

15 Devonshire Place and 6 Hoskin Avenue – Zoning Amendment Application – Preliminary Report

Date: June 5, 2019

To: Toronto and East York Community Council

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

Ward 11 - University-Rosedale

Planning Application Number: 19 125840 STE 11 OZ

Notice of Complete Application Issued: April 5, 2019

Current Uses on Site: A three-storey institutional building called the Gerald Larkin Building with a connected one-storey component call the George Ignatieff Theatre at the southern portion of the property, a surface parking lot to the north and a playfield to the east.

SUMMARY

This report provides information and identifies a preliminary set of issues regarding the application located at 15 Devonshire Place and 6 Hoskin Avenue for a 14-storey institutional building. 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 15 Devonshire Place and 6 Hoskin Avenue 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 15 Devonshire Place and 6 Hoskin Avenue to permit a 14-storey (52 metres including mechanical penthouse), 13,411 square metre institutional building containing a 350-bed student residence as well as classrooms and office space. The proposed new building will include connections to the existing Gerald Larkin Building and will either incorporate the interior of the existing George Ignatieff Theatre on the north side of the Gerald Larkin Building or demolish the theatre. No vehicle parking spaces and 15 bicycle spaces are proposed.

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 three dimensional representations of the project in context, Attachment 3 for the location map, Attachment 4 for the proposed site plan drawing and Attachment 6 for the application data.

Provincial Policy Statement

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"). The PPS may be found on the Ministry of Municipal Affairs and Housing website.

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019)

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019) (the "Growth Plan (2019)") came into effect on May 16, 2019. This new plan replaces the previous Growth Plan for the Greater Golden Horseshoe, 2017. The Growth Plan (2019) continues to provide a strategic framework for managing growth and environmental protection in the Greater Golden Horseshoe region, of which the City forms an integral part. The Growth Plan, 2019 establishes policies that require implementation through a Municipal Comprehensive Review (MCR), which is a requirement pursuant to Section 26 of the Planning Act that comprehensively applies the policies and schedules of the Growth Plan (2019), including the establishment of minimum density targets for and the delineation of strategic growth areas, the conversion of provincially significant employment zones, and others.

Policies not expressly linked to a MCR can be applied as part of the review process for development applications, in advance of the next MCR. These policies include:

- Directing municipalities to make more efficient use of land, resources and infrastructure to reduce sprawl, contribute to environmental sustainability and provide for a more compact built form and a vibrant public realm;

- Directing municipalities to engage in an integrated approach to infrastructure planning and investment optimization as part of the land use planning process;
- Achieving complete communities with access to a diverse range of housing options, protected employment zones, public service facilities, recreation and green space that better connect transit to where people live and work;
- Retaining viable lands designated as employment areas and ensuring redevelopment of lands outside of employment areas retain space for jobs to be accommodated on site;
- 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 (2019) builds upon the policy foundation provided by the PPS and provides more specific land use planning policies to address issues facing the Greater Golden Horseshoe region. The policies of the Growth Plan (2019) 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.

The Growth Plan (2019) contains policies pertaining to population and employment densities that should be planned for in major transit station areas (MTSAs) along priority transit corridors or subway lines. MTSAs are generally defined as the area within an approximately 500 to 800 metre radius of a transit station, representing about a 10-minute walk. The Growth Plan requires that, at the time of the next municipal comprehensive review (MCR), the City update its Official Plan to delineate MTSA boundaries and demonstrate how the MTSAs achieve appropriate densities.

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 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.

University of Toronto Secondary Plan (1997)

The site is 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; and
- Preserve, protect and enhance the unique built form, heritage and landscape character of the Area.

Section 3.3 of the Secondary Plan outlines Built Form policies, which are intended to guide development in the area. These policies direct that:

- New buildings will be sited in a manner that clearly defines and gives form to the edges of streets, open spaces and mid-block pedestrian routes;
- The height and mass of new buildings will achieve an appropriate relationship to the scale of adjacent streets and open spaces, ensuring access to sunlight and skyview and shelter from prevailing winds; and
- New buildings will achieve a harmonious relationship to their built form context through consideration of matters such as, but not limited to, the building massing and setbacks, roof line and profile, scale, texture, architectural detail and expression, including fenestration and materials.

