M Toronto

REPORT FOR ACTION

900 Dufferin Street – Official Plan Amendment and Zoning Amendment Application – Preliminary Report

Date: December 11, 2019

To: Toronto and East York Community Council

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

Ward 9 - Davenport

Planning Application Number: 19 184841 STE 09 OZ

Notice of Complete Application Issued: July 8, 2019

Current Uses on Site: The north wing of the Dufferin Mall, a 52,700 m² shopping centre with associated surface parking and a standalone drive-through restaurant.

SUMMARY

This report provides information and identifies a preliminary set of issues regarding the application for a mixed-use development including four residential towers located at 900 Dufferin Street. Staff are currently reviewing the application. It has been circulated to all appropriate agencies and City divisions for comment. Staff will proceed to schedule a community consultation meeting for the application with the Ward Councillor.

RECOMMENDATIONS

The City Planning Division recommends that:

- 1. Staff schedule a community consultation meeting for the application located at 900 Dufferin Street together with the Ward Councillor.
- 2. Notice for the community consultation meeting be given to landowners and residents within 120 metres of the application site, and to additional residents, institutions and owners to be determined in consultation with the Ward Councillor, with any additional mailing costs to be borne by the applicant.

FINANCIAL IMPACT

The recommendations in this report have no financial impact.

DECISION HISTORY

Pre-Application Consultation

A pre-application meeting with the applicant was held on March 28, 2019 to identify key issues with the proposal, including:

- the need for a comprehensive redevelopment plan for the entire mall site;
- compatibility of proposed heights and densities with surrounding low-rise neighbourhoods;
- built form impacts, including shadow and wind, on surrounding properties, parks and the public realm; and
- the appropriate location of on-site parkland dedication and new roads.

The applicant initiated a number of public engagement initiatives prior to the formal submission of this application to the City. Two public open houses have been held by the applicant. The first open house was held on January 21, 2019 at Bloor Collegiate Institute to introduce the project and outline preliminary development directions. A second open house was held at St. Mary Catholic Academy on April 2, 2019 to present more detailed concepts for the proposed development, the new public park and street through the site.

In addition to public meetings, the applicant has installed a kiosk at Dufferin Mall to share information on the proposal and receive feedback on the proposal through comment cards. Primaris, the owner of the Dufferin Mall site, has launched a project website as a digital engagement tool, which may be accessed here: https://dufferingrovevillage.ca/

ISSUE BACKGROUND

Application Description

This application applies to the north portion of the Dufferin Mall site, which is a 1.5 hectare area currently comprised of surface parking, the north wing of the shopping centre and a standalone drive-through restaurant. Our Lady Queen of Croatia Church, located at 7 Croatia Street, is not included as part of the development site.

The applicant proposes to amend the Official Plan and Zoning By-law to permit two new development blocks (East Block and West Block). The proposed East Block includes two towers (14 and 23 storeys) connected by an 8-storey podium with retail at-grade. The West Block consists of two towers (35 and 39 storeys) on a base building which ranges from 1 to 5 storeys in height. An expansion of the Dufferin Mall is planned for the West Block, where the internal corridor of the mall will extend northward within two new floors of retail. The West Block will also include a new entrance to the mall.

A total of 1,135 residential units are proposed for both development blocks, all of which are rental. The total new gross floor area proposed in the application is 102,721 m².

The two development blocks are divided by a new private road, which provides a connection between Dufferin Street and Croatia Street through the site. The north-south segment of the road jogs slightly to accommodate the existing footprint of the mall. The road curves east at the south end of the site to align with a signalized driveway entrance off Dufferin Street. Designed with rolled curbs, bollards and planters to distinguish pedestrian zones, the private road is proposed to be a semi-shared space between pedestrians and vehicles.

The application includes an on-site parkland dedication of 1,561m². The proposed public park is located south of the East Block development along Dufferin Street.

A total of 736 parking spaces (329 residential and 407 commercial) will be provided within three levels of underground parking, which extends beneath the entire site, with the exception of the proposed public park. The proposed below-grade parking will be connected to the mall's existing underground parking to the south. Commercial parking is accessed on the west side of the private road and residential parking from the south side of Croatia Street. The applicant is currently in discussions with the owners of the development site to the north (1141 Bloor Street West and 980 Dufferin Street) to secure a pedestrian connection to the Dufferin Subway Station at the P1 level of the parking garage. A total of 1,198 bicycle parking spaces are proposed between both development blocks.

