these policies as part of the Character Area-

Specific Policies, and the Urban Design Guidelines propose further guidance for each building.

The development of heritage conservation policies and guidelines for buildings determined by the applicant not to warrant inclusion on the Heritage Register is not an appropriate policy approach for conserving potential heritage resources. It is not appropriate to develop heritage conservation policies for properties that are not included on the Heritage Register. Staff want to ensure that any policies related to the conservation of heritage resources or potential heritage resources conform to Official Plan heritage policies and are consistent with the direction of provincial regulations.

The Secondary Plan will provide an updated understanding of the heritage character of the area through cultural heritage landscape assessment, the development of Character Areas and Sub-Areas, the preparation of Urban Design Guidelines and an updated list of buildings to include on the Heritage Register. Staff acknowledge that the area's heritage character will continue to evolve and as such, the plan will be drafted in a way that will not prevent additional properties from being listed or designated in the future. As development is proposed, conservation strategies will be developed for properties that are either listed or designated at that time, based on applicable heritage policies and guidelines. Staff want to ensure that the Secondary Plan policies and guidelines are nimble enough that new properties can be identified over time and be accommodated for in the plan, and that appropriate new development that complements and sensitively incorporates heritage resources can occur.

Built Form

Built form refers to the physical attributes of buildings, such as their scale, shape, height, width and spatial relationship to other buildings or elements. Policies and guidelines will be developed at area-wide and block-specific scales.

Consistent with provincial and municipal policy direction, the City encourages the University and other institutions in the area to continue to grow and change, which involves identifying space for new development in the area through the plan. The revised policies identify the West Campus, South Campus, North Campus, St. George Infill, Discovery District, and Bay Street Corridor Character Areas, as well as the western and southern edges of the Huron Sussex Character Area as areas that can accommodate development of a mid-scale institutional form, generally up to 12 institutional storeys, along with taller elements in certain locations. This is further developed through the revised Urban Design Guidelines, which seek to establish block-wide massing envelopes, within which a range of possible development scenarios could occur. This overarching scale of development proposed for each block would be shaped and sculpted by development criteria, public realm considerations and Character Area attributes.

Positive aspects of the revised proposal include a general reduction in the heights of base buildings that would more appropriately relate to their context and better proposed transitions from base building components to mid-scale and taller building elements. These base building conditions and transitions to higher building elements better

acknowledge the varied contexts along and between streets in the area, such as the presence of heritage buildings, parks and open spaces. Staff do have some concern with how the variety of base building heights and transitions to higher scale building components may be implemented on each street and want to ensure the plan will result in comfortable and harmonious relationships along streets in the area as the final version of the plan is formed.

The revised design guidelines also provide greater certainty through specifying maximum floorplate sizes and minimum separation distance between taller building elements, but further evaluation is required to ensure these are appropriate, particularly as institutional uses often require larger floorplates that can result in greater impacts on the public realm than can result from slimmer building profiles.

Again, the major staff concern with the revised proposal is that the plan still does not appropriately balance flexibility to accommodate new development with certainty about protecting the character-defining elements of the area and managing change to limit potential negative impacts on surrounding areas. Staff acknowledge that the proposed "block envelopes" in the Urban Design Guidelines do not represent building footprints and the revised proposal does apply a better range of policies and guidelines that would somewhat limit and shape the development that could possibly occur within the proposed envelope, but the concept of a block-wide envelope is challenging to support without a robust and clear development strategy based on strong heritage and public realm policies and guidelines. Staff are concerned that the proposed "block envelopes" could create unrealistic expectations in terms of development potential and would make the application of other policies unnecessarily challenging.

The plan should establish criteria and performance standards that will ensure new development is sensitive, context-appropriate and minimizes potential negative impacts on surrounding areas. Built form considerations should flow from and be conditional upon meeting clear and robust policies around elements such as conserving heritage resources; protecting views and vistas; enhancing and expanding the public realm, including the provision of open space, mid-block connections and setback areas; restricting shadows on the public realm; identifying areas and features that require building transition in terms of height, scale, setback and stepback; building mass, articulation and separation; pedestrian comfort, safety and accessibility; and other development criteria that would together establish three-dimensional areas within which new development could occur once all other considerations have been addressed. In doing so, the plan could avoid maintaining the existing outdated site-specific building envelopes, but would still provide a higher degree of certainty around what can be considered appropriate across the area. The plan should establish unambiguous and common expectations for the potential scale and magnitude of change across the area upfront through precision in policy and guidelines. While the University's revised proposal moves closer to this direction in policies and guidelines, the proposed criteria are not as clear as would be needed, and the proposed graphics may not reflect the perceived intention of those criteria.