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 subject site is identified as one of the potential development sites and the Plan includes a built form envelope for the site. Policy 6.1 of 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.

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>.

The Downtown Plan contains new policies related to institutional uses, which discourage the redesignation of lands within Institutional Areas or the introduction of a use that is not otherwise allowed in the Institutional Areas designation in order to safeguard the future of institutional uses and ensure the protection of Institutional Areas.

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.

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. This new Secondary Plan 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. 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:

- 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
- Prioritize the movement of pedestrians and cyclists
- Conserve built heritage resources and cultural heritage landscapes
- Enhance and expand the existing open space and public realm network
- Affirm that the institutional uses, collection of heritage resources and public realm network are character-defining elements of the area
- 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. Staff anticipate preparing a Final Report for the new Secondary Plan and Urban Design Guidelines for the area in the fall of 2019. The existing University of Toronto Secondary Plan remains in force and effect.

Zoning By-laws

The site is zoned Institutional (Q) in the former City of Toronto Zoning By-law 438-86, as amended. This zoning category permits a range of institutional uses, including universities, educational, cultural, hospital and government uses. The site is also subject to 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 20 metres and includes a requirement for a minimum landscaped courtyard area of 1,000 square metres within the envelope boundaries.

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 yet 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 48 metres (52 metres including the mechanical penthouse) exceeds the 20 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

Staff will evaluate this planning application for consistency with the PPS (2014) and conformity with the Growth Plan (2019). Given the explicit link between Provincial Policy and the Official Plan, conformity with the PPS and the Growth Plan will be largely determined by conformity with the Official Plan.

Official Plan Conformity

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 range of major educational, health and governmental uses with their ancillary uses, cultural, parks and recreational uses, and institutional residence facilities.

The University of Toronto Secondary Plan identifies the property as a potential development site and establishes a built form envelope for the site through the associated Urban Design Guidelines and area-specific zoning exception. 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.

- Staff will evaluate this planning application against the Official Plan to determine the application's conformity with the Official Plan, including the Secondary Plan.

Built Form, Planned and Built Context

The proposed Zoning By-law Amendment for the subject property and the architectural plans submitted in support of the proposal in particular are intended as a "Proposed Demonstration Development Plan" rather than the standard approach to establish a site-specific building envelope and design through approval of a site-specific Zoning By-law Amendment application. The current form of the application as a Demonstration Development Plan is intended to illustrate a potential building design within the proposed larger zoning envelope described in the draft zoning by-laws that have been submitted in support of the application.

- Staff will require the submission of revised detailed architectural plans that illustrate the building envelope for the site. This building envelope will be used to develop the associated site-specific Zoning By-law Amendment for the property. Trinity College has indicated that it has entered into a selection process for an architect and design team for the project in order to address this issue.

The suitability of the proposed built form will be evaluated based on the planning framework for the area including Provincial policies and plans, 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. Staff will assess, among other issues that may arise in the review of the application:

- Whether the application is contextually appropriate and fits with the existing and planned context.
- The conservation of on-site and adjacent heritage resources.
- The position, height, massing, setbacks, stepbacks, cantilevers and floorplates of the proposed building.
- The relationships to adjacent properties, including transition, setbacks and the resulting separation distance from adjacent properties and buildings, and physical connections to adjacent buildings.
- The impact on the public realm as a result of the proposed built form, including Philosopher's Walk to the west of the site.
- The wind and shadow impacts created by the proposal on the site and surrounding area.

Heritage Impact and Conservation

The subject site is adjacent to the following heritage properties:

- Trinity College to the southeast at 6 Hoskin Avenue is designated under Part IV of the Ontario Heritage Act (note that the application applies only to the portion of the larger 6 Hoskin Avenue site north of the Trinity College building)
- Devonshire House (Munk School of Global Affairs and Public Policy) to the south at 3 Devonshire Place is listed on the City's Heritage Register
- Massey College to the southwest at 4 Devonshire Place 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 Gerald Larkin Building and George Ignatieff Theatre on the site and the adjacent St. Hilda's College at 24-44 Devonshire Place on the west side of Devonshire Place 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, 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. The proposal includes new connections to the Gerald Larkin Building and the potential demolition of the George Ignatieff Theatre.

