

112 College Street – Zoning By-law Amendment Application – Final Report

Date: December 9, 2019

To: Toronto and East York Community Council

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

Ward 11 - University-Rosedale

Planning Application Number: 18 260298 STE 27 OZ

SUMMARY

This application proposes a 13-storey institutional building with an overall height of approximately 65 metres and a gross floor area of approximately 17,900 square metres at 112 College Street.

The proposed development is consistent with the Provincial Policy Statement (2014), conforms with the Growth Plan for the Greater Golden Horseshoe (2019) and conforms with the Official Plan.

This report reviews and recommends approval of the application to amend the Zoning By-law. The application proposes a compact built form on a site that is appropriate for further intensification, within a built-up area, that would take advantage of existing infrastructure, provide new institutional uses, and contribute to the vitality of the campus and surrounding neighbourhoods.

RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council amend Zoning By-law 438-86, for the lands at 112 College Street substantially in accordance with the draft Zoning By-law Amendment attached as Attachment 6 to the report (December 9, 2019) from the Director, Community Planning, Toronto and East York District.
2. City Council authorizes the City Solicitor to make such stylistic and technical changes to the draft Zoning By-law Amendment as may be required.
3. Before introducing the necessary Bills to City Council for enactment, City Council require the Owner to:

- a. Provide a revised Functional Servicing and Stormwater Management Report to demonstrate whether the existing municipal infrastructure is adequate to service the proposed development and to determine whether any upgrades may be required to the existing infrastructure to support the proposed development, to the satisfaction of the Chief Engineer and Executive Director, Engineering and Construction Services; and
- b. Pay for and construct any improvements to the municipal infrastructure identified in the revised Functional Servicing and Stormwater Management Report, satisfactory to the Chief Engineer and Executive Director, Engineering and Construction Services, should it be determined that improvements to such infrastructure are required to support this development.

FINANCIAL IMPACT

The recommendations in this report have no financial impact.

DECISION HISTORY

A pre-application meeting was held on March 19, 2018. The current application was submitted on November 23, 2018 and deemed complete on December 31, 2018. A Preliminary Report on the application was adopted by Toronto and East York Community Council on February 14, 2019 authorizing staff to conduct a community consultation meeting with an expanded notification area. The issues raised during the community consultation are summarized in this report. The Community Council decision and Preliminary Report are available at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.TE3.63>

PROPOSAL

This application proposes to amend the zoning by-law provisions for the property at 112 College Street to permit a 13-storey institutional building on the site. The building would have a height of approximately 55 metres (65 metres including the mechanical penthouse), and a gross floor area of approximately 17,900 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 as the building height increases. 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.

Eight below-grade vehicle parking spaces and 92 bicycle parking spaces are proposed. The building would contain assembly and meeting rooms, work areas, offices and a cafe. The existing building on the site would be demolished.

See Attachment 1 of this report for application data, Attachment 7 for the proposed Site Plan and Attachments 8-11 for the proposed Elevations.

Site and Surrounding Area

The subject property is within the University of Toronto St. George Campus. It is located on the north side of College Street east of University Avenue. The rectangular-shaped site has an area of approximately 2,855 square metres with frontage on College Street of approximately 63 metres and a depth of approximately 46 metres.

The site currently contains the Best Institute, a five-storey University of Toronto institutional building, with surface parking and loading at the rear and an open space area on the west side of the site.

See Attachment 2 of this report for the location map.

The buildings and uses surrounding the subject site include the following:

North: Provincial office buildings, known as Frost South and North Buildings, which are seven and six storeys respectively, and are identified as Provincially-Significant Heritage Properties subject to Part III.1 of the Ontario Heritage Act, are located north of the site. Surrey Place Centre, a four-storey, Provincial building that is listed on the City's Heritage Register, is east of the Frost buildings. The Legislative Assembly building and Queen's Park are located to the northwest of the subject property.

East: The Banting Institute, a five-storey University of Toronto institutional building is located east of the site, with a University-owned surface parking lot and two-storey churchform building that is listed on the City's Heritage Register beyond.

South: The MaRS complex is located on the south side of College Street, which consists of 20- and 15-storey towers bookending the former Toronto General Hospital building in the centre, which is designated under Part IV of the Ontario Heritage Act.

West: A public park and Queen's Park Subway Station are located immediately west of the site at the northeast corner of College Street and University Avenue, with a public park and tall institutional buildings on the north side of College Street west of University Avenue.

Reasons for Application

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 because the proposed building does not conform to the permitted building envelope described in the area-specific Zoning By-law, including the maximum permitted height of 33 metres. The amendment will establish appropriate performance standards to regulate the built form on the site, such as site layout, setbacks, height and density.

APPLICATION BACKGROUND

Application Submission Requirements

The following reports/studies were submitted in support of the application:

- Planning Rationale
- Heritage Impact Assessment
- Arborist Report
- Sun/Shadow Study
- Pedestrian Level Wind Study
- Energy Strategy Report
- Public Consultation Plan
- Functional Servicing and Stormwater Management Report
- Geotechnical Investigation Report
- Hydrogeological Site Assessment
- Transportation Impact Study

These reports/studies can be viewed through the Application Information Centre (AIC) here:

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

Agency Circulation Outcomes

The application, together with the applicable reports noted above, has been circulated to all appropriate agencies and City Divisions. Responses received have been used to assist in evaluating the application and to formulate appropriate Zoning By-law standards.

Statutory Public Meeting Comments

In making their decision with regard to this application, Council members have had an opportunity to view the oral submissions made at the statutory public meeting held by the Toronto and East York Community Council for this application, as these submissions are broadcast live over the internet and recorded for review.

POLICY CONSIDERATIONS

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

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.

Provincial Policy Statement (2014)

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;
- Protecting 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 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."

Provincial Plans

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.

All decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the PPS and shall conform with Provincial Plans. All comments, submissions or advice affecting a planning matter that are provided by Council shall also be consistent with the PPS and conform with Provincial Plans.

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") came into effect on May 16, 2019. This new plan replaces the previous Growth Plan for the Greater Golden Horseshoe (2017). The Growth Plan 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 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, 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 an 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 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.

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.

Toronto Official Plan

This application has been reviewed against the policies of the City of Toronto Official Plan, including the University of Toronto Secondary Plan. The Official Plan can be found here: <https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/>.

Chapter 2 - Shaping the City

The site is identified as part of the Downtown and Central Waterfront on Map 2 of the Official Plan. The Official Plan states that the 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 the Downtown is attracted to the area. While the Downtown is identified as an area offering opportunities for substantial employment and residential growth, this growth is not anticipated to be uniform. 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.

Chapter 3 - Building a Successful City

Chapter Three of the Official Plan identifies that most of the City's future development will be infill and redevelopment and, as such, will need to fit in, respect and improve the character of the surrounding area. 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 state that 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.

Section 3.1.3 of the Official Plan indicates that Tall Buildings come with larger civic responsibilities and obligations than other buildings. Tall building proposals will address key urban design considerations, including:

- Meeting the built form principles of the Official Plan;
- Demonstrating how the proposed buildings and site designs will contribute to and reinforce the overall City structure;
- Demonstrating how the proposed buildings and site designs relate to the existing and/or planned context;

- Taking into the account the relationship of the topography and other tall buildings; and
- Providing high quality, comfortable and usable publicly accessible open space areas.

Section 3.1.5 of the Official Plan addresses the identification and evaluation of properties of cultural heritage value or interest. It provides for conservation of heritage resources and includes policies that state that Heritage Impact Assessments will evaluate the impact of a proposed alteration to a property on the Heritage Register and/or to properties adjacent to a property on the Heritage Register, to the satisfaction of the City.

Chapter 4- Land Use Designations

The subject site is designated Mixed Use Areas on Map 18 of the Official Plan. Section 4.5 outlines that this designation permits a broad range of commercial, residential and institutional uses, and includes policies and development criteria to guide development and its transition between areas of different development intensity and scale. The development criteria in Mixed Use Areas include:

- Creating a balance of high quality commercial, residential, institutional and open space uses that reduces automobile dependency and meets the needs of the local community;
- Providing for new jobs and homes for Toronto's growing population on underutilized lands, creating and sustaining well-paid, stable, safe and fulfilling employment opportunities;
- Locating and massing new buildings to frame the edges of streets and parks with good proportion and maintaining sunlight and comfortable wind conditions for pedestrians on adjacent streets, parks and open spaces;
- Providing an attractive, comfortable and safe pedestrian environment; and
- Taking advantage of nearby transit services.

