

112 College Street – Zoning Amendment Application – Preliminary Report

Date: January 25, 2019

To: Toronto and East York Community Council

From: Director, Community Planning, Toronto and East York District

Ward: Ward 11 - University-Rosedale

Planning Application Number: 18 260298 STE 27 OZ

Notice of Complete Application Issued: November 23, 2018

Current Uses on Site: Five-storey institutional building with surface parking and loading at the rear on the eastern portion of the site and a landscaped open space on the western portion of the site.

SUMMARY

This report provides information and identifies a preliminary set of issues regarding the application located at 112 College Street. Staff are currently reviewing the application. It has been circulated to all appropriate agencies and City divisions for comment. Staff will proceed to schedule a community consultation meeting for the application with the Ward Councillor.

RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff schedule a community consultation meeting for the application located at 112 College Street together with the Ward Councillor.
2. Notice for the community consultation meeting be given to landowners and residents within 120 metres of the application site, and to additional residents, institutions and owners to be determined in consultation with the Ward Councillor, with any additional mailing costs to be borne by the applicant.

FINANCIAL IMPACT

The recommendations in this report have no financial impact.

ISSUE BACKGROUND

Application Description

This application proposes to amend the zoning by-law provisions for the property at 112 College Street to permit a 13-storey (65 metres, including mechanical penthouse) institutional building with a gross floor area of approximately 17,588 square metres. The proposed development has a trapezoidal footprint and pyramidal form that gradually tapers inward on all four sides, resulting in incrementally shrinking floorplates. The building elevations include irregularly-spaced outdoor terraces within stepped back notches that bisect the building on a northwest and southeast diagonal that wrap around the corner portions of the building. Eleven below-grade vehicle parking spaces and 84 bicycle parking spaces are proposed. The building would contain assembly and meeting rooms, work areas, and offices. The existing building on the site would be demolished.

Detailed project information is found on the City's Application Information Centre at:

<https://www.toronto.ca/city-government/planning-development/application-information-centre/>

See Attachments 1 and 2 of this report for a three dimensional representation of the proposal in context and Attachment 4 of this report for the proposed Site Plan.

Provincial Policy Statement and Provincial Plans

Land use planning in the Province of Ontario is a policy led system. Any decision of Council related to this application is required to be consistent with the Provincial Policy Statement (2014) (the "PPS"), and to conform with applicable Provincial Plans which, in the case of the City of Toronto, include: the Growth Plan for the Greater Golden Horseshoe (2017) and, where applicable, the Greenbelt Plan (2017). The PPS and all Provincial Plans may be found on the Ministry of Municipal Affairs and Housing website.

Toronto Official Plan Policies and Planning Studies

The City of Toronto Official Plan is a comprehensive policy document that guides development in the City, providing direction for managing the size, location, and built form compatibility of different land uses and the provision of municipal services and facilities. Authority for the Official Plan derives from the Planning Act of Ontario. The PPS recognizes the Official Plan as the most important document for its implementation. Toronto Official Plan policies related to building complete communities, including heritage preservation and environmental stewardship may be applicable to any application. Toronto Official Plan policies may be found here:

<https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/>

The subject application is located on lands shown within the Downtown and Central Waterfront area on Map 2 and is designated Mixed Use Areas on Map 18 of the Official Plan, as shown on Attachment 5 of this report.

The application is subject to the University of Toronto Secondary Plan.

University of Toronto Secondary Plan Review

The site is within the University of Toronto Secondary Plan area, which is subject to an Official Plan Amendment application (File No.: 16 221931 STE 20 OZ) to establish a new University of Toronto St. George Campus Secondary Plan that would replace the existing Secondary Plan that was adopted in 1997. The purpose of the new Secondary Plan is to provide an updated policy framework that would manage change and guide new development in the area. The subject site is identified in the proposed Secondary Plan as a location for a new tall building. Additional information about the application may be found here: www.toronto.ca/planning/UofTSecondaryPlan.

On July 23, 2018, City Council adopted a Status Report on the University of Toronto St. George Campus - Official Plan Amendment, and endorsed a series of principles for the Secondary Plan Area, including:

- 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; and
- 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.