Staff remain concerned with the overall scale of development proposed and where it has been deployed across the area. The policy direction establishes that many areas across the area can accommodate mid-scale buildings of 12 institutional storeys or approximately 48 metres. This scale represents a significant increase in height across much of the area and is not appropriate as a foundational height. Additionally, while staff do think that there are some sites in the area that may be able to accommodate tall buildings, these are the exception in the area and must meet stringent development criteria in order to be considered. For example, while the overall height of several taller elements have been reduced and one tall building proposed along St. George Street has been eliminated, the number of taller elements proposed along Huron Street remains a concern given that this street has been identified as needing improvement. It is unclear how the addition of a number of towers along the street would address the concerns raised through the public engagement process. The addition of taller building elements is a particularly sensitive matter, which requires clear and concise policy direction that leaves little room for interpretation. The plan will establish where taller building elements may occur, require a contextually appropriate design and define how any potential negative impacts will be minimized.

Housing

The Official Plan broadly speaks to providing a diversity of housing and this direction is expanded upon in the Downtown Plan, which includes policies about unit sizes, configuration and number of bedrooms, among other matters. Though these housing policies would appropriately apply to the area where residential dwelling units are proposed, additional policies to address institutional housing needs specific to the area will be incorporated into the plan to provide direction on appropriate housing options to meet the needs of the campus population.

The University faces a pressing need for additional student and faculty housing. Increased demand for student housing has been identified at approximately 2,300 additional beds by 2020. A goal of the University is to substantially increase institutional housing on campus.

While the revised proposal includes housing policies specific to the campus, additional policies should be included to address the provision of a range of institutional housing. The immediate residence space demand identified by the University should be addressed as a policy in the Secondary Plan. Potential locations for student and university-related housing should be acknowledged in the plan. The plan should also contain a policy which identifies that a housing strategy will be completed to address housing demand from 2020 onwards, with the trigger for completion of this strategy tied to the approval of any application for an institutional residence in the Secondary Plan area subsequent to the date of Council approval of the Secondary Plan.

Boundaries

The existing boundaries of the Secondary Plan remain largely appropriate given the range of studies and initiatives that have either recently been completed or are underway to update the policy framework in the vicinity of the Secondary Plan area.

The Bloor Street West corridor in the north is addressed through Site and Area Specific Policy 334, which was originally created in 2009 and amended in 2017. This policy and the accompanying Urban Design Guidelines provide direction for development along the Bloor Corridor. Bay Street and areas east of the irregular eastern boundary of the Secondary Plan area are addressed through the North Downtown Yonge Site and Area Specific Policy 382, adopted in 2013. Further, the development of a new Site and Area Specific Policy for the Bloor-Yorkville area to the northeast of the Secondary Plan area is anticipated to be completed in 2019, which will strengthen and refine the area's planning framework that guides its growth and change. College Street to the south is addressed through OPA 379, which guides development on the north and south sides of College Street west of McCaul Street and on properties north of College Street fronting onto Spadina Avenue up to Spadina Crescent. To the west, staff will undertake the Spadina Avenue Built Form Study, which will identify ways to refine the planning framework in the area and establish a vision for future development and the public realm that builds upon the character of Spadina Avenue. Additionally, the new Downtown Plan and accompanying Infrastructure Strategies apply to the entire area, providing an updated planning framework in addition to the underlying Official Plan policies, which also continue to apply.

While the University has purchased properties outside of the Secondary Plan area, any future development of those lands will be guided by the updated applicable planning framework and it is not necessary to expand the Secondary Plan boundaries to capture those lands. The current boundaries have been informed in part by the existing heritage and landscape character of the area and the predominance of existing institutional uses, which necessitates the need for an additional layer of policies to help guide change in this unique part of the city that is distinct from surrounding areas.

One area where the Secondary Plan boundary would be appropriate to change is at Matt Cohen Park, which sits just outside of the northwest corner of the area and is contiguous with the adjacent University-owned block. The boundary of the Secondary Plan should be formally adjusted to include this public park, as the policies and guidelines of the updated plan should logically apply to a park that is directly connected to a large institutional block.

The above sets of issues highlight the main components and direction of the plan, but are not exhaustive. Additional issues will be identified through the further review of the application, agency comments and the ongoing public engagement process.

Next Steps

City staff will continue to work with the University, other landowners in the area and relevant community stakeholders to develop a Secondary Plan and Urban Design Guidelines. Heritage Preservations Services staff will evaluate the potential heritage resources identified on Attachment 7 to determine if they merit inclusion on the City's Heritage Register, and identify any additional heritage resources including potential heritage landscapes. A report from staff on the results of the heritage evaluation is anticipated in the first quarter of 2019. A Statutory Public Meeting under the *Planning*

Act will be held once the draft Secondary Plan and Urban Design Guidelines are prepared. Staff will ultimately draft the final versions of these instruments and anticipate that they will be available in the first quarter of 2019.

While staff will continue to meet with the University to discuss further revisions to the proposal, staff will also continue to meet with other owners in the area to ensure that the policies and guidelines of the plan can be appropriately applied to all properties in the area beyond the University-owned lands.

Conclusion

This report sets the stage for the development of a new plan for the area. As the application review and public engagement processes have progressed, it has become clear that staff, the University and the broader community share principles for the area. The foundation of the proposed Secondary Plan will be the heritage and public realm matters that are based on the existing collection of significant heritage properties set in a landscape of interconnected parks and open spaces of varying sizes, types and configurations that together define the character of the area. This is articulated in the guiding principles for the area, which build on this underlying foundation to direct future change in the area.