See Attachment 3 of this report for the land use map.

TOcore: Planning Downtown

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 prior to June 5, 2019, OPA 406, the new Downtown Secondary Plan does not apply to this application. However, staff considered the Downtown Plan for additional guidance with respect to the planned context.

The Downtown Plan can be found here:

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

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 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.

See Attachment 4 of this report for a map of the Secondary Plan Area.

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 early 2020. The existing University of Toronto Secondary Plan remains in force and effect.

Official Plan Amendment to Further Protect Heritage Views of City Hall, Old City Hall and St. James Cathedral

The Official Plan includes view protection policies from the public realm to prominent, buildings, structures and landscapes and natural features. Included in the view protection policies are policies to protect the silhouette views of Old City Hall and Toronto City Hall. The view of the St. James Cathedral spire was also protected from two distinct locations (Policies 3.1.1.9 and 3.1.1.10).

A City-initiated Official Plan Amendment is underway to clarify, through enhanced study, the existing view protection policies in the Official Plan as they affect the silhouette views associated with City Hall, Old City Hall and St. James Cathedral. It will provide greater precision as to the location of where the views are to originate from; and also the proposed view shed that is to be protected, including direction given for further intrusions visible above, adjacent too, and behind the building silhouettes.

On July 23, 2018, City Council directed staff to use the proposed policies and diagrams contained in the Status Report to inform the evaluation of current and future development applications in the surrounding area. The subject site is within the City Hall view corridor and the proposed development has been evaluated against the updated policies.

The Status Report may be found here:

<https://www.toronto.ca/legdocs/mmis/2018/te/bgrd/backgroundfile-118130.pdf>

The outcome of staff analysis and review of relevant Official Plan policies and designations; the University of Toronto Secondary Plan; the Downtown Plan; and the emerging direction of the proposed City Hall view corridor and University of Toronto St. George Campus Secondary Plan noted above are summarized in the Comments section of the report.

Zoning

The site is zoned Commercial Residential (CR) in the former City of Toronto Zoning Bylaw 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.

See Attachment 5 of this report for the site's existing zoning.

Design Guidelines

Policy 5.2.5.6 of the Growth Plan indicates supporting documents, such as design guidelines, will direct the development of a high quality public realm and compact built form in achieving minimum intensification and density targets of the Plan. Official Plan Policy 5.3.2.1 states that guidelines will be adopted to advance the vision, objectives and policies of the Plan. Urban design guidelines are intended to provide a more detailed framework for built form and public improvements. The following design guidelines that have been adopted by City Council apply to the proposed development.

University of Toronto (Main Campus) Urban Design Guidelines

The University of Toronto (Main Campus) Urban Design Guidelines are intended to be read in conjunction with the policies of the Official Plan and the University of Toronto Secondary Plan. The design guidelines provide detailed built form envelopes for those sites identified as having development potential in the Secondary Plan and as further outlined in the area-specific zoning exception (12(2)310) in Zoning By-law 438-86, as required in Section 6 - Implementation, of the University of Toronto Secondary Plan. The envelope for the site has a maximum height limit of 33 metres. The guidelines may be found here:

<https://www.toronto.ca/wp-content/uploads/2017/08/8f36-Toronto-Urban-Design-Guidelines-University-of-Toronto-Main-Campus.pdf>.

City-Wide Tall Building Design Guidelines

City Council has adopted city-wide Tall Building Design Guidelines and directed City Planning staff to use these Guidelines in the evaluation of tall building development applications. The Guidelines establish a unified set of performance measures for the evaluation of tall building proposals to ensure they fit within their context and minimize their local impacts. The link to the guidelines is here:

<https://www.toronto.ca/legdocs/mmis/2013/pg/bqrd/backgroundfile-57177.pdf>.

Site Plan Control

The application is subject to Site Plan Control. A Site Plan Control application has been submitted (File No. 19 147031 STE 11 SA).

COMMUNITY CONSULTATION

On March 21, 2019, staff hosted a Community Consultation Meeting to discuss the proposed development. Approximately eight members of the public were in attendance as well as the Ward Councillor and the applicant. General support was expressed for the proposal and for the proposed mix of institutional uses and unique building design in particular.

COMMENTS

Provincial Policy Statement and Provincial Plans

The proposal has been reviewed and evaluated against the PPS (2014) and the Growth Plan (2019). Staff have determined that the proposal is consistent with the PPS and conforms with the Growth Plan.

Section 2 of the Planning Act requires municipalities to have regard for matters of provincial interest, including the conservation of features of significant architectural, cultural, historical, archeological 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. The proposed development has regard for relevant matters of provincial interest, as the proposed development conserves adjacent heritage resources to the north and south, the built form is well-designed with a height, scale and massing that is appropriate for its context and proposed institutional use, and the development will create new employment opportunities at the campus along with increased institutional space.

The PPS establishes that healthy, liveable and safe communities are sustained by, among other matters, promoting efficient development and land use patterns and accommodating an appropriate range and mix of residential, employment, institutional, parks and opens spaces and other uses to meet long-term needs (Policy 1.1.1). The proposed development addresses these objectives by adding new institutional uses and intensifying the site with an appropriate built form for the site that has been designed to

limit potential impacts on surrounding properties, including shadows on Queen's Park. It also maintains the outdoor, publicly accessible mid-block connection at the north side of the site through the Provincial Government properties to the north and provides a significantly wider public realm along College Street.

Policy 1.3.1 states that authorities shall promote economic development and competitiveness by, among other approaches, providing for an appropriate mix and range of employment and institutional uses to meet long-term needs and encouraging compact, mixed-use development that incorporates compatible employment uses to support liveable and resilient communities. Policy 1.6.7.4 states that land use pattern, density and mix of uses should be promoted that minimizes the length and number of vehicle trips and support current and future use of transit and active transportation. The proposed development is consistent with this policy direction by providing a range of institutional uses in the development and contributing to the enhancement and vitality of the campus and surrounding neighbourhoods in an appropriate built form at a location that is in close proximity to Queen's Park and College subway stations, the College streetcar line and the College Street cycling lanes.

The Growth Plan (2019) identifies the Downtown as an Urban Growth Centre, which is a regional focal point for accommodating population and employment growth in complete communities that are well designed to meet people's needs for daily living throughout an entire lifetime (Section 2.2.3). Policy 2.2.2.3 of the Growth Plan directs municipalities to develop a strategy to achieve minimum intensification targets, which will encourage intensification generally throughout the delineated built up area, recognize strategic growth areas as the key focus for development, and identify the appropriate type and scale of development in strategic growth areas and transition of built form towards adjacent areas. Policy 5.2.5.6 states that, in planning to achieve the minimum intensification and density targets of the Plan, municipalities will develop and implement urban design and Official Plan policies, including other supporting documents, which direct the development of a high quality public realm and compact built form.

The site is located in the Downtown Urban Growth Centre. The planning framework that governs this site includes the Official Plan, University of Toronto Secondary Plan and University of Toronto Urban Design Guidelines, which contain policies and guidelines that support a high quality public realm and compact built form. The Downtown Urban Growth Centre is on track to meet its density target of 400 residents and workers per hectare, as set out in the Growth Plan (Policy 2.2.3.2.a). It is noted that the target is the average of the entire Urban Growth Centre and it is not for any one particular area within the Centre, such as the University of Toronto Secondary Plan Area, to meet this target (Policy 5.2.5.4). While the proposed development is not required for the city to meet the density target of 400 people and jobs per hectare in the Downtown Urban Growth Centre, it will contribute towards meeting and/or exceeding this specific target.

The application conforms to the policy direction to target growth to the Downtown Urban Growth Centre (Section 2.2.3), supports the achievement of complete communities by contributing to the mix of land uses on the site and in the area (Policy 2.2.1.4), and is located on a campus where institutional growth is anticipated (Policy 2.2.5.2). The proposal represents a form of contextually appropriate intensification that makes efficient use of land and existing services, including proximity to public and active

transportation options. The proposal provides for a high quality, compact built form that meets applicable urban design standards and incorporates sustainable development principles.

Land Use

The proposed institutional uses are permitted in both the Official Plan and Zoning By-law. The uses are compatible with the adjacent institutional and office uses and nearby residential uses, and are consistent with the development criteria contained in the Official Plan as well as the policies of the Official Plan as a whole.