Two centralized loading areas are proposed in the application, one in each development block. The West Block loading area (consisting of 3 Type B and 2 Type A loading spaces) consolidates a portion of the existing commercial loading which takes place along the service lane on the west side of the mall. The East Block loading area (consisting of 1 Type G and 1 Type B loading space) is located within a passenger pick-up and drop-off area, with a servicing lane which allows vehicles to exit onto Croatia Street.

The table below provides some key statistics for the application:

Category	East Block Development	West Block Development	Total for Site
Proposed Residential GFA	32,901 m ²	56,798 m ²	89,985 m ²
Proposed Non- Residential GFA	2,142 m ²	9,497 m ²	12,736 m ²
Total GFA	35,043 m ²	66,295 m ²	102,721 m ²
Floor Space Index (FSI)*			6.58
Number of storeys (metered height, incl. mechanical)	14 storeys (54.9 m) 23 storeys (82.4 m)	39 storeys (131.4 m) 35 storeys (119.1 m)	
Total Residential Units	413	722	1,135
Studio	45	72	117
1 Bedroom	165	287	452
2 Bedroom	169	292	461
3 Bedroom	34	71	105

^{*}The site area for the FSI calculation is 15,612 m², which includes only the north portion of the mall site that is subject to this application.

Detailed project information, including plans and reports submitted with the application, may be found on the City's Application Information Centre at: http://app.toronto.ca/AIC/index.do?folderRsn=FaDhXd6XNIBjz1AHtkDp8Q%3D%3D

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, Attachments 5 to 8 for building elevations and Attachment 10 for the application data sheet.

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 and the delineation of strategic growth areas, the conversion of provincially significant employment zones, and others. Policies not expressly linked to a MCR can be applied as part of the review process for development applications, in advance of the next MCR.

These policies include:

- Directing municipalities to make more efficient use of land, resources and infrastructure to reduce sprawl, contribute to environmental sustainability and provide for a more compact built form and a vibrant public realm;
- Directing municipalities to engage in an integrated approach to infrastructure planning and investment optimization as part of the land use planning process;
- Achieving complete communities with access to a diverse range of housing options, protected employment zones, public service facilities, recreation and green space that better connect transit to where people live and work;
- Retaining viable lands designated as employment areas and ensuring redevelopment of lands outside of employment areas retain space for jobs to be accommodated on site;
- Minimizing the negative impacts of climate change by undertaking stormwater management planning that assesses the impacts of extreme weather events and incorporates green infrastructure; and
- Recognizing the importance of watershed planning for the protection of the quality and quantity of water and hydrologic features and areas.

The Growth Plan (2019) builds upon the policy foundation provided by the PPS and provides more specific land use planning policies to address issues facing the Greater Golden Horseshoe region. The policies of the Growth Plan (2019) take precedence over the policies of the PPS to the extent of any conflict, except where the relevant legislation provides otherwise.

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

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

Toronto Official Plan Policies and Planning Studies

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

The subject application is designated Mixed Use Areas on Map 18 of the Official Plan, as shown on Attachment 9 of this report.

Toronto Official Plan policies may be found here: https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/

Zoning By-laws

The site is zoned Commercial Residential (CR T3.0 C3.0 R1.0) in both the former City of Toronto Zoning By-law 438-86 and City of Toronto Zoning By-law 569-2013. This zoning category permits a broad range of residential, commercial and institutional uses. The site has a maximum height permission of 16 metres and maximum density of 3.0 times the area of the lot.

Under Zoning By-law 569-2013, the property is subject to site-specific zoning exception 1335, which prescribes minimum parking requirements and permits the total gross floor area of all eating establishments to exceed 400 m², provided that no single eating establishment exceeds 400 m² in size.

Design Guidelines

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

Tall Building Design Guidelines

- Growing Up: Planning for Children in New Vertical Communities Draft Urban Design Guidelines; and
- Complete Streets Guidelines, amongst others.