The Heritage Impact Assessment submitted with the application is currently under review by staff to evaluate the impact that the proposal will have on the on-site and adjacent cultural heritage resources. Staff will develop an appropriate conservation strategy for the existing heritage resources, and evaluate and develop an approach to the potential heritage resources.

Public Realm and Streetscape

Staff will evaluate the proposed open space areas and streetscape with the aim of enhancing and expanding the public realm across the site through the application. Staff will assess:

- The suitability of the proposed pedestrian realm and the relationship of the building to the street.
- The adequacy and suitability of the amount, location and design of the proposed on-site outdoor open spaces, including the courtyard area and mid-block pedestrian connections, and their ability to be appropriately landscaped. Outdoor open spaces and mid-block connections should be publicly accessible and inviting.
- Opportunities to enhance existing mid-block connections on and around the site to better connect Devonshire Place and Hoskin Avenue to the playfield, Philosopher's Walk and Varsity Stadium, and contribute to the larger pedestrian circulation network.

Tree Preservation

Staff will 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 23 trees both within and immediately adjacent to the subject site. Of these, four trees on the site that qualify for protection are proposed to be removed.

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. The applicant will be encouraged to pursue a higher level of sustainability through the application review process.

Infrastructure/Servicing Capacity

Staff will review the application to determine if there is sufficient infrastructure capacity (roads, transit, water, sewage, hydro etc.) to accommodate the proposed development. The applicant has submitted the following studies and reports, which are being reviewed by Engineering and Construction Services staff: a Functional Servicing and Stormwater Management Report; Hydrogeological Report; and Transportation Impact Assessment. Staff will assess:

- The servicing reports, to evaluate the effects of the development on the City's municipal servicing infrastructure, and identify and provide the rationale for any new infrastructure and upgrades to existing infrastructure necessary to provide adequate servicing to the proposed development.
- The transportation impact report, to evaluate the effects of the development on the transportation system, and to identify any transportation improvements that are necessary to accommodate the travel demands and impacts generated by the development.

Other Matters

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

CONTACT

Paul Johnson, Senior Planner, Tel. 416-397-0259, E-mail: Paul.M.Johnson@toronto.ca