Density, Height, Massing

This application has been reviewed against the policies and direction contained in the Official Plan, University of Toronto Secondary Plan and Downtown Plan, University of Toronto (Main Campus) Urban Design Guidelines, City-Wide Tall Building Design Guidelines and the emerging direction of the new University of Toronto St. George Campus Secondary Plan. Given the existing and planned context of the subject property and the surrounding area, the proposed density, height and massing is appropriate and can be supported by staff.

The Official Plan identifies that development must be considered not only in terms of the individual building and site, but also in terms of how the building and site fit within the larger existing and planned context of the surrounding area. All new development in Mixed Use Areas is required to locate and mass new buildings to frame the edge of streets, maintain sunlight and comfortable wind conditions, provide an attractive, comfortable and safe pedestrian environment, and transition between areas of different development intensity and scale (Policy 3.1.2.4 and 4.5.2, and 3.3.1 of the Secondary Plan). These objectives are addressed by ensuring that developments provide appropriate setbacks and/or stepping down of heights and by locating the mass of new buildings in a manner that is sensitive and limits the shadow impacts during the spring and fall equinoxes.

The site is an appropriate location for a tall building given its location within the Downtown, its surrounding context, which includes a number of existing and approved tall buildings, and its location at the southern edge of the Secondary Plan Area in close proximity to two subway stations.

Tall buildings should address key urban design considerations in the Official Plan, including the built form policies and site design, and general fit within the existing and planned context, while providing usable, publicly accessible open space. Tower placement, separation distances, building orientation, articulation, floorplate size and setbacks are key considerations when reviewing tall buildings (Policy 3.1.3.2 and 4.5.2).

The proposed building does not include a conventional base building, but has been designed to appropriately frame and address the edge of College Street, the park to the west and the mid-block connection to the north, and create a comfortable urban environment on the site. The proposal includes a generous setback of approximately

9.5 metres from the property line along College Street to the majority of the building, other than a small portion of the building where a projecting stair and future TTC connection are proposed and the setback from College Street is approximately seven metres. This setback results in an approximately 13.5-metre-wide sidewalk zone, measured between the curb along College Street and the edge of the building. The 9.5 metre setback would wrap around the west side of the building along the park for half of the building depth, beyond which it would be reduced to a minimum setback of 3.9 metres from the west property line. These setbacks would extend vertically for the first two storeys along College Street and at the southwest corner of the building along the park. This ground-level space exceeds the standards of the Tall Building Design Guidelines and Policies 9.4 and 9.5 of the Downtown Plan, which suggest a six metre sidewalk zone. A cantilever is proposed to extend above part of this space, but would maintain a minimum setback of six metres from College Street. This six metre setback above the first two storeys of the building would match the setback of the adjacent Banting building to the east, provide weather protection and visual interest while being high enough to maintain the open, public feeling of the space at grade, and satisfy the direction of the Tall Building Design Guidelines and Downtown Plan.

The proposed outdoor terraces that bisect the building and wrap around the southeast corner of the building on floors seven and eight with a stepback of approximately 4.7 metres from the edge of the building below and at the northwest corner of the building on floors 10 and 11 with a stepback of approximately 3 to 3.8 metres from the edge of the building below help break up the building mass and respond to the adjacent properties. The bottom of the southeast terrace aligns with the top of the adjacent Banting building and MaRS building to the south, and the bottom of the northwest terrace aligns with the top of the Frost Building to the north. The stepped back terraces and elevation design, with floorplates that narrow as the building height increases, reinforces the visual prominence of the lower levels of the building and meets the intent of the Tall Building Design Guidelines.

The proposed building placement, setbacks and resulting separation distances are acceptable. As outlined above, the setback from the street would result in a generous public realm and exceeds applicable policy direction and guidelines. The building would be set back a minimum of 3.9 metres from the park to the west, which is designated as Parks and Open Space Areas, and where development is generally prohibited, so the setback is acceptable.

Staff generally seek to secure a minimum separation distance of 25 metres between towers and setbacks of 12.5 metres from shared property lines to tall buildings. On the east side, the setback is proposed at zero metres at grade and increasing to 4.4 metres to the upper floor, with the depth of the setback to the outdoor terrace proposed at 6.7 metres. The lands to the east of the site are also owned by the University and the emerging direction of the University of Toronto Secondary Plan contemplates a second tower on those lands to the east at 100 College Street. The proposed minimal setback from the east property line will impact the location, scale and massing of future development on the block. The updated University of Toronto Secondary Plan will secure appropriate separation across the block between the towers. Through evaluation of the subject application and the update to the University of Toronto Secondary Plan, staff will seek a minimum separation distance of 20 metres between the subject

proposed building and a potential future tower at 100 College Street, along with the following:

- only institutional uses in both towers;
- appropriate conservation of the Banting building;
- a similar approach to the massing of the subject tower for the second tower, which provides for increased separation beyond the minimum 20 metres as the building height increases; and
- a high-quality and generous public realm across the block, including a new landscaped open space where surface parking currently exists at the east end of 100 College Street, an outdoor mid-block connection between College Street and Grenville Street and the removal of the dedicated turning lane at Dr. Emily Stowe Way and Grenville Street.

The building footprint would be offset from the north property line, with the proposed setback at the northwest corner of the building ranging from approximately nine metres at grade to 13.6 metres at the upper floor and the setback at the northeast corner of the building ranging from approximately four metres at grade, with a cantilever to approximately 2.5 metres at the third floor, and increasing to 8.5 metres at the upper floor. The proposed setbacks along the north side of the building provide additional on-site open space adjacent to the existing park, maintain views to the Frost building from the public park and streets, maintain and enhance the existing mid-block connection through the site to the adjacent Provincial properties and provide opportunities to create additional mid-block connections through the site to surrounding properties as future development occurs. While the proposed setback at the northeast corner of the building is less than typically desired, the setback at the northwest corner would exceed the standards and the overall setback across the north side of the building is acceptable. The offset footprint provides sufficient space to the north, the setbacks increase at each floor of the proposed building, only non-residential uses will be permitted on the site through the subject application and the land use designation and zoning permissions for the lands to the north permit only non-residential and institutional uses. Moreover, the direction of the updated University of Toronto Secondary Plan does not contemplate new towers on the lands to the north, so staff do not anticipate future issues with separation distance between towers. The proposed setbacks and separation distances would minimize negative impacts on the public realm, such as shadowing and blockage of sky view, and should maximize the quality of building interiors, including daylighting, natural ventilation and privacy for occupants.

The Tall Building Design Guidelines and Policy 9.15 of the Downtown Plan suggest a maximum tower floor plate 750 square metres. While this is typically sought by staff, Policy 9.16 of the Downtown Plan provides for consideration of larger floorplates where it has been demonstrated that the potential impacts of the larger floorplates have been addressed. The proposed floorplates are appropriate based on the institutional uses proposed, which tend to have programmatic requirements that result in larger floorplates, the way the floorplates taper on each floor and the building's position on the site that provides for a generous public realm. The proposed building is consistent with the overall intent of the applicable policies and guidelines by providing appropriate

setbacks to abutting properties, adequately minimizing shadow impacts (as outlined further below), allowing acceptable sky view from the public realm and presenting an appropriate profile for the skyline.

The proposed height of the building at 13 storeys and approximately 65 metres including the mechanical penthouse is appropriate for the site and is consistent with the surrounding context. Buildings along College Street generally increase in height towards Bay Street and are lower towards Spadina Avenue to the west. The built form along the immediate portion of College Street varies, with heights ranging from two to 20 storeys. The tallest buildings in the immediate area are at the intersection of College Street and University Avenue on the southwest and southeast corners of the intersection and exceed the height of the proposed building. The proposed building is of a similar scale to the University's Leslie L. Dan Pharmacy building located on the west side of University Avenue. Together, the buildings complement one another and frame the public open space on both sides of the street and the views looking north to the Legislative Assembly Building. The site is subject to the City Hall view corridor policies and the proposed building would comply with the updated view protection policies. It would not be visible within the City Hall view corridor.

The proposed development would result in a density of approximately 6.3 times the area of the site. Staff are of the opinion that the proposed density represents an appropriate level of intensification for the site, achieving it through an acceptable built form, building height, massing and site organization, and in a way that is compatible with the height and massing of buildings in the immediate area.

The proposal is contextually appropriate and fits with the existing and planned context. The height, position, setbacks and floorplates of the proposed institutional building, as well as its impact on and separation from adjacent properties and other tall buildings, are appropriate for the site.