Staff will continue to work internally and externally with the University, institutions, government groups and representatives, owners and the broader community to resolve the staff and community concerns identified in this report, and develop a final version of a new Secondary Plan and Urban Design Guidelines for the area that is consistent with the PPS, conforms with the Growth Plan and Official Plan, and establishes a long-term vision for the area that will meet the needs of local institutions while protecting the existing character of the area that makes it such an iconic part of the city.

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SIGNATURE

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ATTACHMENTS

Attachment 1: University of Toronto Secondary Plan Area

Attachment 2: Official Plan – Land Use Designations

Attachments 3-6: Zoning

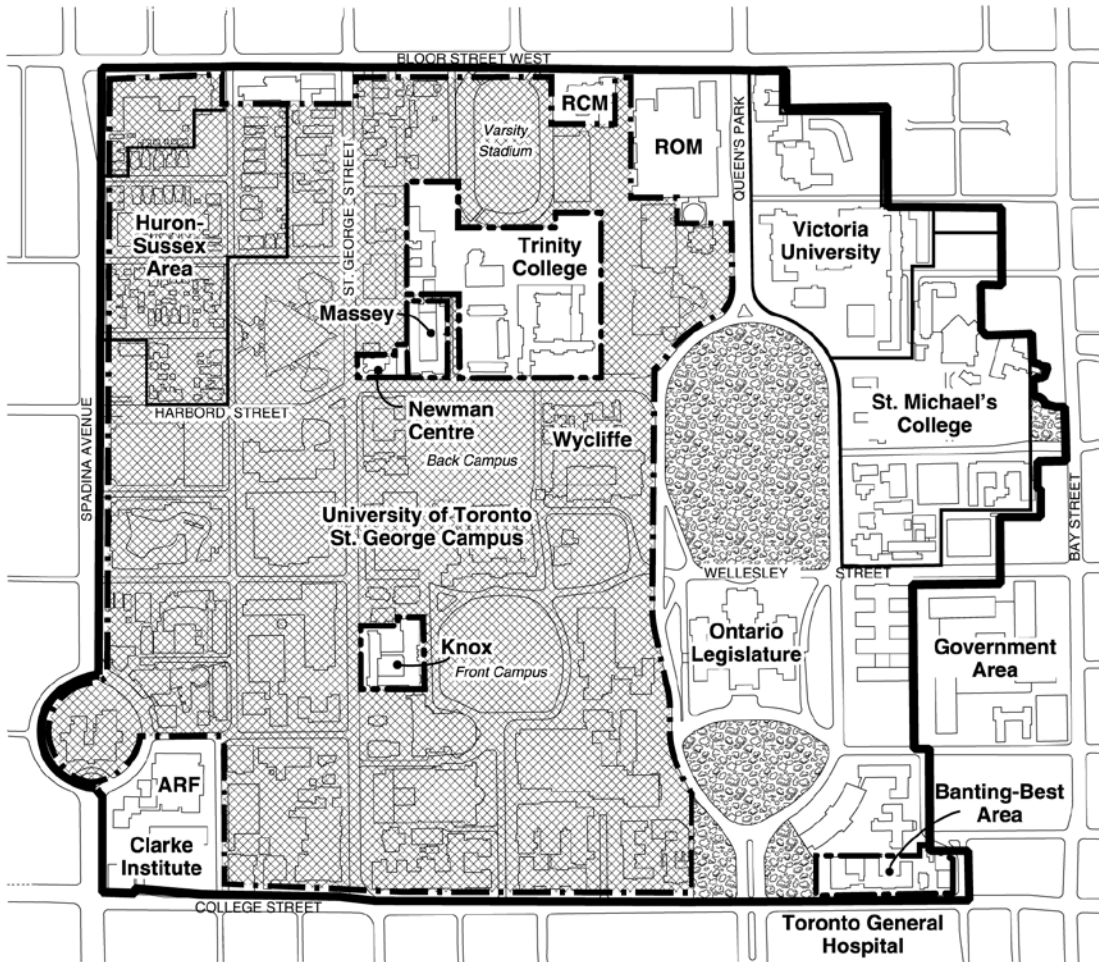
Attachment 7: Heritage Inventory for the University of Toronto St. George Campus
Secondary Plan





Attachment 8: Proposed Character Areas and Sub-Areas

Attachment 9: Proposed Structure Plan

Attachment 10: Proposed Public Realm and Open Space Plan

Attachment 1: University of Toronto Secondary Plan Area



-  Secondary Plan Boundary
-  U of T Master Plan Area (St. George Campus)
-  Subareas
-  Parks and Open Areas

- ARF** Addiction Research Foundation
- RCM** Royal Conservatory of Music
- ROM** Royal Ontario Museum

Note:
Properties of Knox College, Massey College,
Trinity College and the Newman Centre are not
included in the University of Toronto Master Plan