SIGNATURE

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

ATTACHMENTS

City of Toronto Drawings

Attachment 1: 3D Model of Proposal in Context - Northwest

Attachment 2: 3D Model of Proposal in Context - Southeast

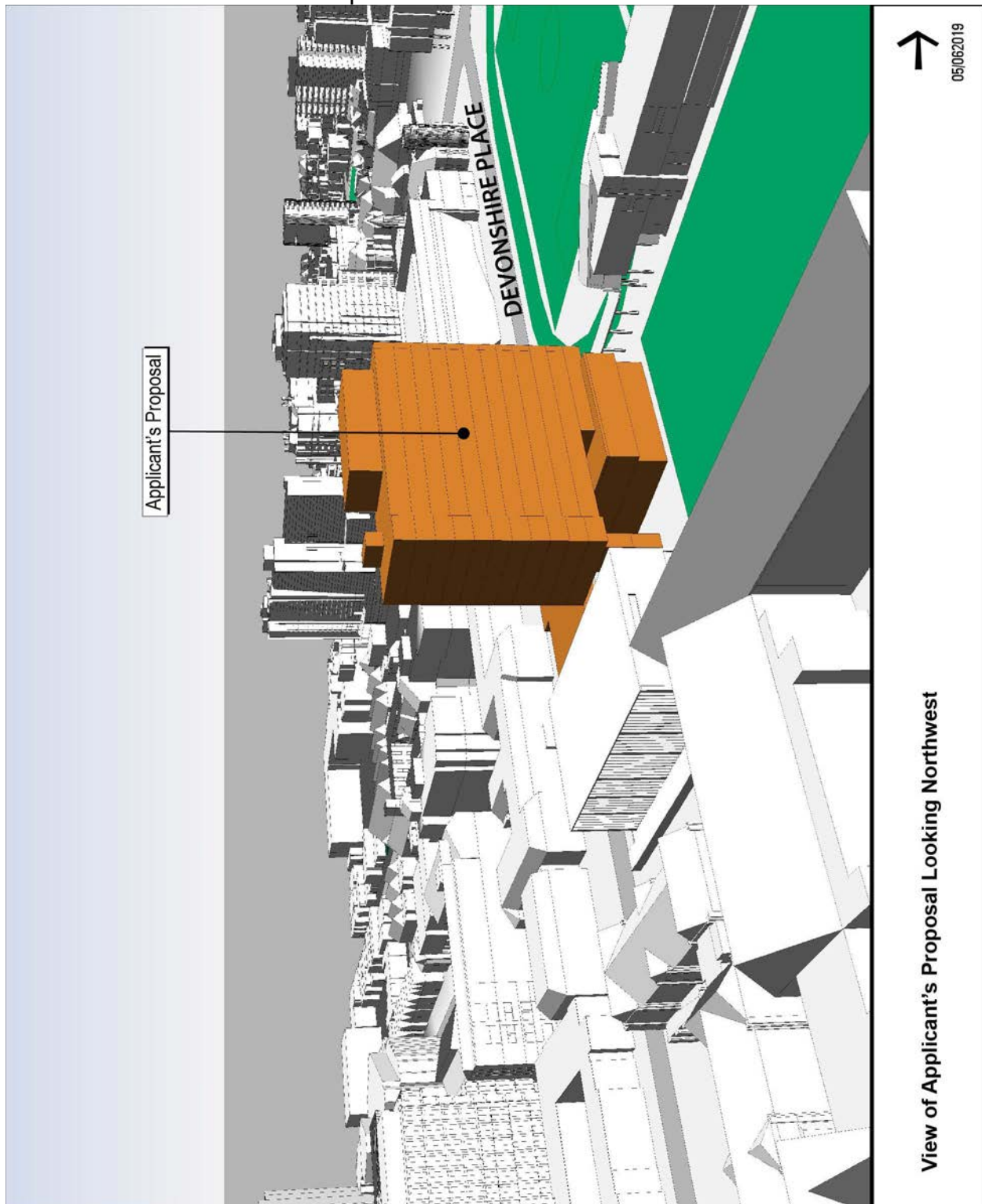
Attachment 3: Location Map

Attachment 4: Site Plan

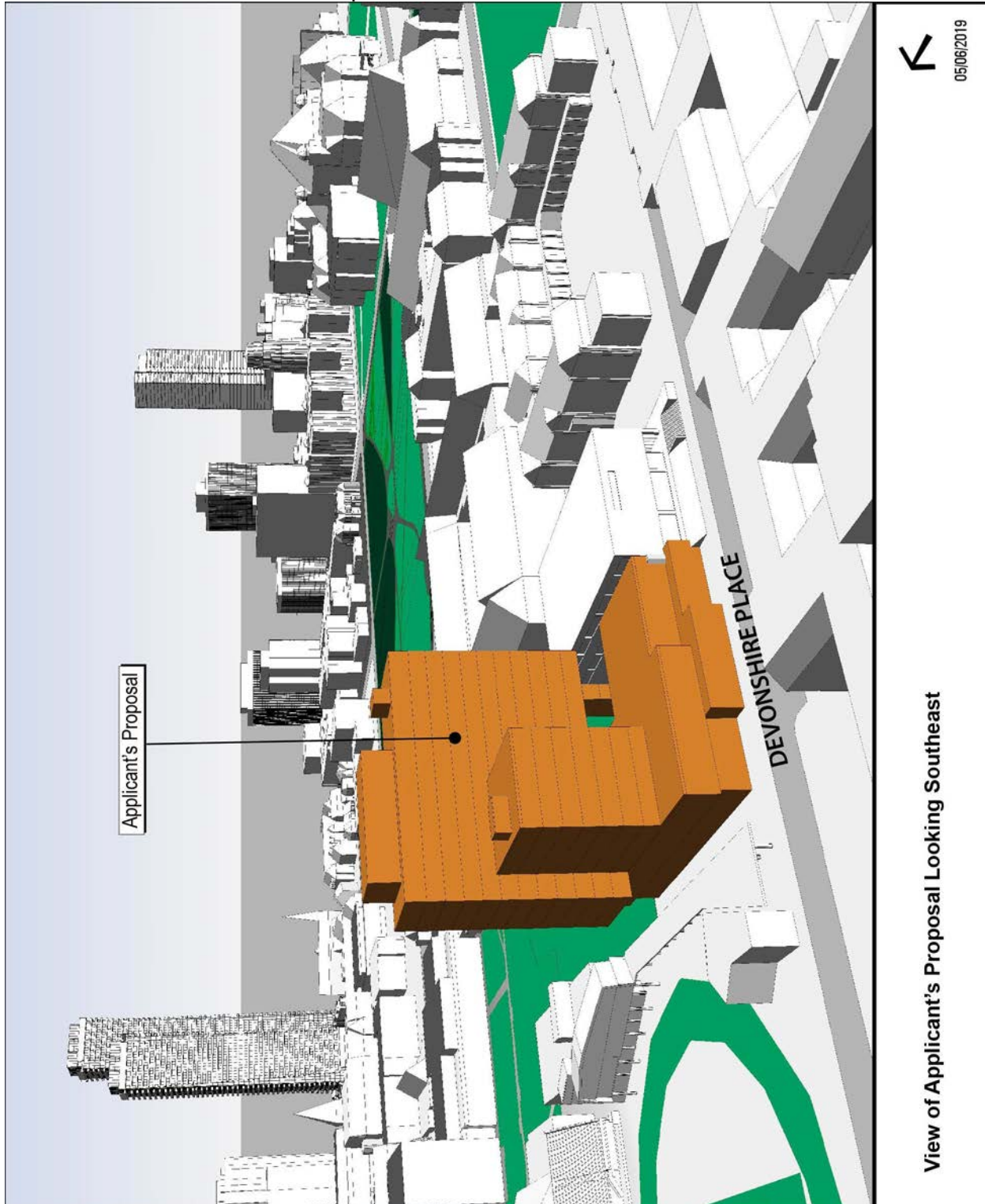