Sun, Shadow, Wind

The Shadow Study submitted in support of the application is satisfactory to staff. The building's massing and height have been designed to minimize shadow impacts on the public realm and adjacent sites. Queen's Park is identified as a Sun Protected Park in Policy 9.18 of the Downtown Plan, which requires development to adequately limit net-new shadow as measured from March 21 to September 21 from 10:18 a.m. to 4:18 p.m. On March 21, net-new shadows are cast on Queen's Park for approximately five minutes after 10:18 a.m. and on September 21, the proposal does not cast net-new shadows on Queen's Park after 10:18 a.m. The shadows cast on the park to the immediate west of the site by the proposed building would be generally located within the shadows that are permitted under current zoning provisions for the site. The proposal conforms to the policy direction of the Official Plan and Downtown Plan by ensuring the development would not create undesirable shadowing impacts on sensitive open space areas.

The Pedestrian Level Wind Study submitted with the application concludes that all wind impacts created by the proposal will be minimal and of a tolerable level for sitting, standing, strolling and walking outdoors. The wind safety criterion is met at all areas

both on-site and surrounding the proposed development, including public sidewalks, building entrances, the mid-block connection on the north side of the building, the adjacent park, the outdoor play area associated with the child care facility that is currently under construction in the Frost Building to the north of the site, and the proposed outdoor terraces.

Heritage Impact and Conservation Strategy

The subject site is adjacent to the following existing heritage properties:

- 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 Centre at 2 Surrey Place to the northeast, which is listed on the City's Heritage Register; and
- 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 Best Institute building on the site and the adjacent Banting Institute to the east at 100 College Street 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 the Best Institute should not be added to the Heritage Register and will recommend that the Banting Institute be designated under Part IV of the Ontario Heritage Act. Staff will bring forward a report on the potential inclusion of the properties in the Secondary Plan Area on the Heritage Register in early 2020. Staff have evaluated the subject application based on the assumed heritage adjacency condition of the Banting Institute.

Policy 2.6.3 of the PPS states that planning authorities shall not permit development and site alterations on adjacent lands to protected heritage property except where it has been demonstrated that the heritage attributes of the protected heritage property will be conserved. The policies in section 3.1.5 of the Official Plan require development that is adjacent to heritage resources to ensure the integrity of the heritage property's cultural heritage value and attributes are retained. Tall Building Design Guideline 1.6 further states that tall buildings are to respect and complement the scale, character, form and setting of adjacent heritage properties.

Heritage Planning staff have reviewed the Heritage Impact Assessment submitted with the application and agree that the proposal will not adversely impact the integrity of the adjacent cultural heritage resources. The proposed building location, setbacks and massing will mitigate any visual impacts to the scale and form of the adjacent heritage properties.

The six metre setback proposed above the first two storeys of the building along College Street would match the setback of the Banting Institute and the additional setback area for the first two storeys of the proposed building would permit views to the adjacent Banting Institute. The proposed outdoor terraces have been located to

appropriately respond to the heritage adjacencies by visually continuing the profile of the College Street streetwall. The bottom of the southeast outdoor terrace would align with the top of the adjacent Banting Institute and MaRS building to the south and the bottom of the northwest outdoor terrace would align with the top of the Frost Building to the north. The proposed development would conserve the cultural heritage value of the adjacent existing and potential heritage properties.

Public Realm and Streetscape

Official Plan policies require that attention be given to the streetscape by ensuring that these areas are attractive, comfortable and functional for pedestrians through landscaping and setbacks that create attractive transitions from the public to private realms, and that new development frames and supports the public realm (Policy 3.1.1.6, 3.1.1.15, 3.1.2.1 and 3.1.2.5). The proposed 13.5 metre wide sidewalk area along College Street, and 9.5 metre setback to the building from the west property line along the park for half of the building depth, beyond which it would be a minimum setback of 3.9 metres from the west property line, provides opportunities to enhance the public realm with new trees and other planting, seating, lighting, bike parking and paving materials. The streetscape improvements will be secured through the Site Plan Approval process.

The existing mid-block connection on the north side of the site that connects through the site from the park and College Street to the adjacent Provincial properties is proposed to be improved by increasing the building setback from the north property line to nine metres at the northwest corner of the building and 3.7 metres at the northeast corner of the building. This additional space, together with new planting, lighting, paving and building entrances should help make this already well-used connection safer, more usable and more visible. The additional space and layout will provide opportunities to create additional mid-block connections through the site to surrounding properties as future development occurs. The design details of the enhancements to the mid-block connection will be secured through the Site Plan Approval process.

The proposed development would help animate the streetscape along College Street and the adjacent park, and enhance pedestrian connections across the block. The proposal would provide an attractive, comfortable and safe pedestrian environment.

Traffic Impact, Access, Parking

Official Plan policies encourage reduced automobile dependency and promote alternative modes of transportation (Policy 2.4.4 and 4.5.2). The policies attempt to increase the opportunities for better walking and cycling conditions for residents. Pedestrian access is proposed on the south, west and north sides of the building, with the main entrance proposed along College Street. Forty-eight bicycle parking spaces are proposed in the underground garage and 44 are proposed at grade outside the building.

Vehicle and loading access is proposed from College Street. This access location is acceptable on a temporary basis as it is proposed to be relocated to Grenville Street as

a shared access through future development of 100 College Street. Eight vehicle parking spaces, and two Type B and two Type C loading spaces are proposed underground.

The Transportation Impact Study submitted in support of the application concludes that no notable transportation impacts to the area transportation network are anticipated as a result of the proposed development. Transportation Services and Solid Waste Services staff have reviewed the proposal and found the anticipated transportation impacts, proposed parking and loading to be acceptable.

Servicing

Engineering and Construction Services staff reviewed the Functional Servicing and Stormwater Management Report submitted with the application. Revisions to the report are required to be provided prior to final acceptance by staff to demonstrate whether the existing municipal infrastructure is adequate to service the proposed development and to determine what upgrades may be required to the existing infrastructure to support the proposed development. Staff recommend that a revised Functional Servicing and Stormwater Management Report be submitted to the satisfaction of the Chief Engineer and Executive Director of Engineering and Construction Services prior to introducing the necessary Bills to City Council.

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 35 trees both within and immediately adjacent to the subject site. Three trees in the municipal right-of-way, two trees on the site and one tree on an adjacent site that qualify for protection under the tree by-laws are proposed to be removed. Five large growing shade trees are proposed to be planted within the College Street right-of-way and 17 new large growing shade trees are proposed on the site. Urban Forestry requires the applicant to submit a tree planting deposit to ensure the planting and survival of the five new City-owned trees and the planting of a minimum of 17 new trees to replace the private trees proposed for removal. Tree planting and injury mitigation measures will be further secured through the Site Plan Approval process.

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, Draft Plans of Subdivision 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.

The applicant is required to meet Tier 1 of the TGS. The site specific Zoning By-law will secure performance measures for the following Tier 1 development features: the wider

sidewalk along College Street, the mid-block connection to the north, covered outdoor waiting areas and bicycle parking spaces. Other applicable TGS performance measures will be secured through the Site Plan Approval process. Staff will continue to work with the applicant to encourage them to exceed the Tier 1 requirements and achieve greater sustainability.

Conclusion

The proposal has been reviewed against the policies of the PPS (2014), the Growth Plan (2019) and the Toronto Official Plan, applicable urban design guidelines, the Downtown Plan, the proposed City Hall view corridor and the emerging direction of the updated Secondary Plan. Staff are of the opinion that the proposal is consistent with the PPS (2014), conforms with the Growth Plan (2019) and conforms with the Official Plan. The proposal represents an appropriate level of intensification at a suitable location and in an appropriate built form based on the existing and planned context of the site. The proposed building location, height and massing are appropriate for the site, would introduce new institutional uses on the campus and contribute to the mix of uses in the larger area, and would result in an enhanced public realm along College Street, the adjacent park and mid-block connection through the block, and an improved streetscape. Staff recommend that Council approve the application.

CONTACT

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SIGNATURE

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

ATTACHMENTS

City of Toronto Data/Drawings

Attachment 1: Application Data Sheet

Attachment 2: Location Map

Attachment 3: Official Plan Land Use Map

Attachment 4: University of Toronto Secondary Plan Area

Attachment 5: Existing Zoning By-law Map

Attachment 6: Draft Zoning By-law Amendment to Amend By-law 438-86

Applicant Submitted Drawings

Attachment 7: Site Plan

Attachment 8: South Elevation

Attachment 9: West Elevation

Attachment 10: North Elevation

Attachment 11: East Elevation

Attachment 1: Application Data Sheet

Municipal Address: 112 College Street Date Received: November 23, 2018

Application Number: 18 260298 STE 27 OZ

Application Type: Rezoning

Project Description: Zoning By-law Amendment application to permit a 13-storey (65 metres, including mechanical penthouse) institutional building with a gross floor area of approximately 17,900 square metres. The existing building on the site would be demolished.