City Council's decision may be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.TE34.88>

City Council has not made a decision, as of the date of this report, to adopt an Official Plan Amendment to amend the University of Toronto Secondary Plan area. The existing University of Toronto Secondary Plan remains in force and effect.

TOcore: Planning Downtown

City Council adopted the Downtown Plan Official Plan Amendment (OPA 406), as amended, at its meeting of May 22-24, 2018. The Council decision is available here: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.PG29.4>.

Further, City Council authorized the City Planning Division to seek provincial approval of the OPA under Section 26 of the Planning Act, and enacted By-law 1111-2018 on July 27, 2018. The By-law is available here:

<https://www.toronto.ca/legdocs/bills/2018/bill1109.pdf>.

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.

Official Plan Amendment 352 – Updating Tall Building Setbacks Downtown

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.

Zoning By-laws

The site is zoned Commercial Residential (CR) in the former City of Toronto Zoning By-law 438-86, as amended. This zoning category permits a range of commercial, residential and institutional uses. The University has an area-specific zoning exception (12(2)310) in Zoning By-law 438-86, which establishes built form envelopes for sites identified in the Secondary Plan as having development potential. The envelope for the site has a maximum height limit of 33 metres.

The site is not subject to City of Toronto Zoning By-law 569-2013.

Design Guidelines

The following design guidelines will be used in the evaluation of this application:

- University of Toronto (Main Campus) Urban Design Guidelines
- City-Wide Tall Building Design Guidelines

The City's Design Guidelines may be found here: <https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/design-guidelines/>

Site Plan Control

The application is subject to Site Plan Control. A Site Plan Control application has not been submitted.

COMMENTS

Reasons for the Application

The proposal requires an amendment to the former City of Toronto Zoning By-law 438-86, as the proposed building does not conform to the permitted building envelope described in the area-specific Zoning By-law, and the proposed height of approximately

55 metres (65 metres including the mechanical penthouse) exceeds the 33 metre height permission.

ISSUES TO BE RESOLVED

The application has been circulated to City divisions and public agencies for comment. At this stage in the review, the following preliminary issues have been identified:

Provincial Policies and Plans Consistency/Conformity

- Evaluate the application against applicable Provincial Plans to establish the application's consistency with the PPS and conformity with the Growth Plan.
- Ensure the application has regard for matters of provincial interest in Section 2 of the Planning Act, including the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest, the adequate provision of employment opportunities, and the promotion of a 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.

Official Plan Conformity

- Ensure the application conforms with the Official Plan and Secondary Plan.
- The Official Plan identifies the site as an appropriate location for intensification in a form that is contextually appropriate and the land use designation permits a broad range of commercial, residential and institutional uses, in single use or mixed use buildings.
- The University of Toronto Secondary Plan identifies the property as a potential development site and establishes a built form envelope for the site. The Secondary Plan permits increases to the height and density of the potential development sites provided that the proposal fulfills the objectives of the Plan and Section 3 in particular, through the review of a Zoning By-law Amendment application. While this policy direction exists in the current Secondary Plan, the Plan is under review and the emerging policy direction for the site contemplates a tall building where one is now proposed. Staff anticipate preparing a Final Report for the new Secondary Plan and Urban Design Guidelines for the area in the second quarter of 2019.

Built Form, Planned and Built Context

- Assess the suitability of the proposed built form based on the planning framework for the area including Official Plan policies, the existing University of Toronto Secondary Plan, University of Toronto (Main Campus) Urban Design Guidelines, City-Wide Tall Building Design Guidelines, the Council-adopted Downtown Secondary Plan (OPA 406) and OPA 352, and the emerging direction of the new University of Toronto St. George Campus Secondary Plan.

