

73 Queen's Park Crescent East – Official Plan Amendment and Zoning By-law Amendment Applications – Preliminary Report

Date: September 13, 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 205018 STE 11 OZ

Notice of Complete Application Issued: August 13, 2019

Current Uses on Site: Northrop Frye Hall, a four-storey, 4,213 square metre institutional building, surrounded by landscaped open space.

SUMMARY

This report provides information and identifies a preliminary set of issues regarding the application located at 73 Queen's Park Crescent East for a five-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 73 Queen's Park Crescent East 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 Official Plan and Zoning By-law for the property at 73 Queen's Park Crescent East to permit a five-storey (25.5 metres, including mechanical penthouse), 7,024 square metre institutional building, which would include classroom, lab, and student spaces, offices and a cafe. No vehicle parking spaces and 72 bicycle parking spaces are proposed. The existing building 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 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 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 (2019) 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.

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. The PPS recognizes the Official Plan as the most important document for its implementation. Official Plan policies related to building complete communities, including heritage preservation and environmental stewardship may be applicable to any application. 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 Institutional Areas on Map 18 of the Official Plan, as shown on Attachment 5 of this report.

The application is subject to Site and Area Specific Policy 398 - Ontario Legislative Assembly Building View Corridor.

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.

The Secondary Plan identifies certain sub-areas within the University of Toronto Area that have a unique character, which should be protected and enhanced by additional regulations specific to the sub-area. The site is located in the Institutional Area of Special Identity, which is a unique and valuable environment characterized by distinctive nineteenth-century, institutional development patterns and a traditional and spacious campus character created by unique heritage buildings, monuments and open spaces, which form the traditional core of the University of Toronto Area. The value of the Institutional Area of Special Identity includes the concentration of unique heritage buildings, the relationships between the buildings and their settings, and the quality of open spaces defined by the buildings. Secondary Plan objectives for the Institutional Area of Special Identity are to:

- Preserve and enhance the built and open space environment;
- Encourage the usefulness of, but limit physical changes to, existing buildings within this area; and
- Ensure that any infill development is carefully designed to be compatible with and supportive of the area's patterns and heritage character.

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.

Policy 3.1.1 of the Secondary Plan states that the preservation, maintenance, and where possible, the extension and enhancement of the role and function of the significant open space systems shown on Map 20-2 will be encouraged. The site is located partly within the Queen's Park and adjacent open space and the Victoria University Quadrangle and St. Michael's College Campus significant open spaces.

Policy 3.2.1 of the Secondary Plan directs that consideration be given towards preserving and enhancing existing important views within, at the edges of, and into the University of Toronto Area from surrounding areas, as indicated on Map 20-4. The site is adjacent to the local view terminus at Victoria College from Queen's Park Crescent East.

The site is subject to Site and Area Specific Policy 3 in Section 7 of the Secondary Plan, which applies to properties at 73-111 Queen's Park Crescent East, 85 Charles Street West and 153 Bloor Street West, and permits an additional 4,311 square metres of gross floor area on those lands beyond what existed as of December 31, 2001.

The Downtown Plan

City Council adopted OPA 406 on July 27, 2018. OPA 406 included amendments to the Downtown section of the Official Plan and Map 6 of the Official Plan and brought forward a new Secondary Plan for the entire Downtown area.

On August 9, 2018 the City's application under Section 26 of the Planning Act was sent to the Minister of Municipal Affairs and Housing (MMAH) for approval. The Ministry issued its decision regarding OPA 406 on June 5, 2019.

As part of the decision the Ministry revised the Plan to add the following transition policy: "This Plan does not apply to applications for official plan amendment, zoning by-law amendment, draft plan of subdivision or condominium approval, site plan approval, consent or minor variance which were complete prior to the approval of this Plan and which are not withdrawn. In-force site-specific official plan and/or zoning by-law amendments shall be deemed to conform with this Plan." Given that this application was complete after June 5, 2019, OPA 406, the new Downtown Secondary Plan, applies to this application.

Queen's Park Crescent East is identified as a Great Street on Map 41-7 of the Downtown Plan. Policy 7.1.7 states that Great Streets will be prioritized for public realm

improvements due to their location, scale and historic role in the city, existing civic significance and their potential contribution to the public realm network.

The site is located in the University of Toronto Park District on Map 41-8 of the Downtown Plan. Policy 7.22 states that a Park District is a grouping of neighbourhood parks, streets and other open spaces including laneways, school yards and church yards, 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.