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

Site Plan Control

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

Reasons for the Application

An amendment to former City of Toronto Zoning By-law 438-86 and City of Toronto Zoning By-law 569-2013 is required to delineate the location of the development blocks, road and public park. The zoning by-law amendment will also create appropriate performance standards to facilitate the development, including, but not limited to: maximum permitted height, density, setbacks and parking.

Out of an abundance of caution, the applicant has requested an amendment to the Official Plan to address implementation issues that may arise with the development. The draft Official Plan Amendment submitted with the application proposes a site and area specific policy for the lands which permits a new neighbourhood, consisting of two development blocks, a private street and a public park.

ISSUES TO BE RESOLVED

The application has been circulated to City divisions and public agencies for comment. Overall, the current proposal will need to be reviewed in the context of a master plan for the entire Dufferin Mall site. The application is not supportable in its current form due to overall fit within the existing and planned context, transition to surrounding low-rise neighbourhoods and shadow impacts on nearby parks and schools.

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 continue to evaluate this application to determine its conformity with the Official Plan. Applicable policies of the Official Plan which will guide the review of this application include (but are not limited to):

- Section 2.3.1 the Heathy Neighbourhoods policies which require that new development within Mixed Use Areas provide a gradual transition in height and massing to lower-scale neighbourhoods.
- Section 3.1.1 Public Realm policies which encourage new development to enhance the quality of streets, sidewalks, parks and public spaces.
- Section 3.1.2 Built Form policies which ensure that new development is located, massed and designed to fit within the existing and planned context of an area. Policy 3.1.3.2 requires that tall buildings address key urban design considerations.
- Section 3.2.2 Community Services and Facilities policies which encourage all significant private sector development to include community services and facilities through development incentives and initiatives. Policy 3.2.2.6 requires community service strategies and implementation mechanisms for all new neighbourhoods and mixed use sites larger than 5 hectares, to inform the range of facilities needed to support development.
- Section 2.4 Transportation policies which requires that planning for new development be undertaken in the context of reducing auto dependency and creating a multi-model approach to address transportation demands.
- Section 3.3 Policies for Building New Neighbourhoods, which require that a
 comprehensive planning framework be developed when planning for a new
 neighbourhoods. New neighbourhoods will be integrated in the surrounding fabric
 of the city, through new streets, infrastructure, parks and local services to support
 development.
- Section 4.5 Policies and development criteria for sites designated Mixed Use Areas, which require that new development be massed to provide transition between areas of different development intensity and scale. New buildings will frame streets and parks with good proportion to maintain sunlight and comfortable wind conditions for pedestrians on adjacent streets, parks and open spaces; and
- Section 5.1.1 Provides a basis for the provision of community benefits where additional height and/or density are recommended for a proposed development, in accordance with Section 37 of the Planning Act.

Built Form, Planned and Built Context

The proposal will be evaluated based on the applicable planning framework, including Section 2 (q) and (r) of the Planning Act, the Growth Plan (2019), the City's Official Plan policies, the Zoning By-law and the Tall Building Design Guidelines.

To ensure that the Dufferin Mall site redevelops over time into a complete community which fits into surrounding neighbourhoods, this application needs to be reviewed in the context of a master plan framework for the entire mall site. The master plan will show the proposal in relation to existing and planned conditions, while providing a reference for coordinated incremental redevelopment. Although this requirement was identified at the pre-application consultation stage, the applicant has not submitted one to date.

The following issues are to be considered through a master plan framework for the Dufferin Mall site, including:

- Appropriate pattern of roads, development blocks, parks and open space networks:
- The appropriate mix and location of land uses;
- The distribution of density across the site, including proposed heights and massing of future buildings;
- Built form relationships to the existing and planned context, including the proposed mixed-use development to the north at 1141 Bloor Street West, 980 Dufferin Street and 90 Croatia Street;
- Creation of pedestrian and cycling pathways which connect to existing routes around the site;
- Adequate provision of landscaping and public realm improvements;
- The location of vehicular access points and their impact on the street network and public realm; and
- A proposed phasing plan for the orderly redevelopment of the site.