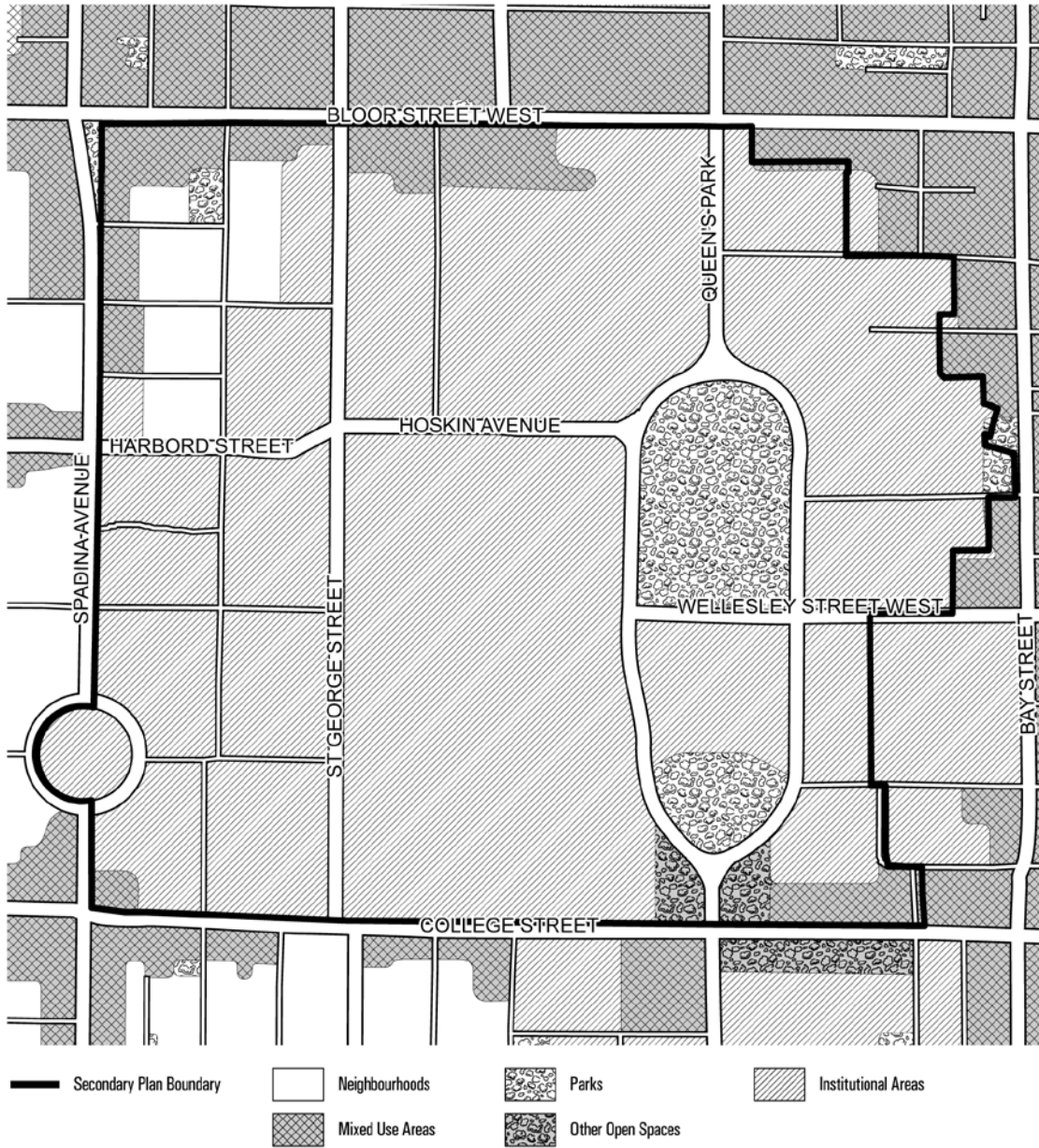
Map 20-1 Area Institutions and Subareas

UofT St. George Campus Secondary Plan

Not to Scale 
October/2009

File # 16 221931 STE 20 0Z

Attachment 2: Official Plan – Land Use Designations



Land Use Map

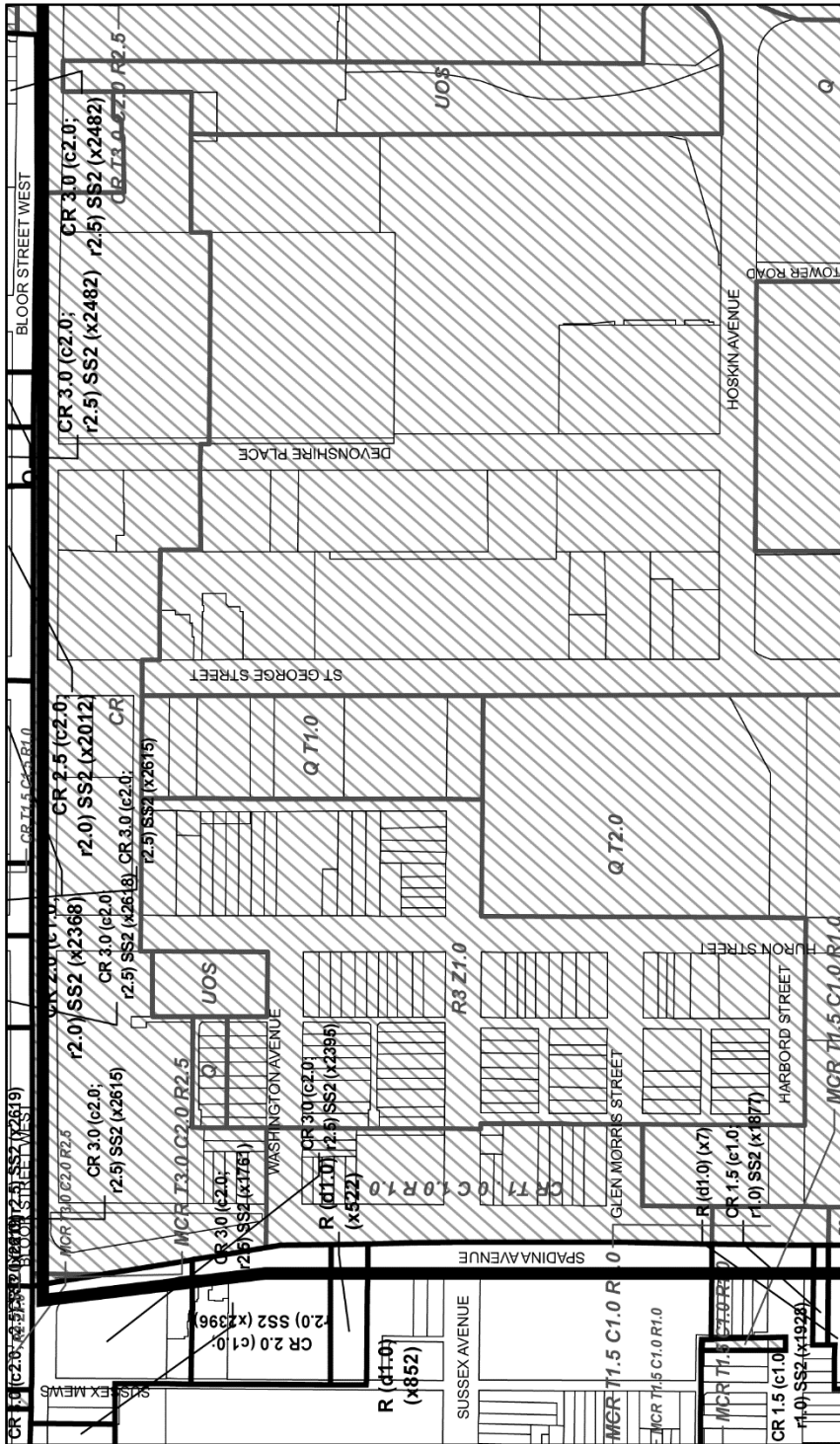