The site located in the Queen's Park Precinct on Map 41-9 of the Downtown Plan, which, as outlined in Policy 7.25, comprises a collection of civic buildings and parks, public spaces and streets of provincial and city-wide importance.

The in-force Downtown Plan can be found here:

<https://www.toronto.ca/legdocs/mmis/2019/cc/bgrd/backgroundfile-135953.pdf>

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; and
- 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 late 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 has a maximum height limit of 18 metres. It is subject to area-specific zoning exception 12(2)309, which limits any increase in gross floor area for new buildings and structures to a maximum of five percent of that which existed on June 3, 1997, and exception 12(2)310, which requires a minimum setback of nine metres from Queen's Park Crescent East to any new building.

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
- Mid-Rise 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 Official Plan Amendment is required because the proposed building exceeds the maximum additional gross floor area of 4,311 square metres permitted by Site and Area Specific Policy 3 in Section 7 of the University of Toronto Secondary Plan.

While the proposed institutional land use is permitted under existing zoning provisions, an amendment to the former City of Toronto Zoning By-law 438-86 is required to establish appropriate performance standards to regulate the built form on the site, such as site layout, setbacks, height and density.

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, consistency with the PPS and conformity with the Growth Plan will be largely determined by conformity with the Official Plan.

Official Plan Conformity

Staff will evaluate this planning application to determine its conformity with the Official Plan, including the Downtown Plan and the University of Toronto Secondary Plan.

Built Form, Planned and Built Context

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 including the Downtown Plan and the existing University of Toronto Secondary Plan, the Zoning By-law, University of Toronto (Main Campus) Urban Design Guidelines, Mid-Rise Building Design Guidelines 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 adjacent heritage resources.
- Appropriateness of the siting, height, massing and scale of the proposal.
- The relationships to adjacent properties, including setbacks, stepbacks and the resulting separation distance between properties and buildings.
- The impact of the proposal on the public realm, including wind and shadow impacts.
- Any impact to the protected Victoria College view terminus to the east when viewed from Queen's Park Crescent East and the views of the silhouette and centre block of the Legislative Building when viewed from College Street and Queen Street West, respectively.
- Mitigation measures to address any noise and vibration impacts on the proposal due to the site's proximity to the subway line.
- Adequacy of the bike parking supply.

Public Realm and Streetscape

Staff will evaluate the proposed open space areas and streetscape with the aim to enhance and expand 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 outdoor open spaces, and their ability to be appropriately landscaped. Outdoor open spaces should be publicly accessible and inviting.
- The ability to enhance pedestrian connections through the site to the Victoria College Quad from the street.
- Opportunities to enhance the existing view terminus at Victoria College to the east of the site.

Tree Preservation

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 32 trees both within and immediately adjacent to the subject site that qualify for protection. Of these, 11 trees are proposed to be removed, 4 trees are to be injured, and 17 trees are proposed to be preserved.

- Staff will evaluate tree protection and injury mitigation measures as a result of the proposal and opportunities for new tree planting.

Heritage Impact and Conservation

The subject site is adjacent to the following properties that are listed on the City's Heritage Register:

- Victoria College and Men's Residence to the north at 91 Charles Street West
- Emmanuel College to the northwest at 75 Queen's Park Crescent East
- Birge-Carnegie Library to the northwest at 75A Queen's Park Crescent East
- Burwash Hall to the east at 89 Charles Street West
- 48th Highlanders' Memorial at 110 Wellesley Street West
- Ontario Legislative Assembly to the south at 1 Queen's Park

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, Northrop Frye Hall on the site and the adjacent E.J. Pratt Library to the east were identified in the Status Report for the proposed Secondary Plan as having potential heritage value. Through the review of the properties for heritage potential, staff have determined that Northrop Frye Hall should not be added to the Heritage Register and will recommend that the E.J. Pratt Library be added to the Heritage Register. Staff will bring forward a report on the potential inclusion of the properties in the Secondary Plan Area on the Heritage Register in late 2019.

- 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 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 resource.

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, Geotechnical Study, Hydrogeological Report and Transportation Impact Study. Staff will assess:

- The servicing reports in order 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 adequately service the proposed development.
- The transportation impact report in order 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 proposed 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 or Registered Plan of Subdivision.

- 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.