- Evaluate whether the application is contextually appropriate and fits with the existing and planned context.
- Evaluate the position, height, massing, stepbacks and floorplate of the proposed building.
- Evaluate the appropriateness of the proposed cantilevered portions of the building.
- Determine appropriate relationships to adjacent properties, including rear and side yard setbacks and the resulting separation distance from adjacent properties. Given the proposed trapezoidal footprint and pyramidal shape of the building, setbacks from the property lines of the rectangular site are irregular and slightly increase as the building height increases. However, the northeastern portion of the building includes setbacks as small as 0.1 metres from the north property line, which would impact the building's relationship with adjacent properties. Additionally, a zero metre setback is proposed from the eastern edge of the property, which will impact the location, scale and massing of future phases of development on the block.
- Assess the impact on the public realm as a result of the proposed built form and, in particular, the adjacent public open space to the west of the site that contains the Ontario Fire Fighter's Memorial and an entrance to the Queen's Park Subway Station.
- Evaluate the wind and shadow impacts created by the proposal on the site and surrounding area. Of particular concern is the net-new shadow that would be cast on Queen's Park during the spring equinox.

Heritage Impact and Conservation

- Review the Heritage Impact Assessment submitted with the application to determine if the proposal will have an impact on the existing adjacent cultural heritage resources. The subject site is adjacent to the South Frost Building at 7 Queen's Park Crescent East to the north, which is a Provincially-Significant Heritage Property subject to Part III.1 of the Ontario Heritage Act, Surrey Place (Toronto Psychiatric Hospital building) at 2 Surrey Place to the northeast, which is listed on the City's Heritage Register, and the MaRS complex (Toronto General Hospital building) at 101 College Street to the south, which is designated under Part IV of the Ontario Heritage Act.
- As part of the update to the existing University of Toronto Secondary Plan, all properties in the area are being evaluated for their value as potential heritage resources. In July 2018, the existing building on the site, and the adjacent Banting Institute to the east at 100 College Street and South Frost Building at 7 Queen's Park Crescent East, were identified in the Status Report for the proposed Secondary Plan as having potential heritage value. City Council directed staff to bring forward a report on the potential inclusion of the properties on the Heritage Register and that, should an application be submitted for the sites identified as potential heritage resources in the meantime, a Heritage Impact Assessment would be required as part of the application submission requirements. Staff will review the applicant's

Heritage Impact Assessment to develop an appropriate approach to the existing potential heritage resource on the site and to determine if the proposal will have an impact on the adjacent potential heritage resources. Potential future phases of development on the block will be considered in determining how best to approach the existing and potential on-site and adjacent heritage context.

Open Space

- Evaluate the impact to the existing on-site landscaped open space that has functioned as a contiguous extension of the adjacent public landscaped open space to the west. As proposed, the development would result in the loss of the existing approximately 895 square metre on-site open space.
- Identify opportunities for the provision of additional open space on the site and in potential future phases of development of the block, with the aim to have development result in an enhanced and expanded public realm across the block.
- Evaluate the adequacy and suitability of the amount, location and design of the proposed outdoor open spaces, and their ability to be appropriately landscaped.
- Evaluate the suitability of the proposed pedestrian realm and the relationship of the building to the street, including analysis of the sufficiency of the proposed sidewalk width.

Tree Preservation

- Evaluate tree protection and injury mitigation measures as a result of the proposal and opportunities for new tree planting. The application is subject to the provisions of the City of Toronto Municipal Code, Chapter 813 Articles II (Street Trees By-law) and III (Private Tree By-law). The Arborist Report and Tree Preservation Plan submitted in support of the application indicate there are 35 trees both within and immediately adjacent to the subject site. Four trees in the municipal right-of-way, four trees on the site and one tree on an adjacent site that qualify for protection are proposed to be removed, and the remaining 26 trees are proposed to be preserved.

Infrastructure/Servicing Capacity

- Review the application to determine if there is sufficient infrastructure capacity to accommodate the proposed development.
- Review the Servicing Report submitted with the application, which is intended to evaluate the effects of the proposed development on the City's municipal servicing infrastructure and watercourses, and identify and provide the rationale for any new infrastructure and upgrades to existing infrastructure necessary to provide for adequate servicing to the proposed development.
- Review the Transportation Impact Study submitted with the application, which is to evaluate the effects of the development on the transportation network, and to

suggest any transportation improvements that are necessary to accommodate the travel demands and impacts generated by the development.