Attachment 5: Official Plan Map

Attachment 6: Application Data Sheet

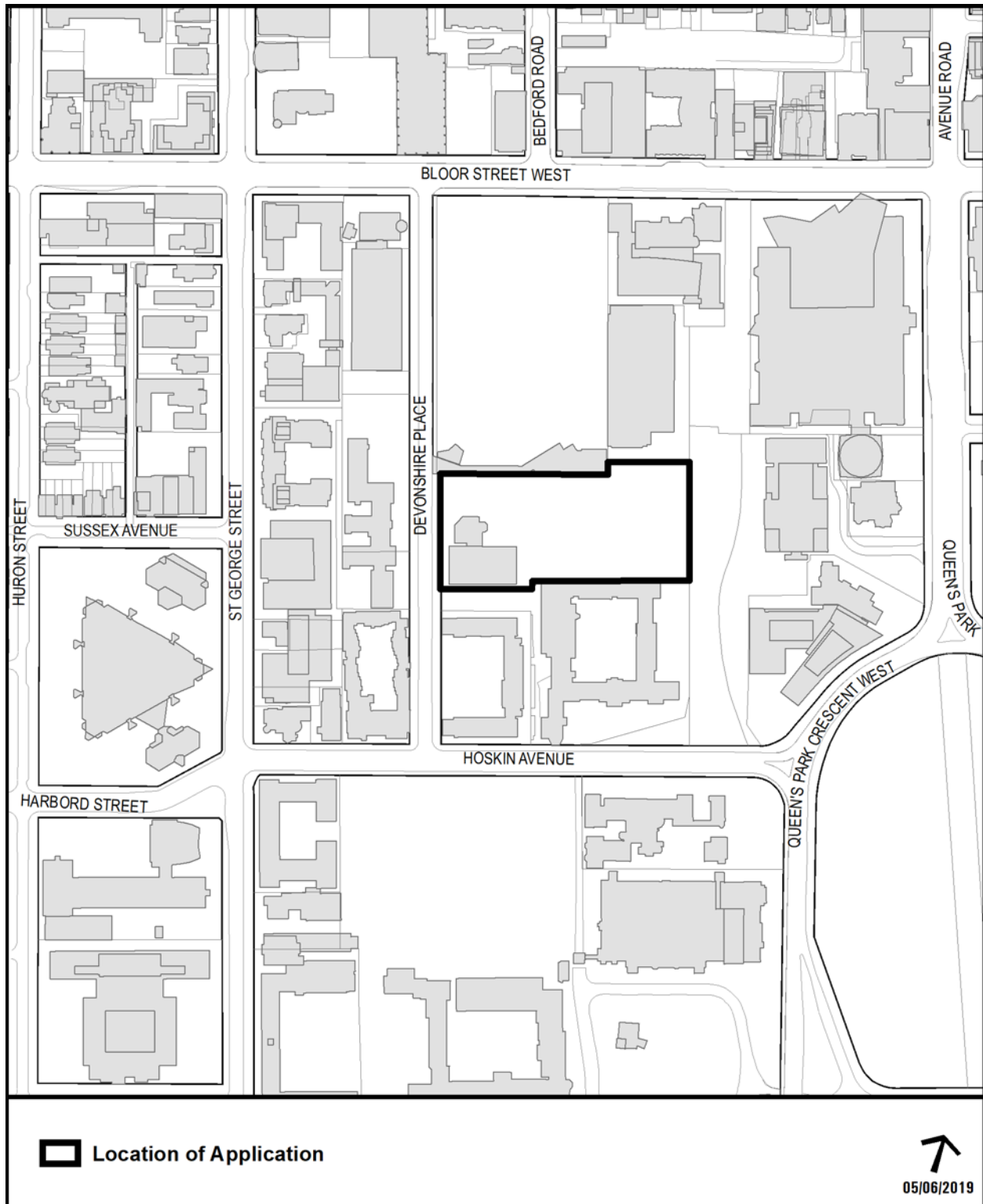
Attachment 1: 3D Model of Proposal in Context - Northwest