Other Matters

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

CONTACT

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E-mail: Paul.M.Johnson@toronto.ca

SIGNATURE

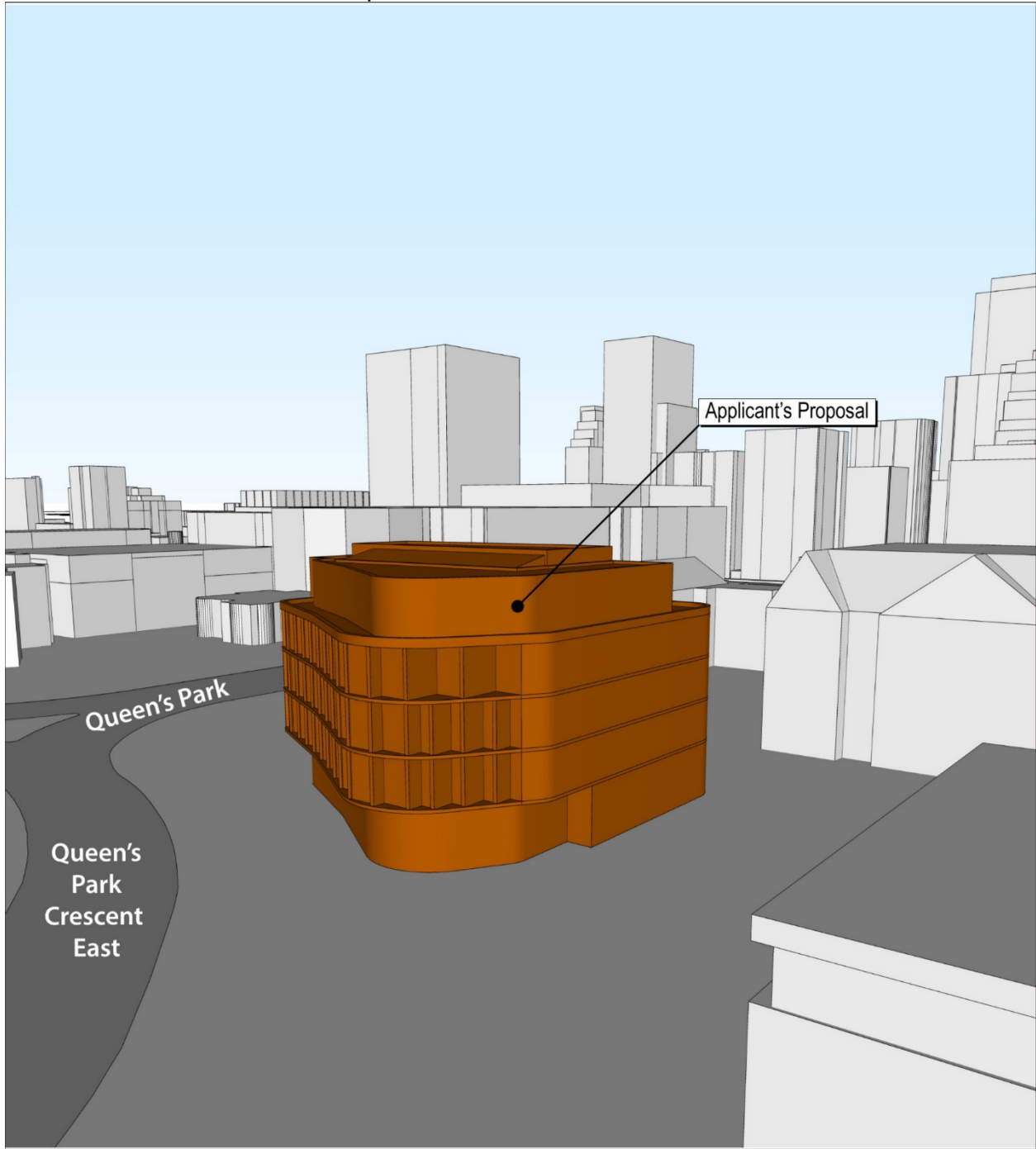
Lynda H. Macdonald, MCIP, RPP, OALA, FCSLA
Director, Community Planning, Toronto and East York District