Toronto Green Standard

- Council has adopted the four-tier Toronto Green Standard (TGS). The TGS is a set of performance measures for green development. Applications for Zoning By-law Amendments and Site Plan Control are required to meet and demonstrate compliance with Tier 1 of the Toronto Green Standard. Tiers 2, 3 and 4 are voluntary, higher levels of performance with financial incentives. Tier 1 performance measures are secured on site plan drawings and through a Site Plan Agreement. Staff will review the TGS Checklist submitted by the applicant for compliance with the Tier 1 performance measures.

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

CONTACT

Paul Johnson, Senior Planner, Tel. No.416-397-0259,
E-mail: paul.m.johnson@toronto.ca

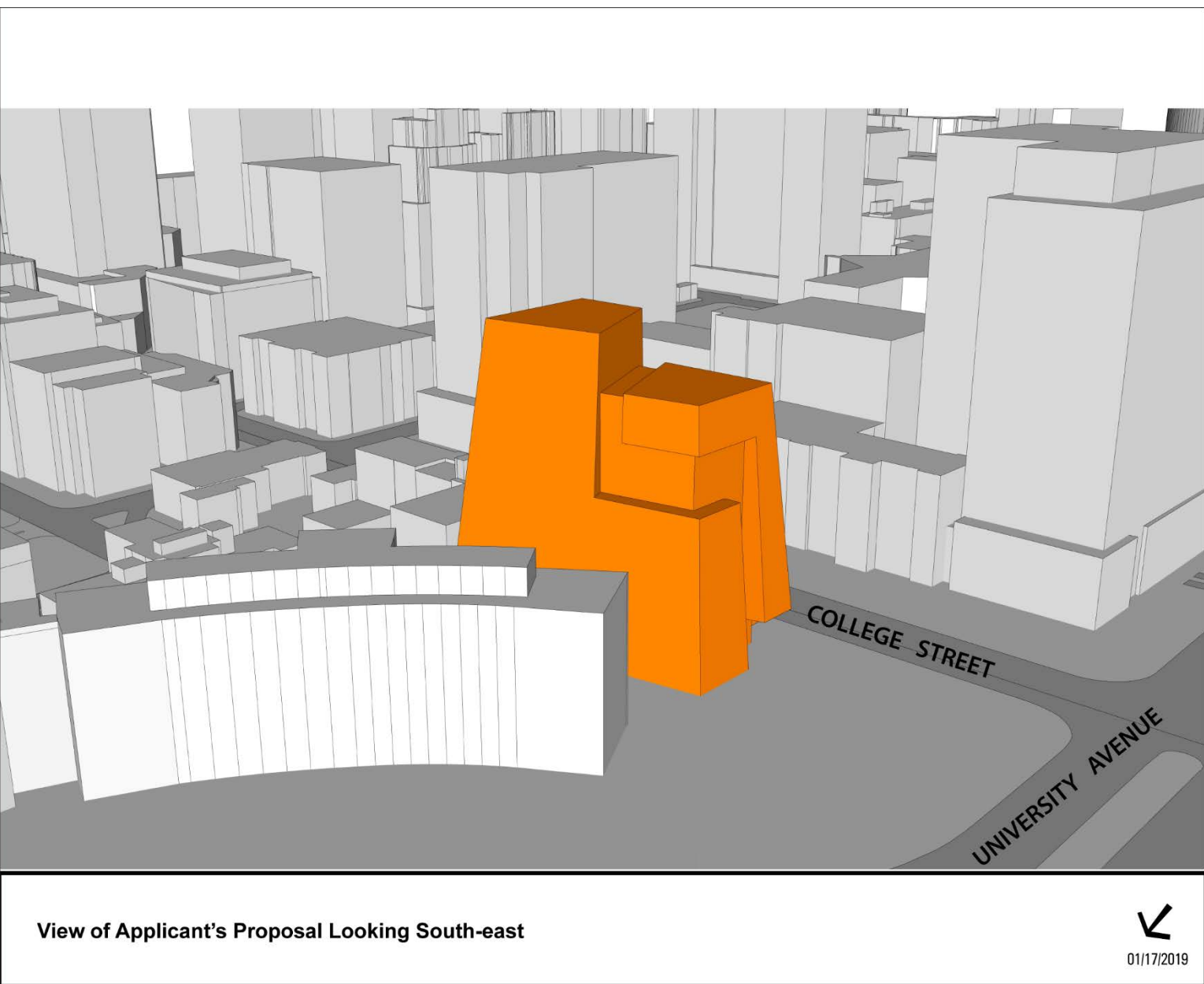
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Lynda H. Macdonald, MCIP, RPP, OALA
Director, Community Planning
Toronto and East York District