The following issues, more specific to the redevelopment of the north section of the mall, have been identified:

- Appropriateness of considering an application without the context of a master plan for the entire Dufferin Mall site;
- Appropriateness of the proposed height, massing and siting of the proposed towers and base buildings, with respect to transition to lower-scale neighbourhoods;
- The impact of the proposed building heights, in terms of shadow and wind, on adjacent properties, parks and the public realm;
- The adequacy of building setbacks, stepbacks, separation distances and tower floorplates sizes in demonstrating appropriate fit and transition within the existing and planned context;

- The size, location and configuration of the proposed public park, in contributing to an open space network that is complementary to nearby existing and proposed parks;
- The provision of public roads on the site and the alignment and location of the proposed road;
- Appropriateness of the location and configuration of vehicular access and loading areas in facilitating pedestrian movement and optimizing public realm improvements;
- Providing an active transportation network (walking/cycling) through the site;
- Sufficient pedestrian crossings to encourage safe pedestrian movement across the site and between parks;
- Adequacy of proposed landscaping and streetscape improvements to ensure a functional, coordinated, high quality public realm;
- Adequacy of proposed indoor and outdoor amenity space for each development block; and
- The provision of on-site pet facilities.

Parkland Dedication

The Official Plan contains policies to ensure that Toronto's system of parks and open spaces are maintained, enhanced and expanded. Map 8B of the Toronto Official Plan shows local parkland provisions across the city. The site is located in an area with 0 to 0.42 hectares of local parkland per 1,000 people. The site is in the lowest quintile of current provision of parkland. The site is in a parkland acquisition priority area, as per Chapter 415, Article III of the Toronto Municipal Code.

At the alternative rate of 0.4 hectares per 300 units specified in Chapter 415, Article III of the Toronto Municipal Code, the parkland dedication requirement is 15,133 m 2 or 97% of the site area. However, for sites that are 1 to 5 hectares in size, a cap of 15% of the development site is applied to the residential use while the non-residential use is subject to a 2% parkland dedication. In total, the parkland dedication requirement is 2,090 m 2 .

The proposed size of the park, as well as the location, building interface and pedestrian connections to the park will also be evaluated as part of this application.

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). An Arborist

Report and Tree Protection/Removal Plan were submitted as part of the application. The proposal involves the removal of 18 City-owned street trees and 25 trees on private property. Urban Forestry is currently reviewing the application.

Housing

Although the current application only applies to the north portion of the Dufferin Mall site, the entire property has an overall size of 8.5 hectares, which would constitute as a large site as per Official Plan Policy 3.2.1.9. For applications requesting an increase in height and/or density, this policy requires that the first priority community benefit be the provision of 20 per cent of the additional residential units as affordable housing. Affordable housing is not currently proposed in the application. The applicant will be required to submit a Housing Issues Report to address Policy 3.2.1.9.

A total of 1,135 residential units are proposed, comprised of 117 bachelor units (10.3%), 452 one-bedroom units (39.8%), 461 two-bedroom units (40.6%), and 105 three-bedroom units (9.3%). The application will be evaluated against the Draft Growing Up Guidelines in terms of unit size and mix of unit types.

Community Services and Facilities

Community Services and Facilities (CS&F) are an essential part of vibrant, strong and complete communities. CS&F are the lands, buildings and structures used for the provision of programs and services provided or subsidized by the City or other public agencies, boards and commissions. They include recreation, libraries, childcare, schools, public health, human services, cultural services and employment services, etc. The timely provision of community services and facilities is as important to the liveability of the City's neighbourhoods as "hard" services like sewer, water, roads and transit. The City's Official Plan establishes and recognizes that the provision of and investment in community services and facilities supports healthy, safe, liveable, and accessible communities. Providing for a full range of community services and facilities in areas experiencing major or incremental growth, is a responsibility shared by the City, public agencies and the development community.

A CS&F Study was submitted by the applicant in support of the proposal. The applicant's study indicates that the site is located in an area served by a wide range of community services and facilities, however, there is need for additional childcare facilities.

Staff will evaluate the impact of the proposed development on CS&F, with respect to the policies in Section 3.2.2 of the Official Plan, including consideration of opportunities to secure a non-profit, licensed child care facility.