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

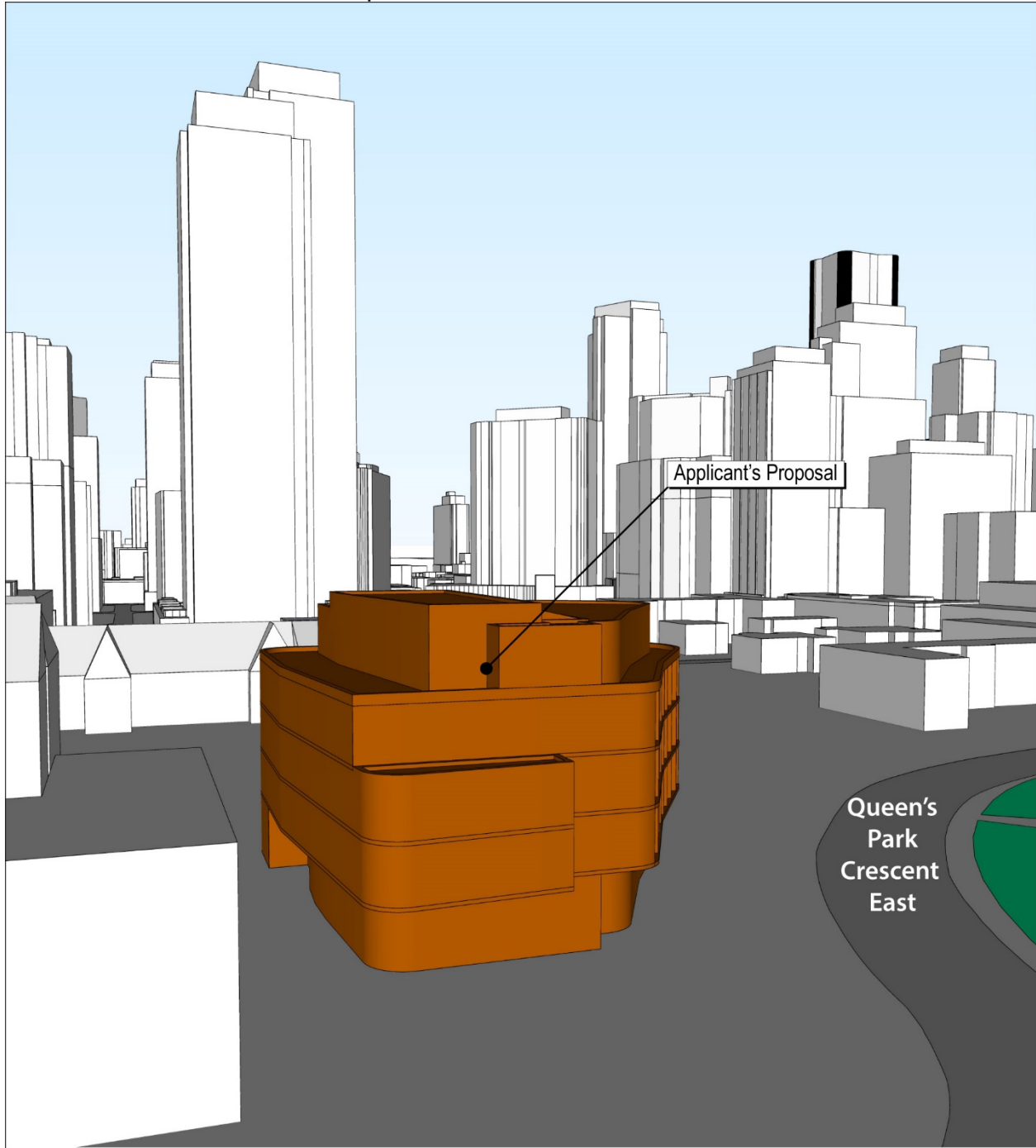


View of Applicant's Proposal Looking Northwest



09/12/2019

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

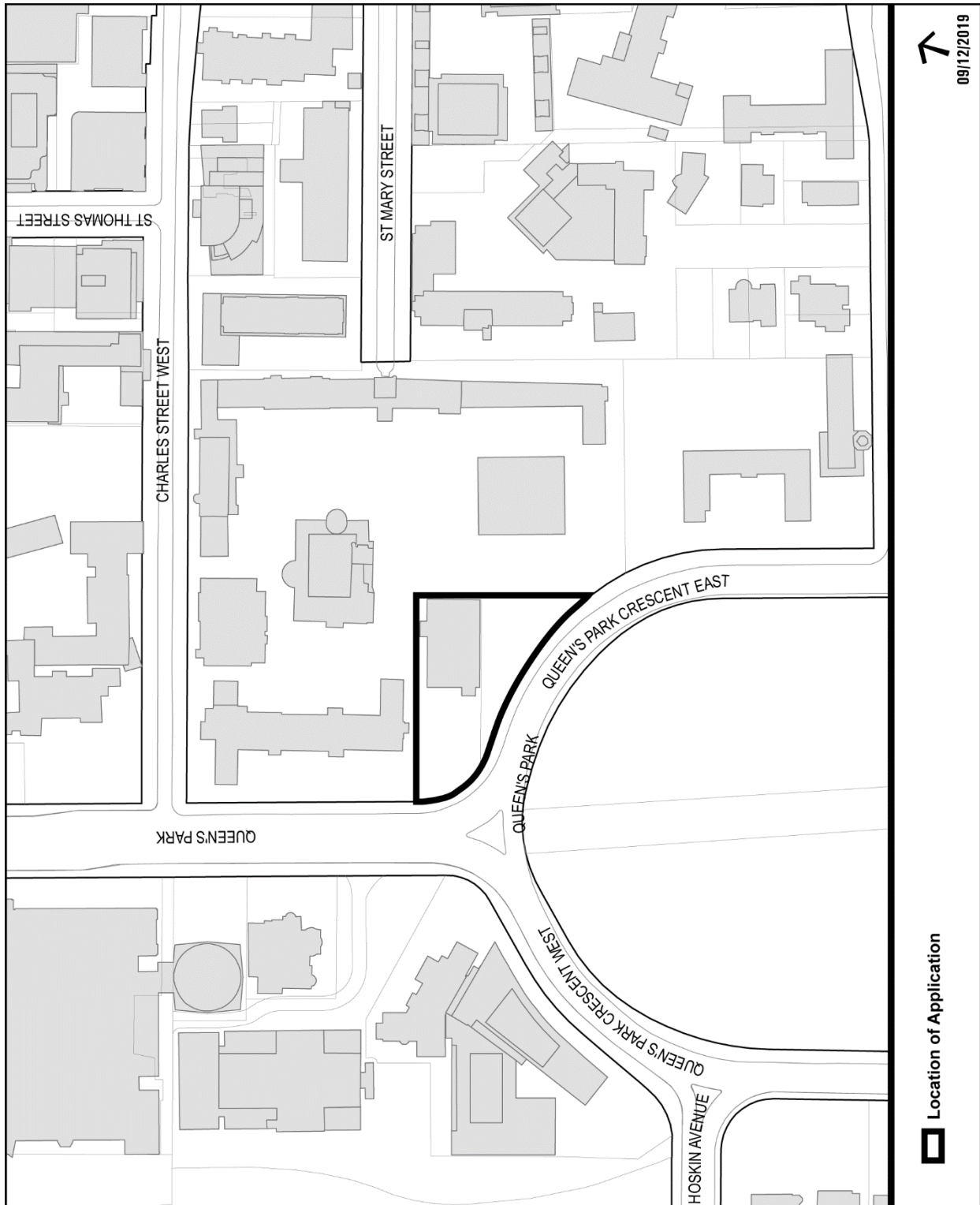


View of Applicant's Proposal Looking Southeast

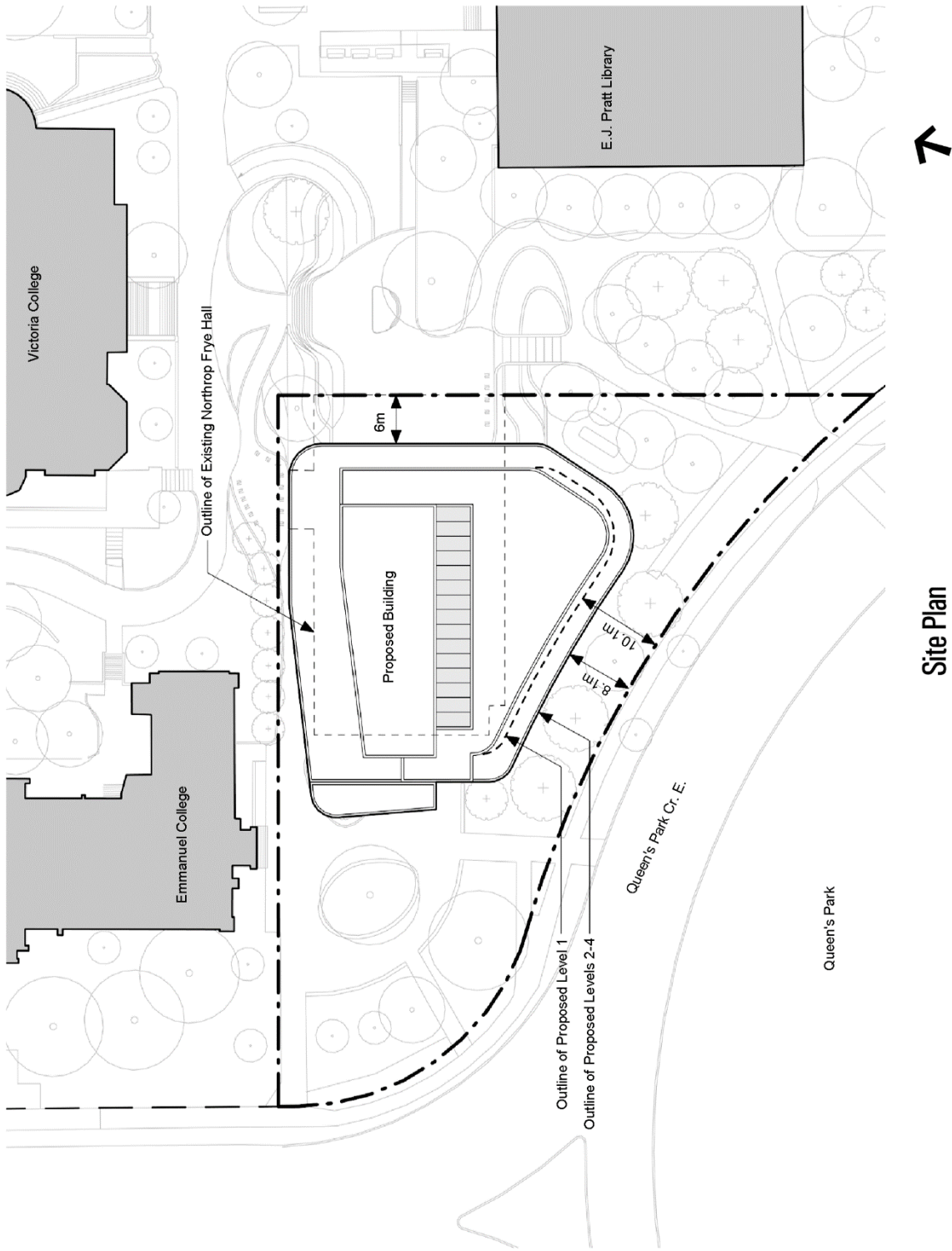


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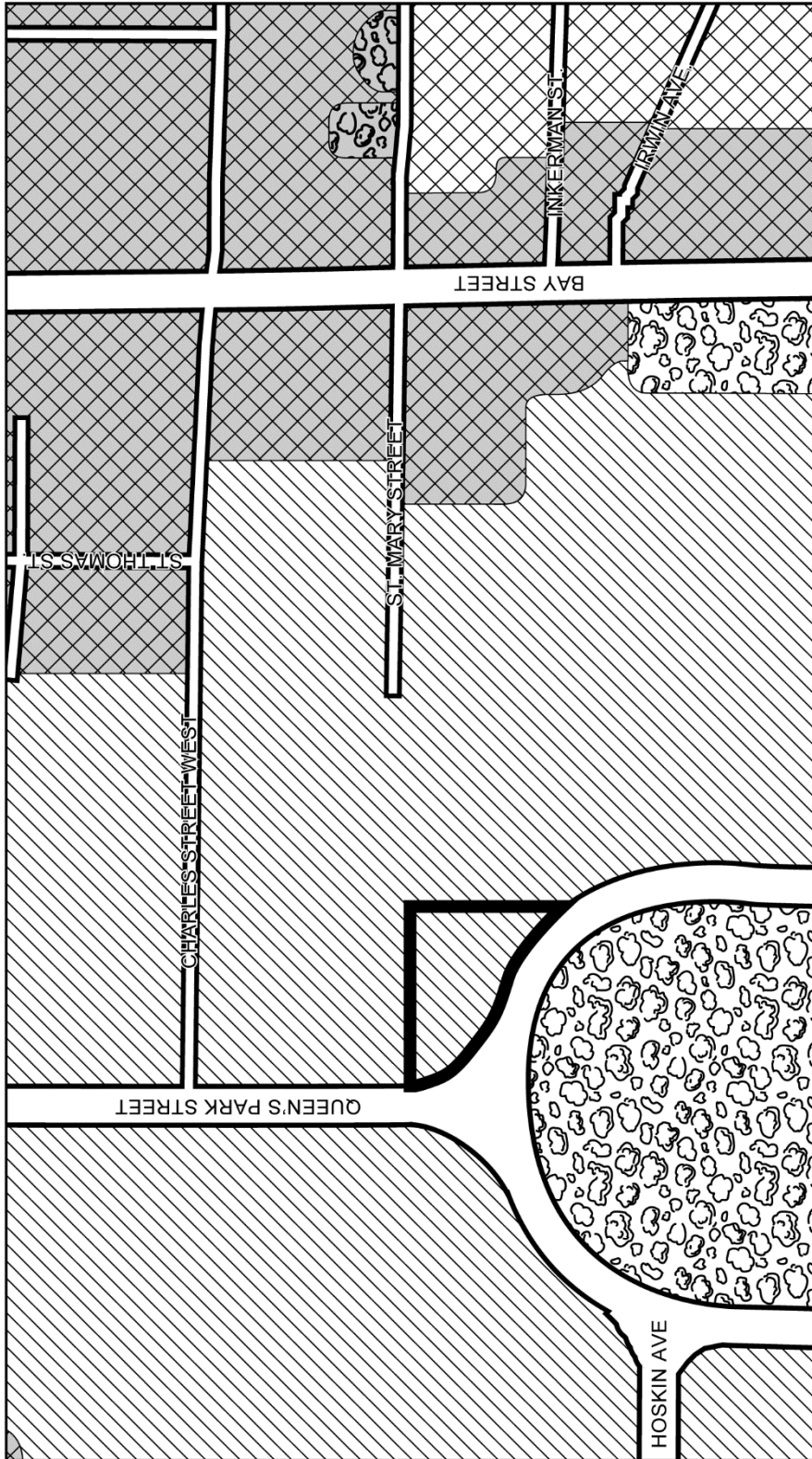
Attachment 3: Location Map



Attachment 4: Site Plan



Site Plan



Official Plan Land Use Map #18

73 Queen's Park Crescent East

Note: This map was extracted from the July 2015 Land Use Plan. For current information refer to the February 2019 data.