ATTACHMENTS

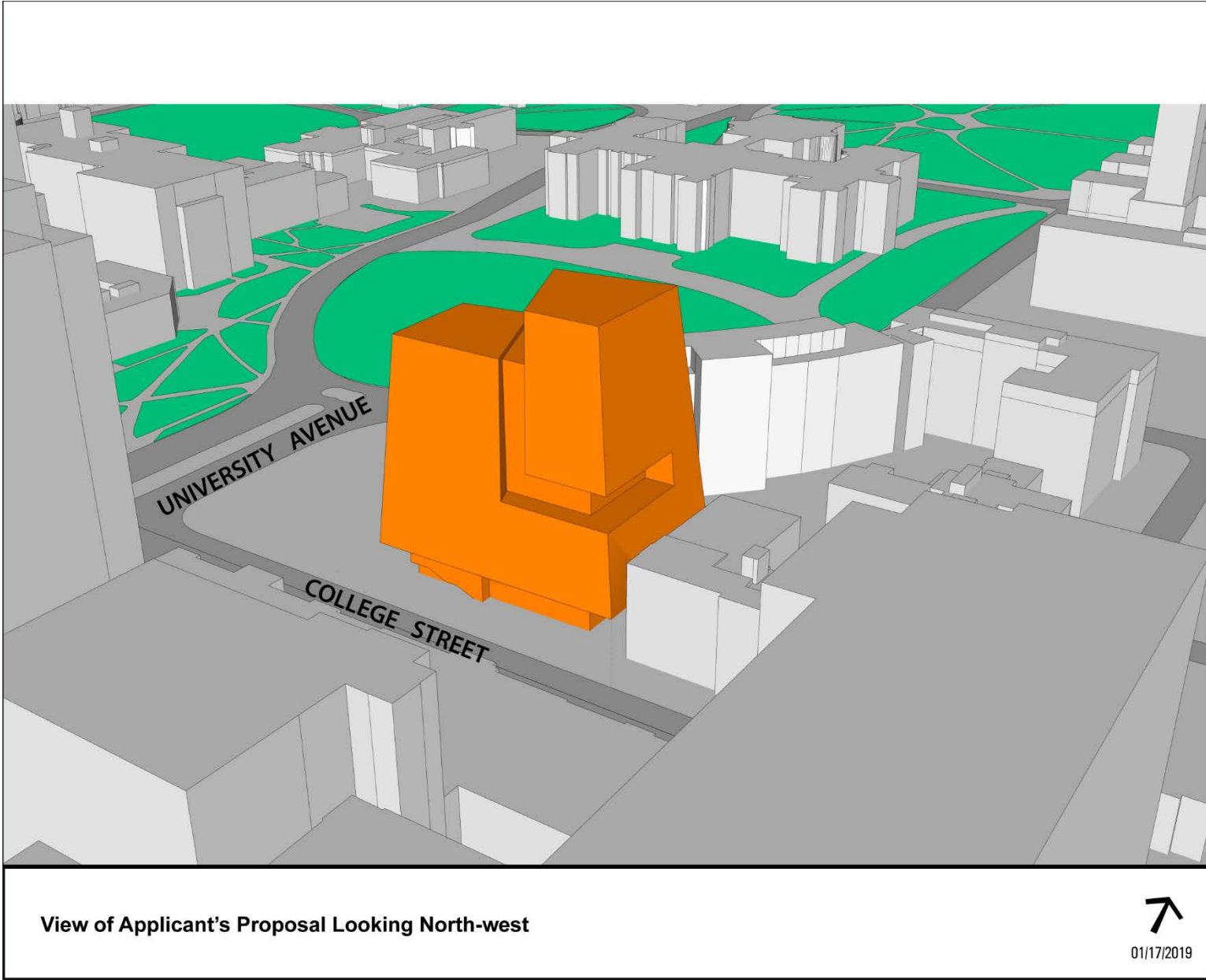
City of Toronto Drawings

Attachment 1: 3D Model of Proposal in Context - Southeast
Attachment 2: 3D Model of Proposal in Context - Northwest
Attachment 3: Location Map
Attachment 4: Site Plan
Attachment 5: Official Plan Map