Applicant	Agent	Architect	Owner
Bousfields Inc.		Weiss/Manfredi and Teeple Architects Inc.	Governing Council of the University of Toronto

EXISTING PLANNING CONTROLS

Official Plan Designation:	Mixed Use Areas	Site Specific Provision:	Yes
Zoning:	438-86	Heritage Designation:	No
Height Limit (m):	33	Site Plan Control Area:	Yes

PROJECT INFORMATION

Site Area (sq m): 2,855 Frontage (m): 63 Depth (m): 46

Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):	965	0	951	951
Residential GFA (sq m):	0	0	0	0
Non-Residential GFA (sq m):	4,279	0	17,900	17,900
Total GFA (sq m):	4,279	0	17,900	17,900
Height - Storeys:	5		13	13
Height - Metres:	22		55	55

Lot Coverage Ratio (%): 33.3 Floor Space Index: 6.27

Floor Area Breakdown	Above Grade (sq m)	Below Grade (sq m)
Institutional/Other GFA:	17,900	

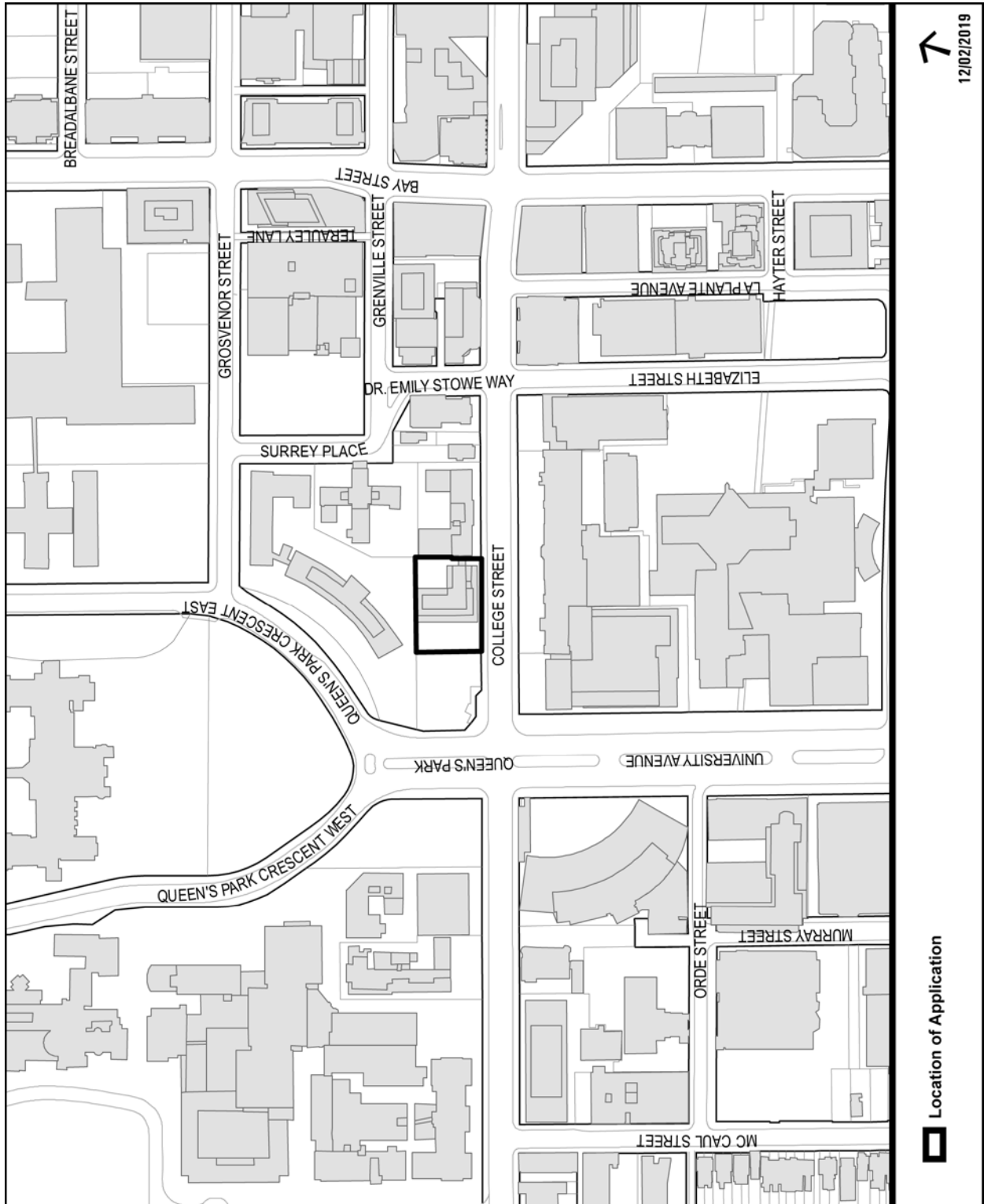
Parking and Loading

Parking Spaces: 8 Bicycle Parking Spaces: 92 Loading Docks: 4

CONTACT:

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416-397-0259
Paul.M.Johnson@toronto.ca