UofT St. George Campus Secondary Plan

Not to Scale
05/30/2018






File # 16 221931 STE 20 0Z

Attachment 3: Zoning



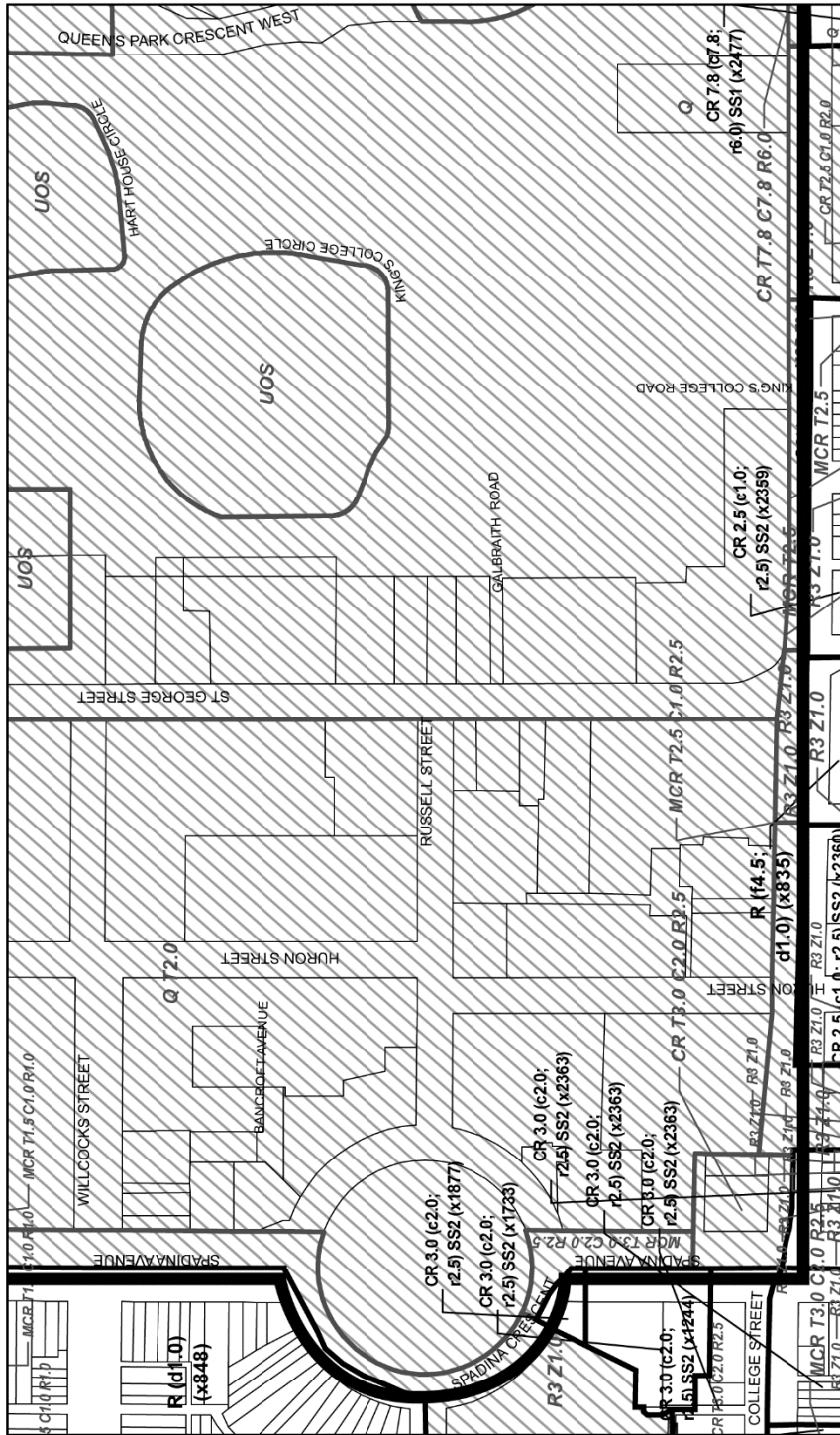
Toronto City Planning
Zoning By-Law No. 569-2013 (Map 1 of 4)
 U of T St. George Campus
 File # 16 221931 STE 20 0Z