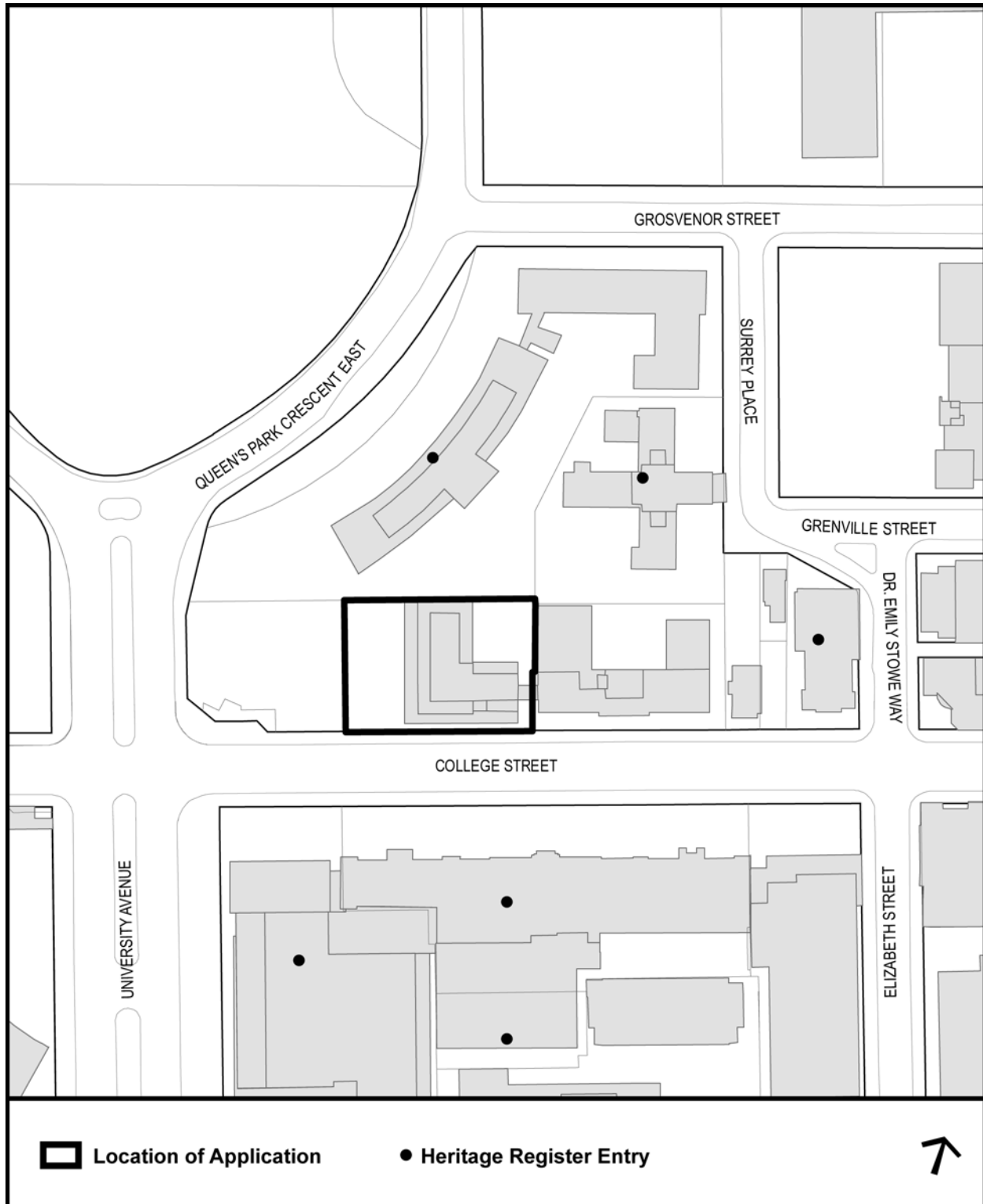


View of Applicant's Proposal Looking South-east