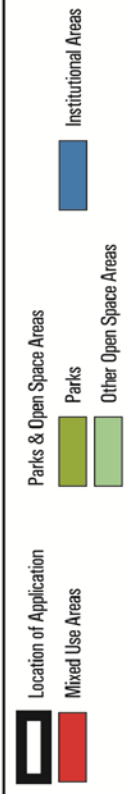
Attachment 2: Location Map



Attachment 3: Official Plan Land Use Map

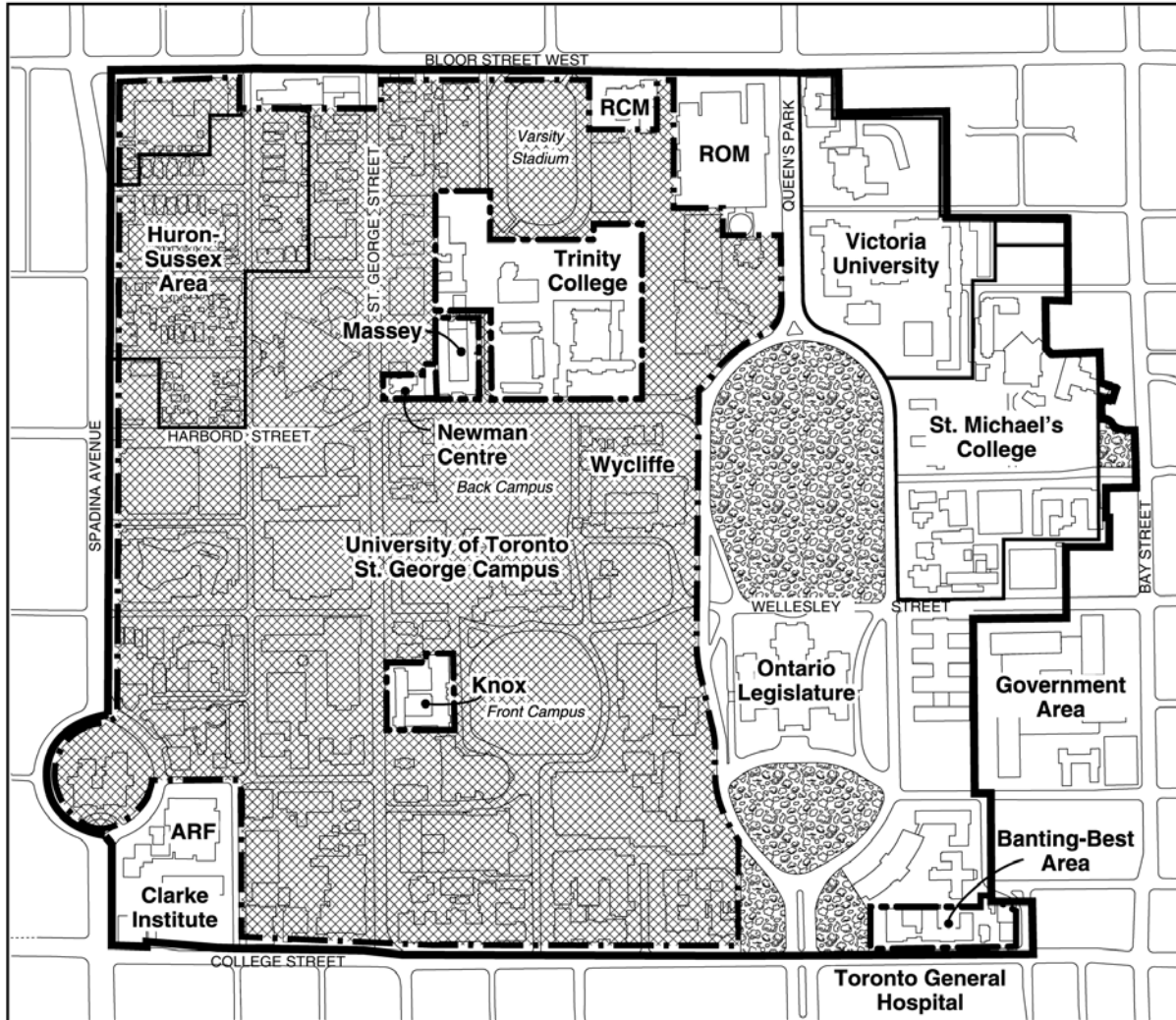


File # 18 260298 STE 11 0Z



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Not to Scale
12/02/2019

Attachment 4: University of Toronto Secondary Plan Area



October 2009

- 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

University of Toronto Secondary Plan

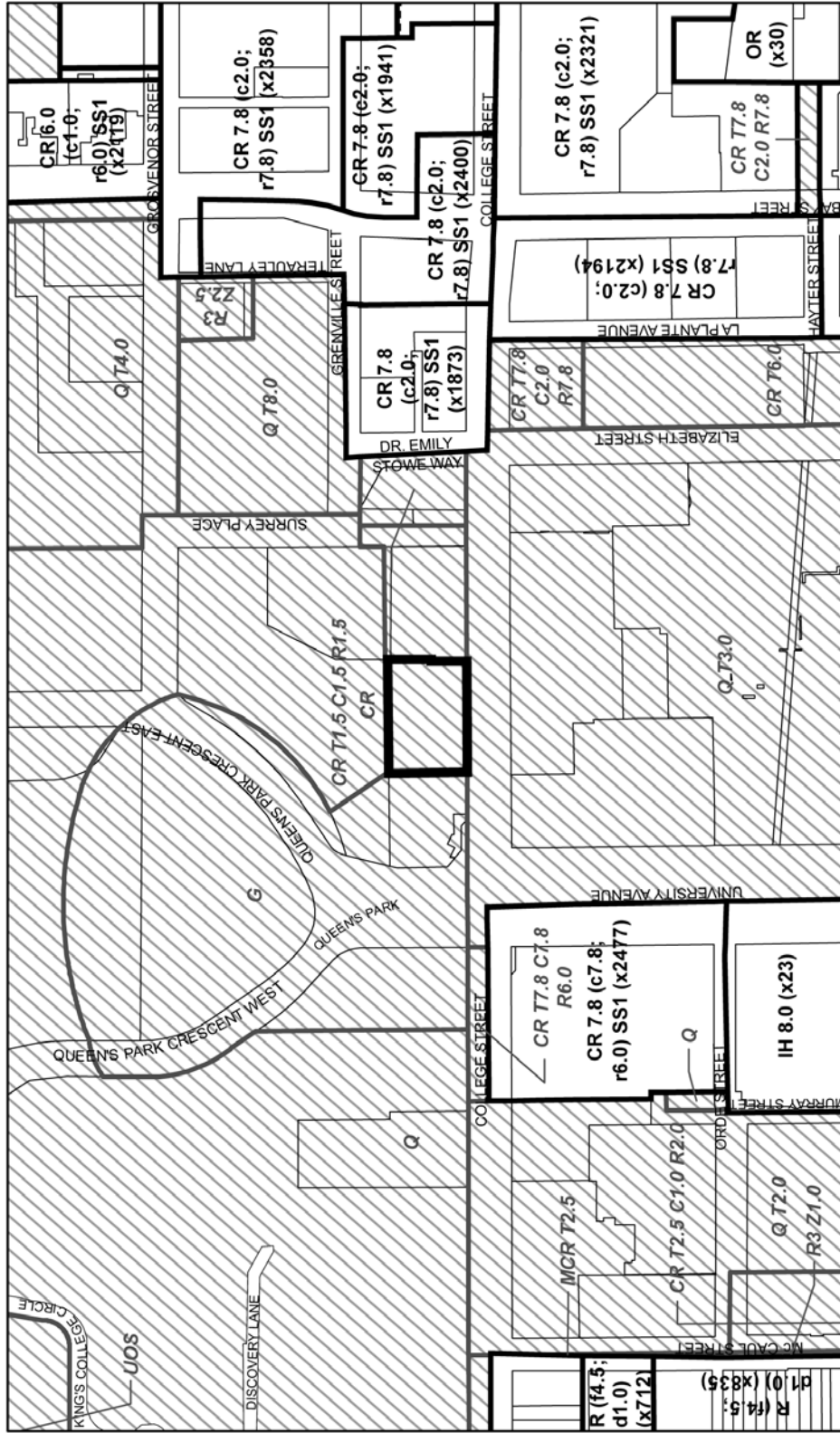
112 College Street

MAP 20-1 Area Institutions and Subareas

Not to Scale

File # 18 260298 STE 11 0Z


Attachment 5: Existing Zoning By-law Map




Zoning By-law 569-2013