- See Former City of Toronto By-Law No. 438-86
-  Residential District
 -  Mixed-Use District
 -  M/CR Mixed-Use District
 -  Q Mixed-Use District
 -  G Parks District
 -  UOS Parks District

- Location of Application
-  R Residential
 -  CR Commercial Residential
 -  O Open Space

↑
 Not to Scale
 Extracted: 11/24/2016

Attachment 5: Zoning



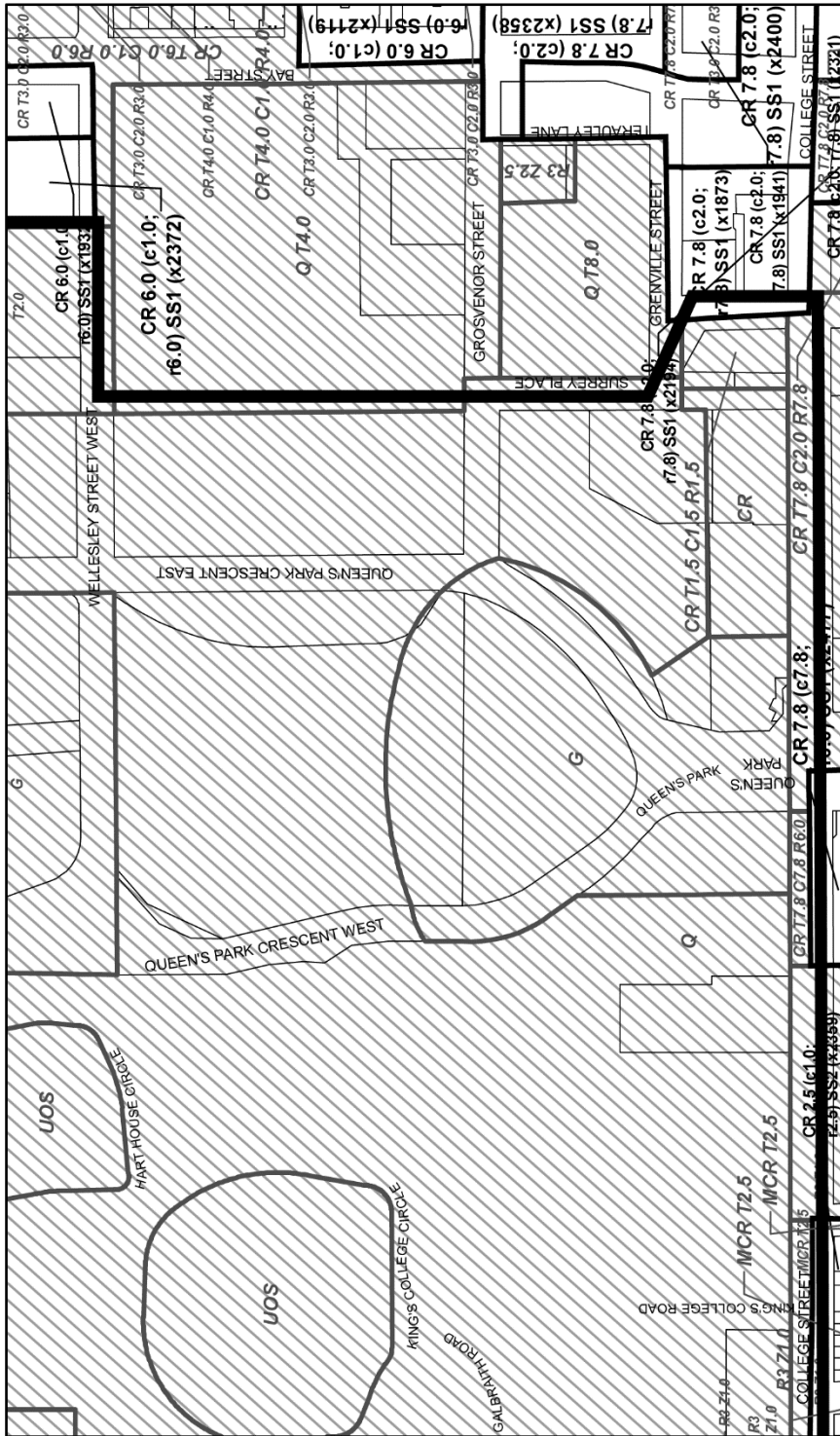
Toronto City Planning
Zoning By-Law No. 569-2013 (Map 3 of 4)
U of T St. George Campus
File # 16 221931 STE 20 0Z