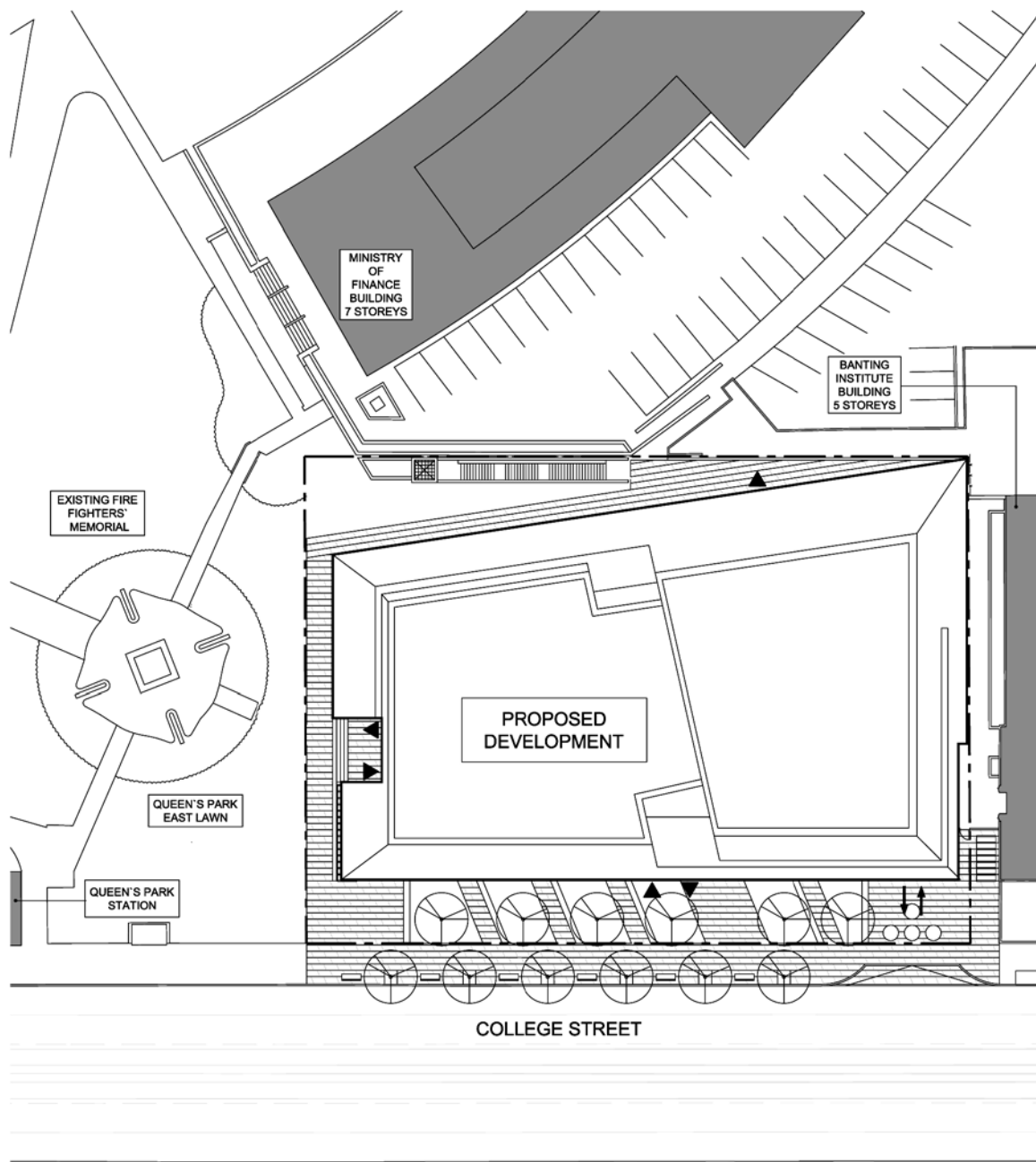
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Attachment 2: Location Map