File # 19 205018 STE 11 0Z

-  Location of Application
-  Apartment Neighbourhoods
-  Mixed Use Areas
-  Parks & Open Space Areas
-  Parks
-  Other Open Space Areas
-  Institutional Areas



Not to Scale
09/04/2019

Attachment 6: Application Data Sheet

Municipal Address: 73 Queen's Park Crescent East Date Received: August 13, 2019

Application Number: 19 205018 STE 11 OZ

Application Type: OPA & Rezoning

Project Description: Official Plan and Zoning By-law Amendment application for a portion of the Victoria University campus lands that are currently occupied by Northrop Frye Hall and a portion of the adjacent open spaces to the west and south of the existing building. The proposal is for a five-storey building that would contain 7,024 square metres of institutional uses (academic, office, research, teaching, and student experience spaces).

Applicant	Agent	Architect	Owner
Brook McIlroy Inc.		Brook McIlroy Inc.	University of Toronto

EXISTING PLANNING CONTROLS

Official Plan Designation:	Institutional Areas	Site Specific Provision:	Y
Zoning:	Former City of Toronto By-Law No. 438-86	Heritage Designation:	N
Height Limit (m):	18	Site Plan Control Area:	Y

PROJECT INFORMATION

Site Area (sq m):	3,421	Frontage (m):	117	Depth (m):	70 (east), 85 (north)
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Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):	949		1,151	1,151
Non-Residential GFA (sq m):	4,213		7,024	7,024
Total GFA (sq m):	4,213		7,024	7,024
Height - Storeys:	4		5	5
Height - Metres:	16		26	26

Lot Coverage Ratio (%):	33.65	Floor Space Index:	2.05
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Floor Area Breakdown	Above Grade (sq m)	Below Grade (sq m)
Institutional/Other GFA:	5,937	1,087

Parking and Loading

Parking Spaces:	0	Bicycle Parking Spaces:	72	Loading Docks:	0
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