- 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 6: Zoning



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

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

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

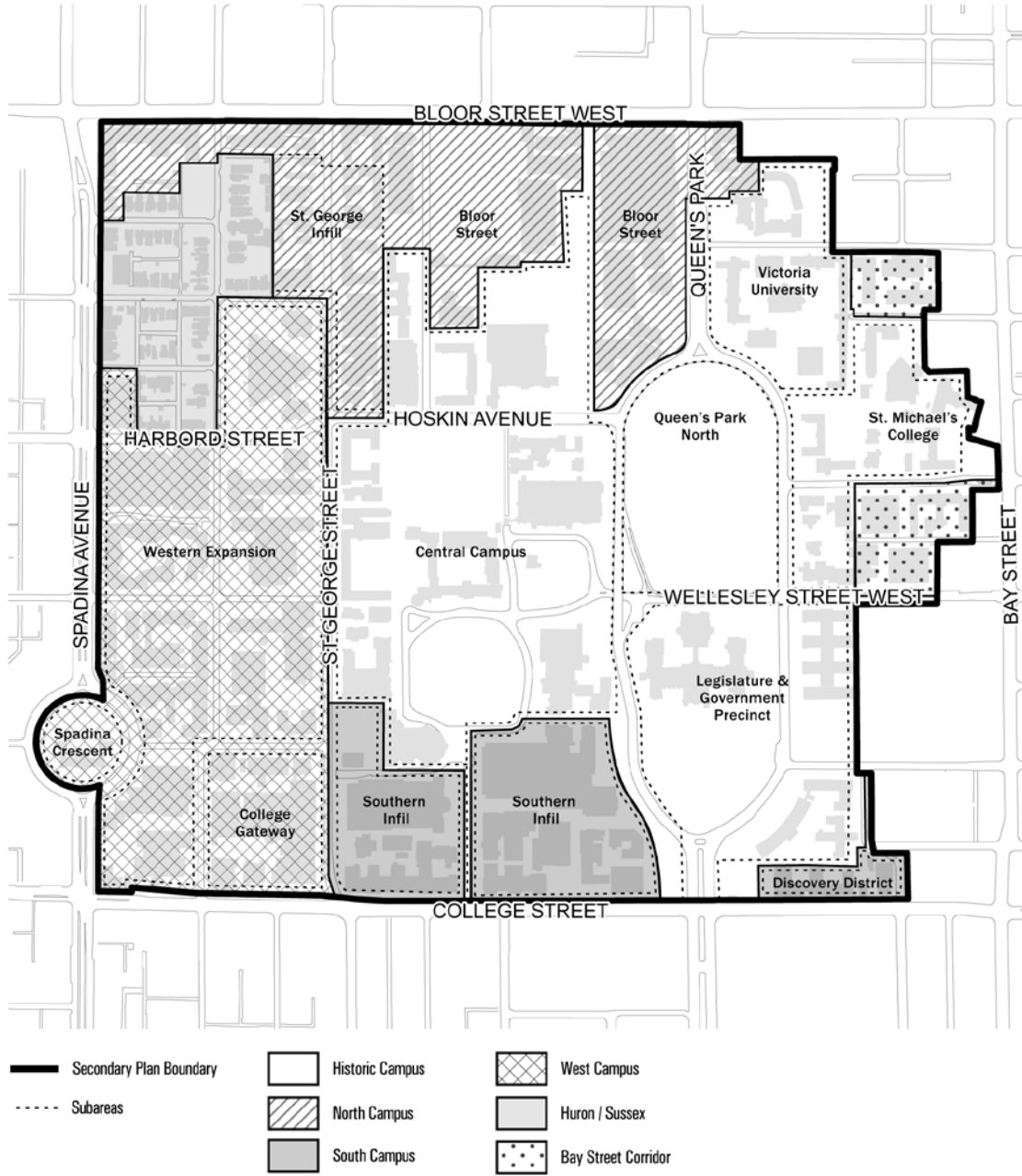


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**Attachment 7: Heritage Inventory for the University of Toronto St. George Campus
Secondary Plan**