Attachment 3: Site Plan



Site Plan

Applicant's Submitted Drawing

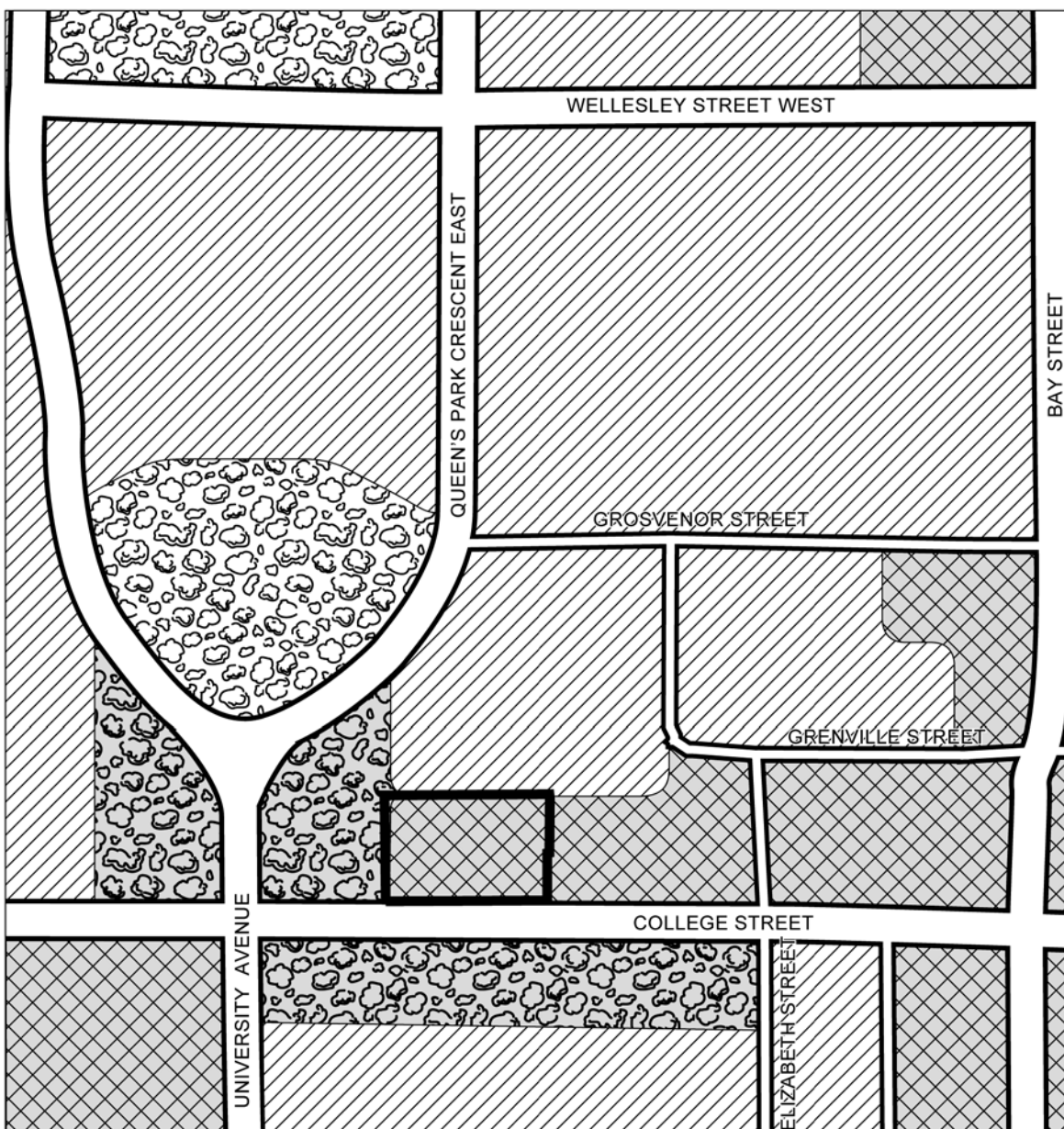
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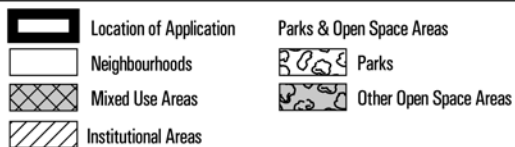
Attachment 4: Official Plan Map



Extract from Official Plan

112 College Street

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