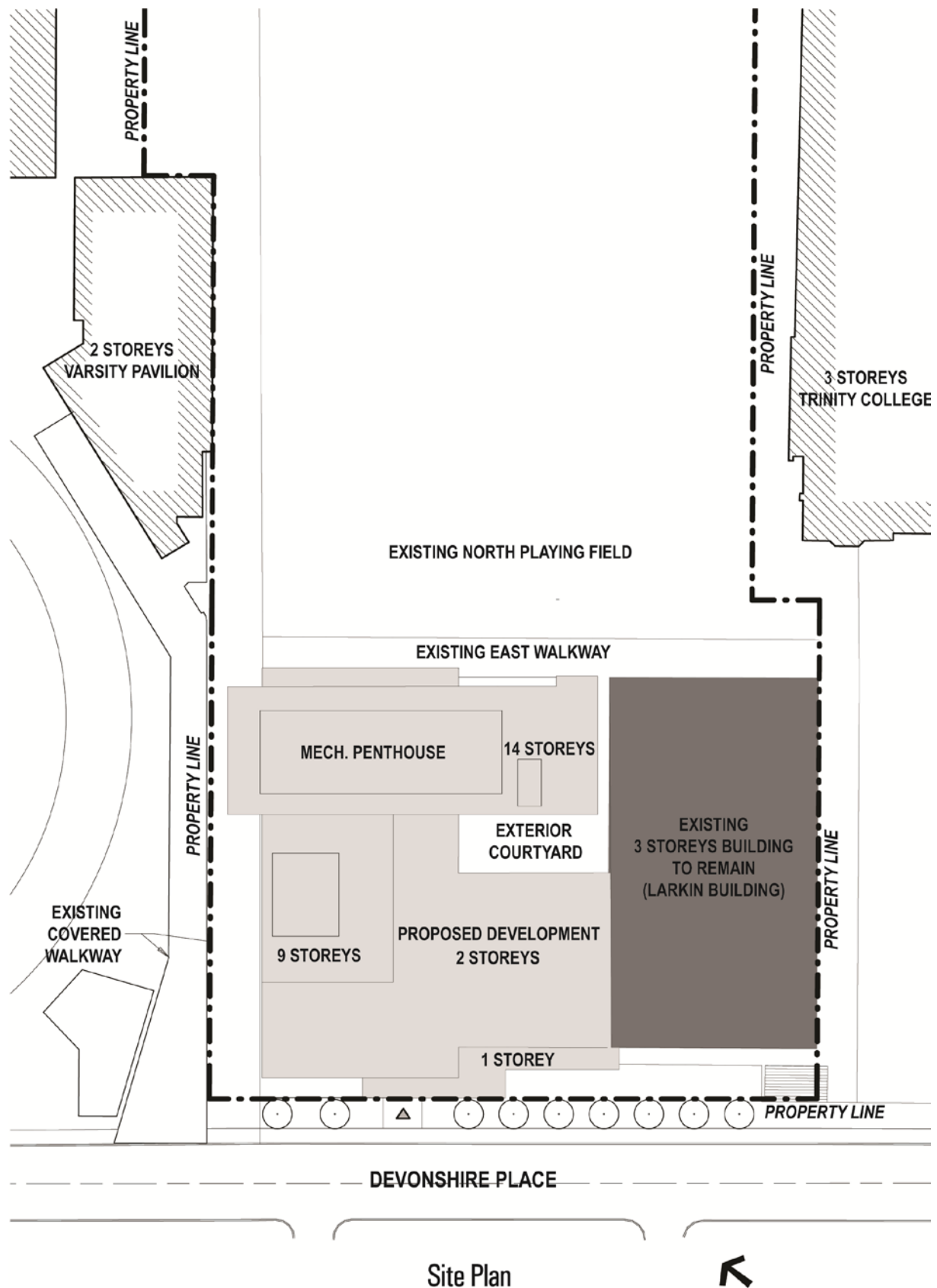
Attachment 2: 3D Model of Proposal in Context - Southeast