112 College Street

File # 18 260298 STE 11 0Z

 Location of Application


 Residential Commercial Residential


 Institutional Hospital


 Open Space Recreation





See Former City of Toronto By-law No. 438-86

 Residential District

 Mixed-Use District

 Mixed-Use District

 Mixed-Use District

 Parks District

 Parks District

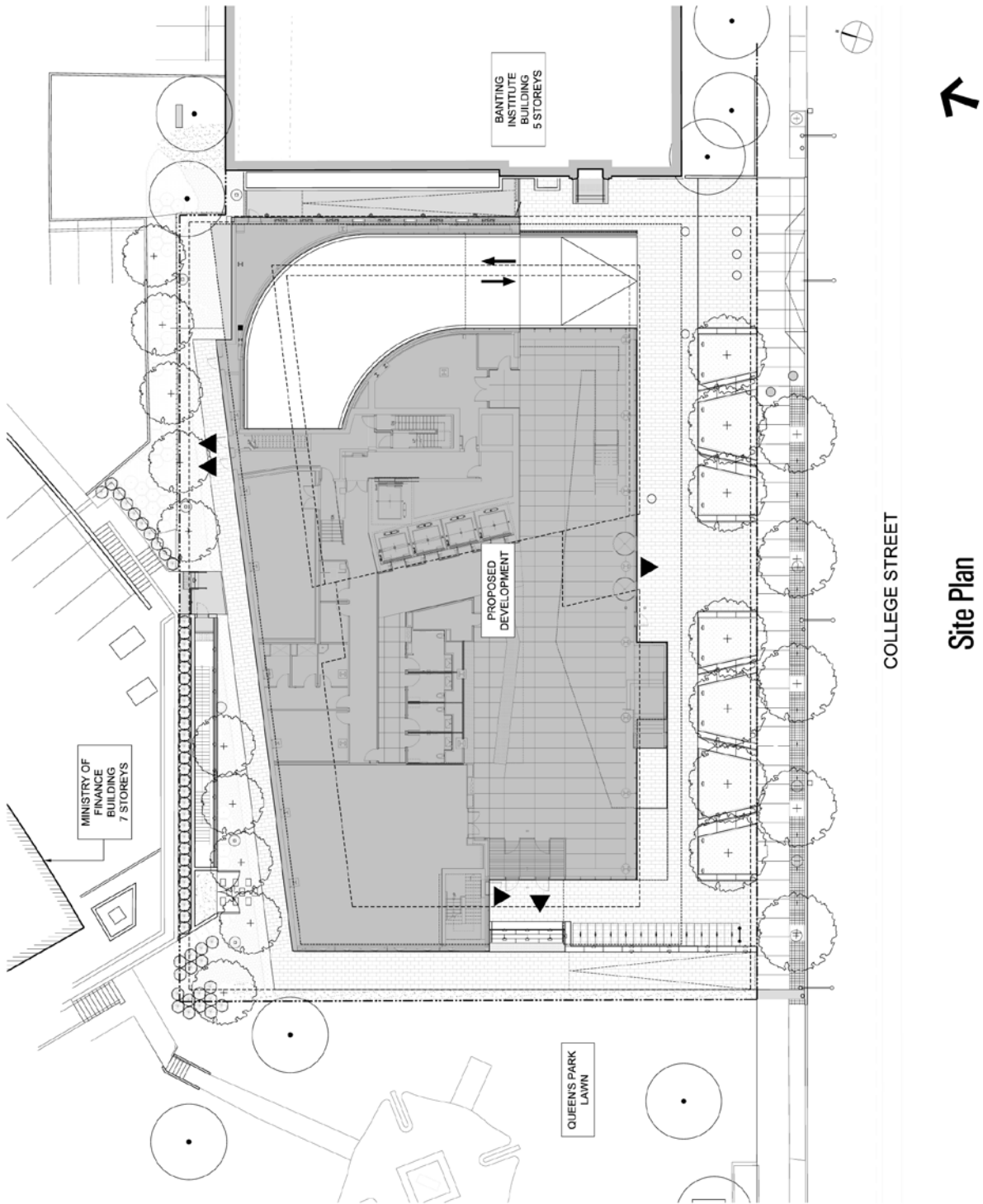


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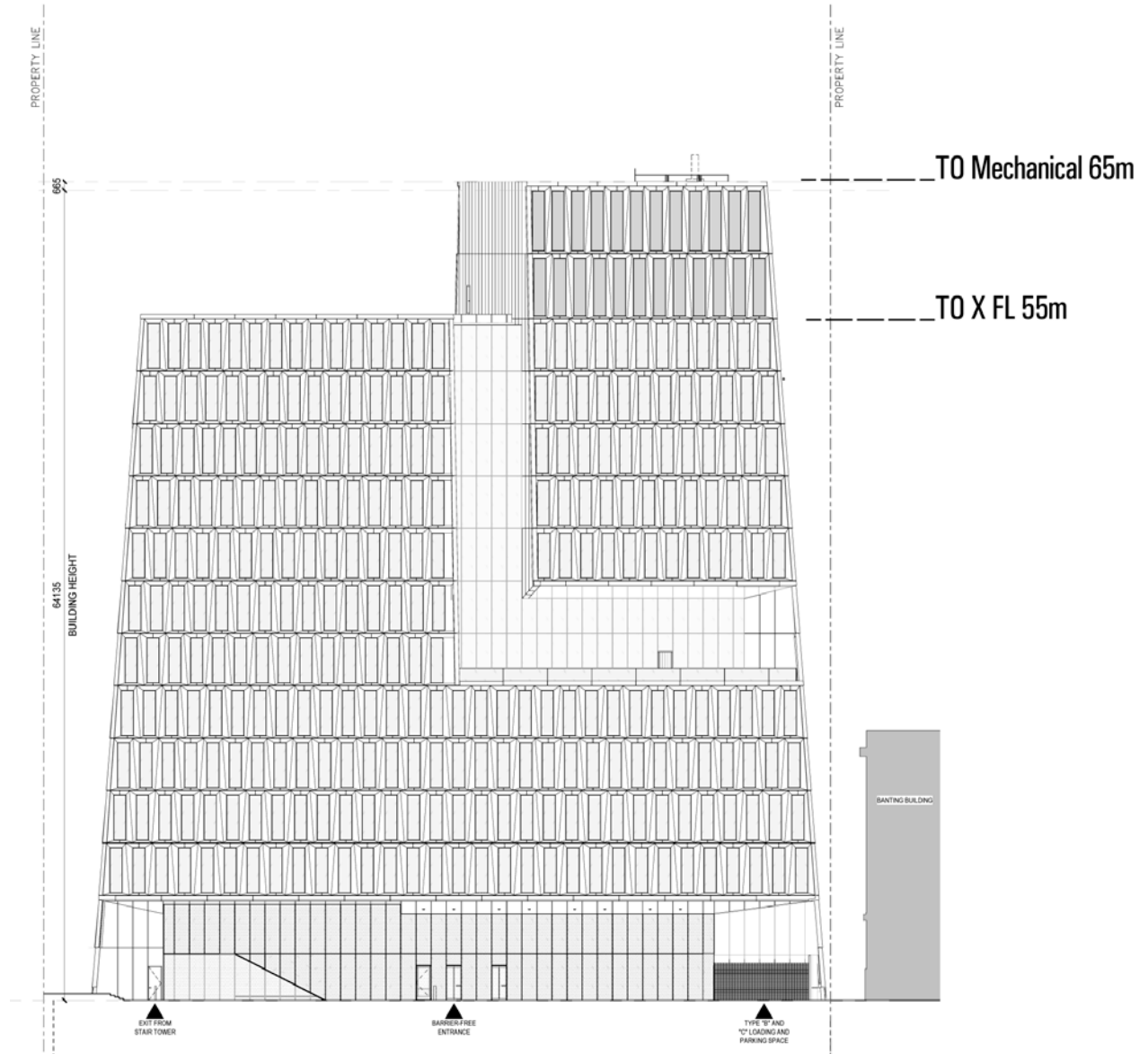
Attachment 6: Draft Zoning By-law Amendment to Amend By-law 438-86

To be available prior to the January 8, 2020 Toronto and East York Community Council Meeting