To be available prior to the July 4, 2018 Toronto and East York Community Council
Meeting

Attachment 8: Proposed Character Areas and Sub-Areas



Character Areas and Sub-Areas

UofT St. George Campus Secondary Plan


Not to Scale
05/28/2018



File # 16 221931 STE 20 0Z

Attachment 9: Proposed Structure Plan



- | | | |
|---|--|--|
|  Secondary Plan Boundary |  Proposed University Major Open Space |  Existing Midblock Connections |
|  Key Streets |  Potential Pedestrian Crossings |  Potential Midblock Connections |
|  Parks & University Major Open Space | | |

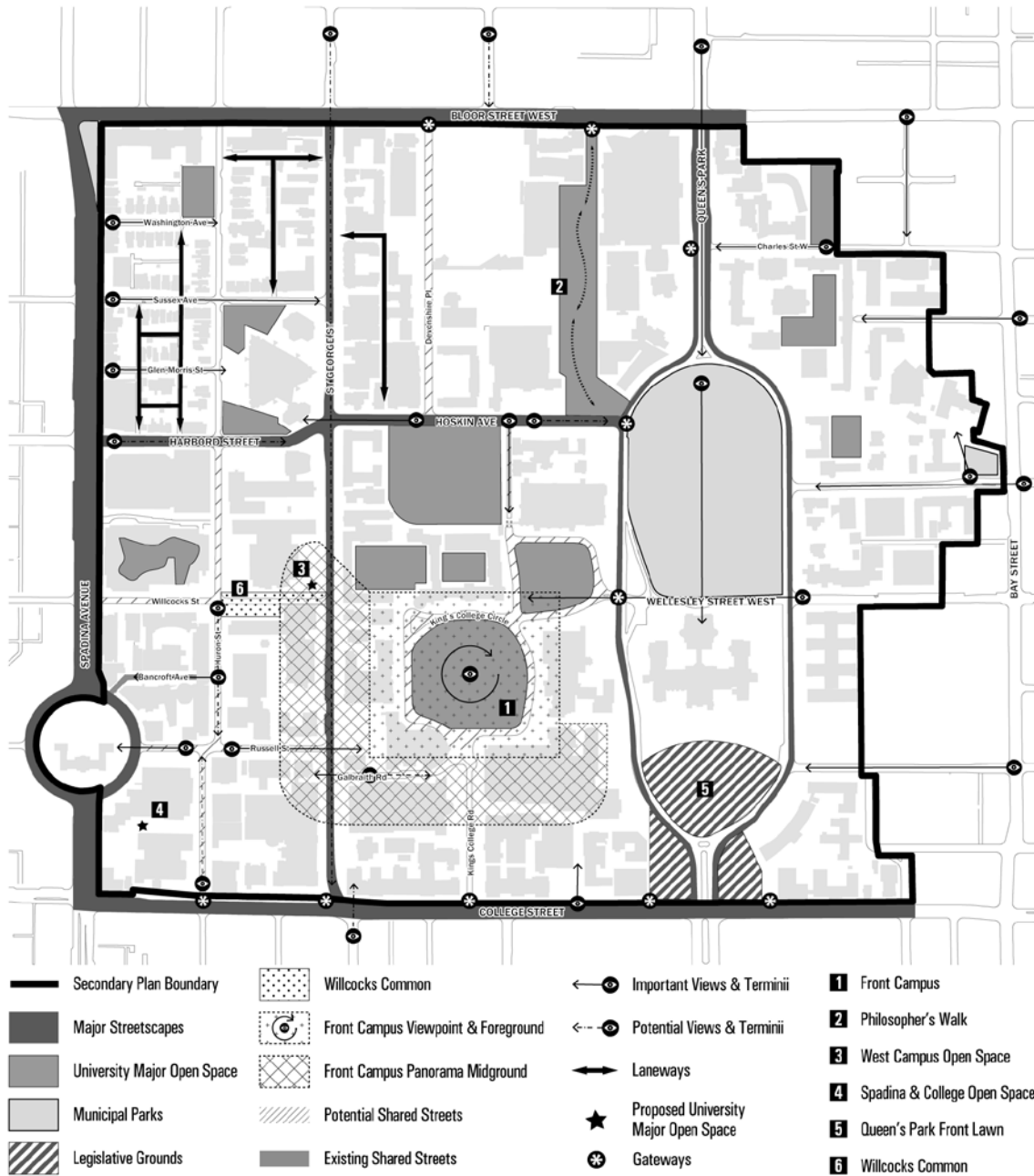
Structure Plan

UofT St. George Campus Secondary Plan

Not to Scale
05/29/2018 

File # 16 221931 STE 20 0Z

Attachment 10: Proposed Public Realm and Open Space Plan



Public Realm and Open Space

UofT St. George Campus Secondary Plan

Not to Scale
05/28/2018

File # 16 221931 STE 20 02