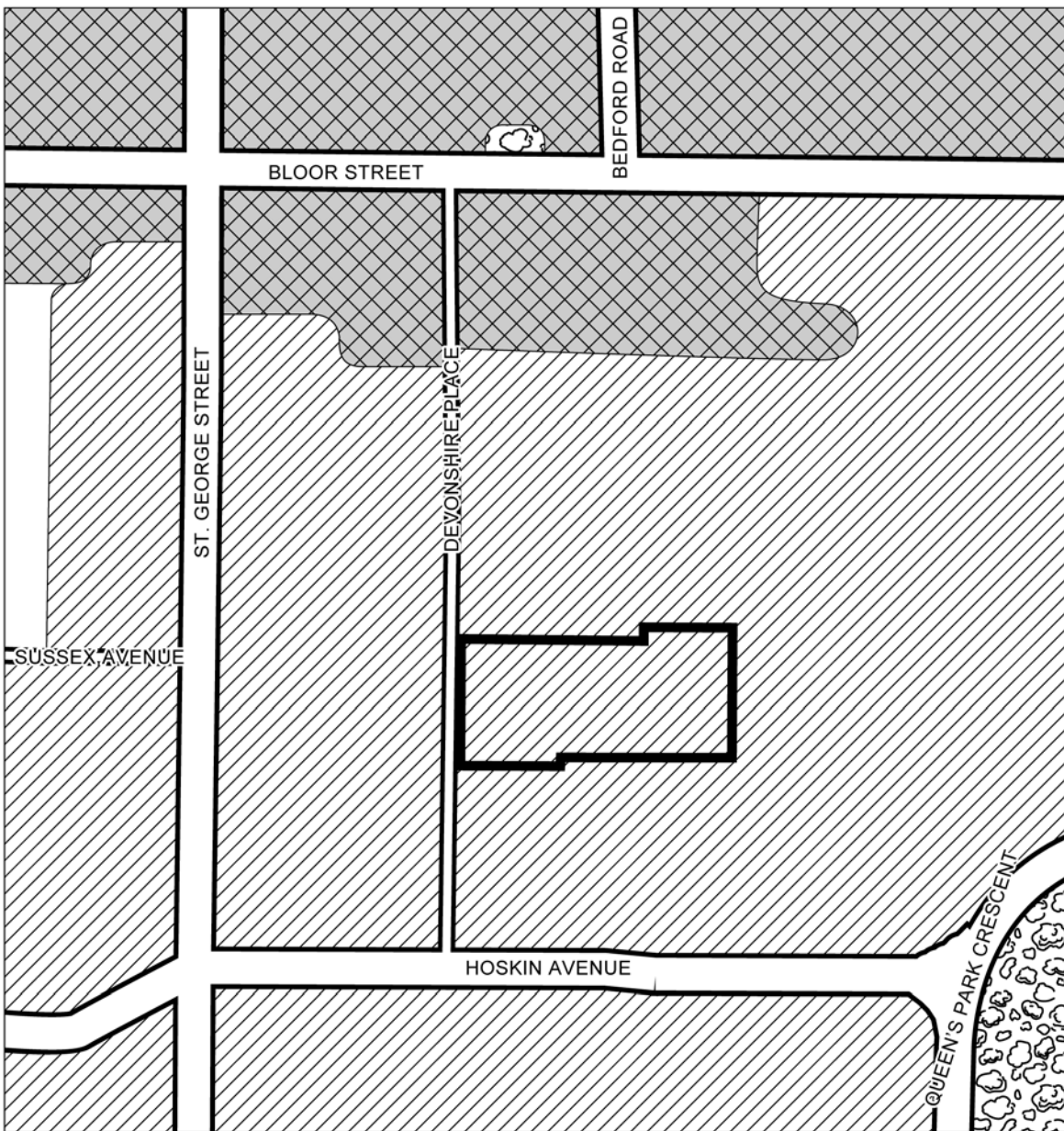
Attachment 3: Location Map



Attachment 4: Site Plan



Attachment 5: Official Plan Map



Official Plan Land Use Map #18

15 Devonshire Place and 6 Hoskin Avenue

File # 19 125840 STE 11 02



↑
Not to Scale
05/07/2019

Attachment 6: Application Data Sheet

Municipal Address: 15 Devonshire Street and 6 Hoskin Avenue Date Received: March 14, 2019

Application Number: 19 125840 STE 11 OZ

Application Type: Rezoning

Project Description: Zoning By-law Amendment application to permit a 14-storey (52 metres including mechanical penthouse) institutional building containing a 350-bed student residence as well as classrooms and office space.

Applicant	Agent	Architect	Owner
Trinity College		Alan Ng Architect Inc.	Governing Council of the University of Toronto

EXISTING PLANNING CONTROLS

Official Plan Designation:	Institutional Areas	Site Specific Provision:	Yes
Zoning:	438-86	Heritage Designation:	No
Height Limit (m):	20	Site Plan Control Area:	Yes

PROJECT INFORMATION

Site Area (sq m): 4,519 Frontage (m): 74 Depth (m): 168

Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):	1,287	1,287	1,225	2,512
Residential GFA (sq m):				
Non-Residential GFA (sq m):	4,750	4,750	13,411	18,160
Total GFA (sq m):	4,750	4,750	13,411	18,160
Height - Storeys:	3	3	14	14
Height - Metres:	13	13	48	48

Lot Coverage Ratio (%): 55.58 Floor Space Index: 4.02

Floor Area Breakdown Above Grade (sq m) Below Grade (sq m)

Institutional/Other GFA: 18,160

Parking and Loading

Parking Spaces: 0 Bicycle Parking Spaces: 10 Loading Docks: 0

CONTACT:

Paul Johnson, Senior Planner

416-397-0259

Paul.M.Johnson@toronto.ca