Attachment 7: Site Plan

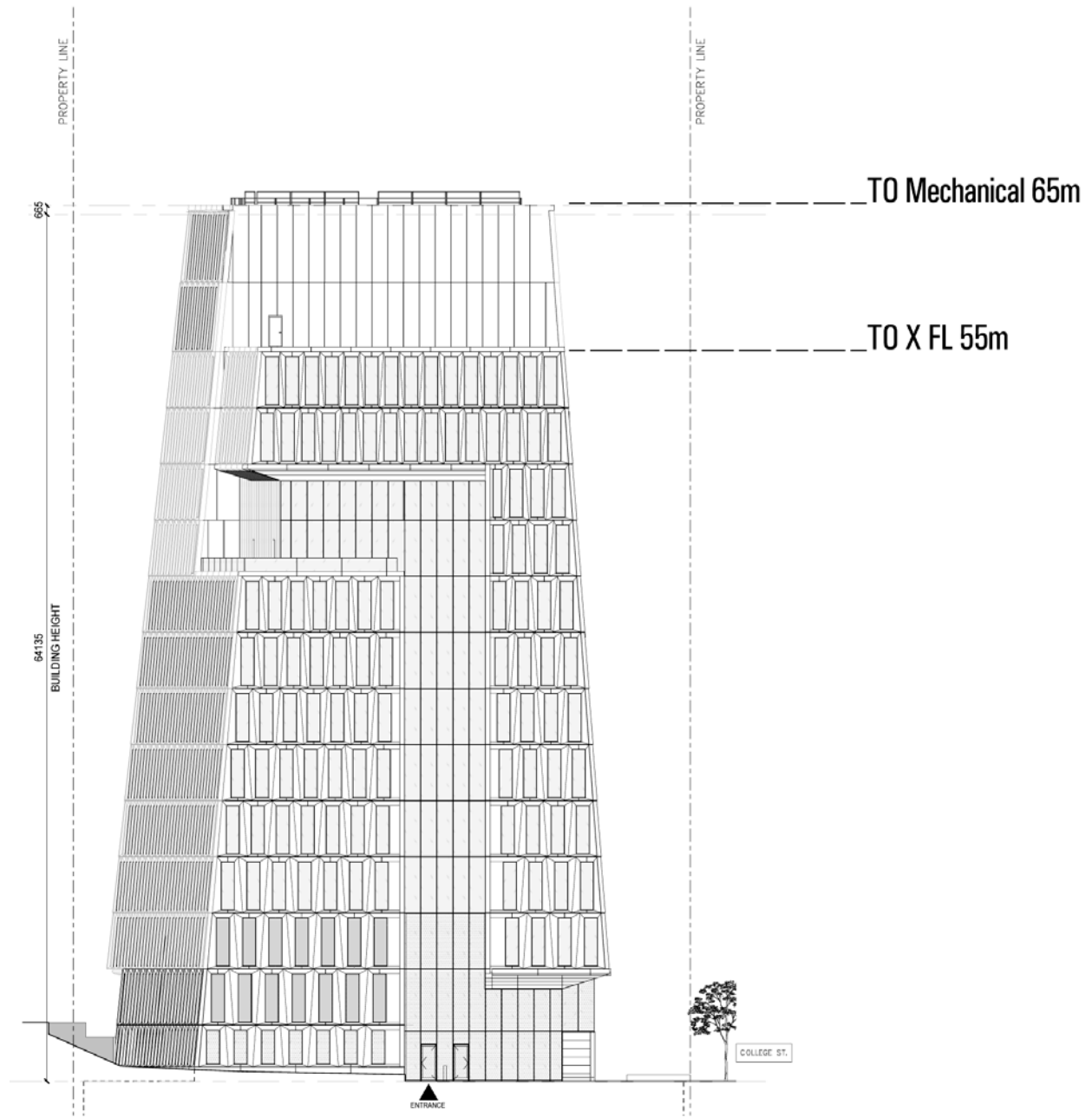


Attachment 8: South Elevation



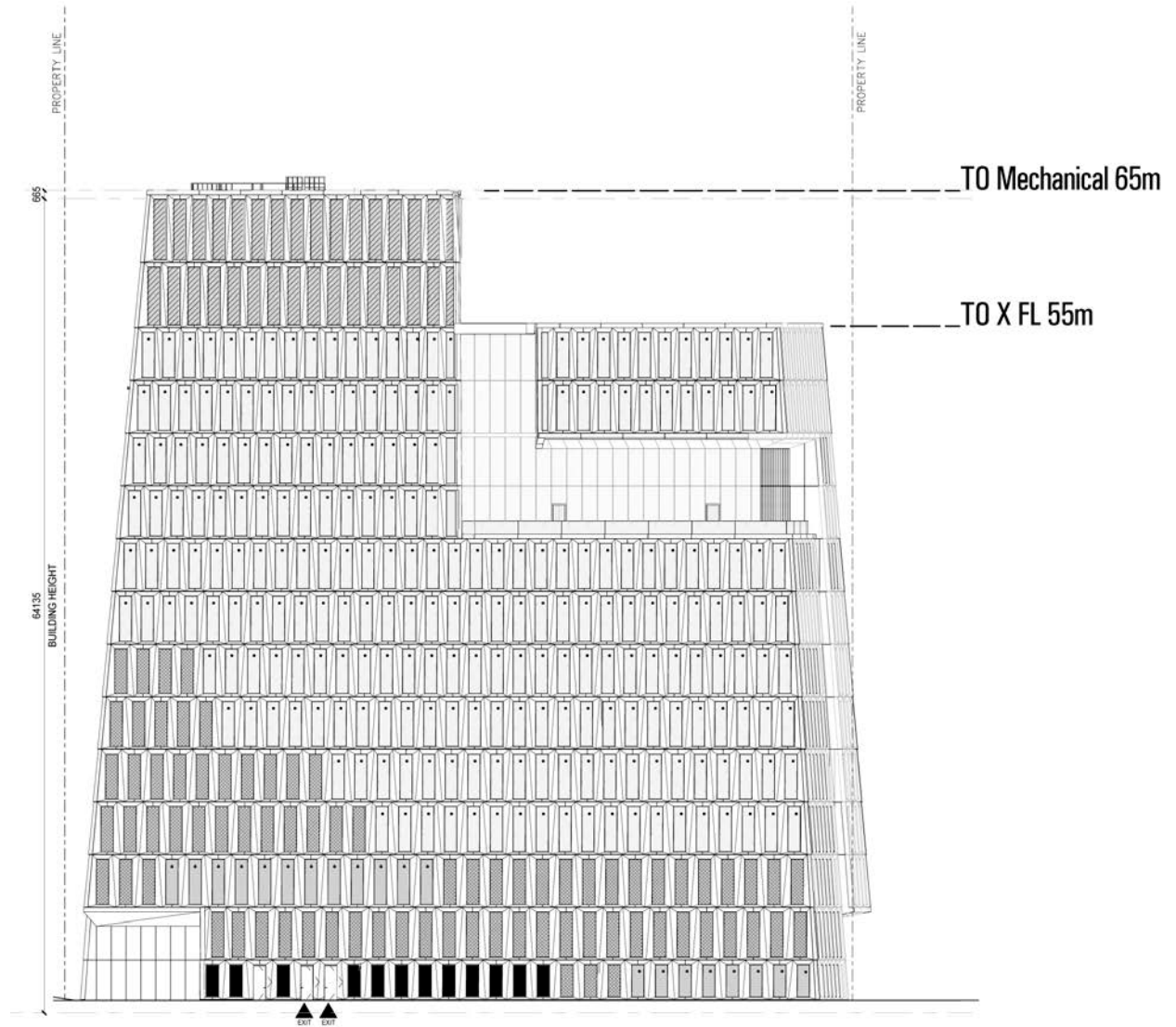
South Elevation

Attachment 9: West Elevation



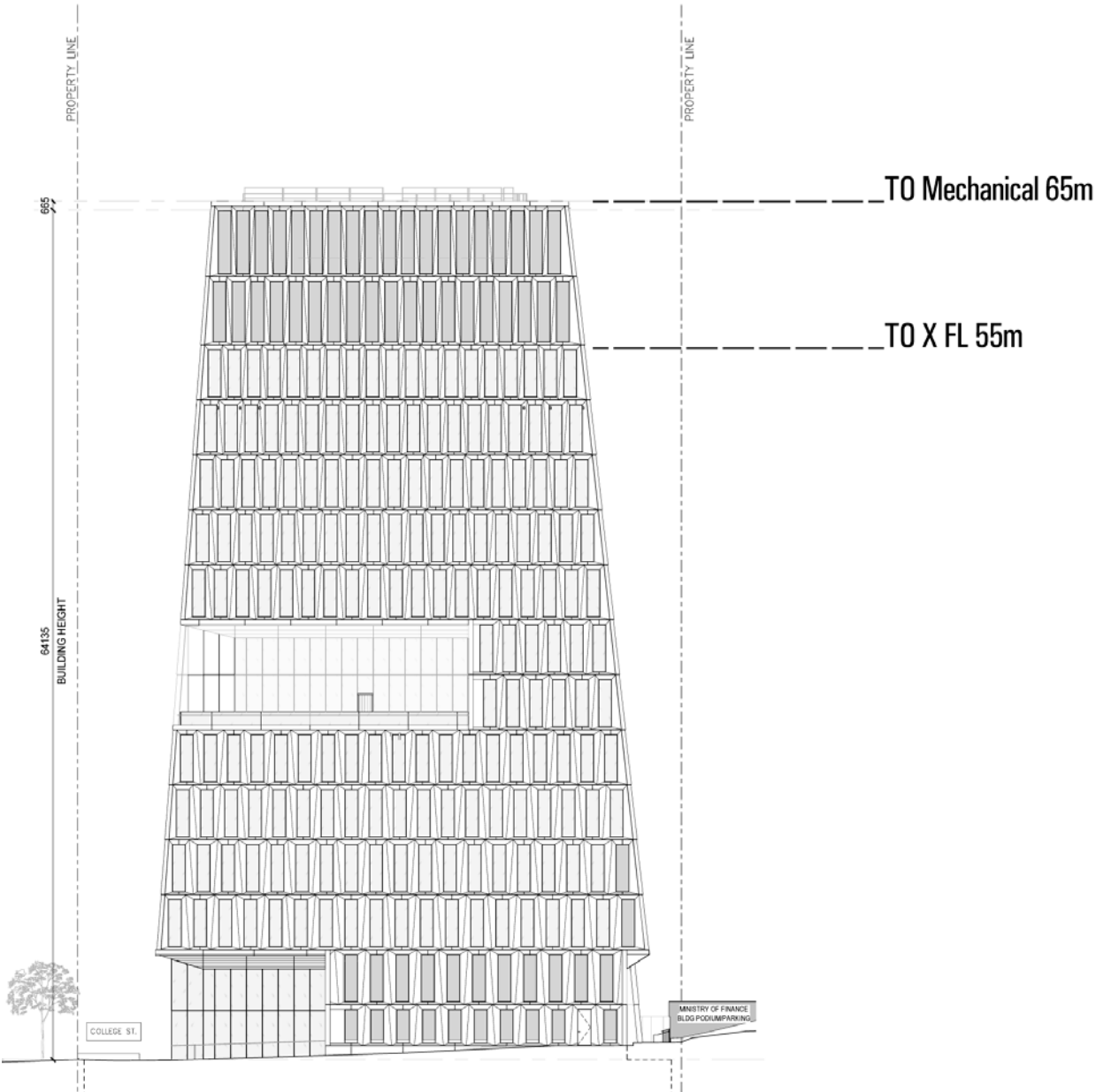
West Elevation

Attachment 10: North Elevation



North Elevation

Attachment 11: East Elevation



East Elevation