Infrastructure/Servicing Capacity

The applicant submitted a Functional Servicing and Stormwater Management Report, Geotechnical Report and Hydrological Investigation, which assess the existing site conditions and analyze the existing and proposed water, sanitary and storm sewer services, including capacity to service the proposed development. The Reports are currently under review by City staff.

Transportation Considerations

The applicant submitted an Urban Transportation Considerations Report, which includes an assessment of the traffic impacts, multi-modal travel demand, as well as parking and loading needs associated with the development. The Report also provides analysis of transit, pedestrian, cyclist and vehicular travel, taking into account the planned road network improvements in the area, including: the signalization of the Dufferin Street/Croatia Street intersection, the signalization of the Bloor Street West/Pauline Avenue intersection, and the extension of Pauline Avenue from Bloor Street West to Croatia Street. The Report is currently under review by Transportation Services staff.

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. Performance measures are secured on site plan drawings and through a Site Plan Agreement.

Staff will review the TGS Checklist submitted by the applicant for compliance with the Tier 1 performance measures. The applicant will be encouraged to pursue a higher level of sustainability through the application review process.

Section 37 Community Benefits

The Official Plan provides for the use of Section 37 of the Planning Act to pass by-laws for increases in height and/or density not otherwise permitted by the Zoning By-law in return for the provision by the applicant of community benefits in the form of capital facilities. It is standard to secure community benefits in a Section 37 Agreement which is then registered on title.

City Planning staff will continue to work with the applicant on an acceptable form of development. Until such time, discussions regarding details of Section 37 community benefits would be premature. Further discussion with the Ward Councillor, City staff, residents and the applicant will be required to determine the extent and nature of Section 37 community benefits, should the proposal be approved in some form.

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

Attachment 3: Location Map Attachment 4: Site Plan

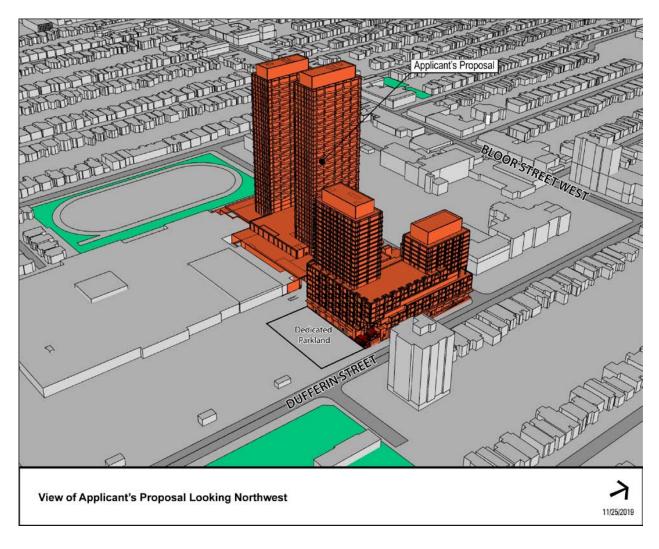
Attachment 5: North Elevation (along Croatia Street)

Attachment 6: East Elevation (along Dufferin Street)

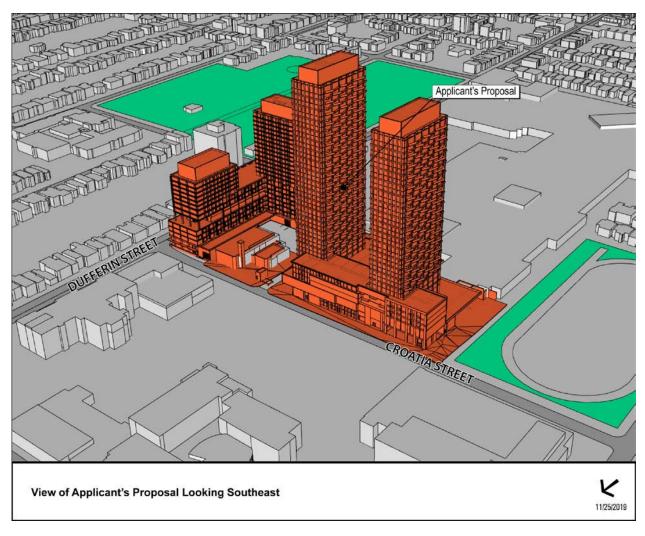
Attachment 7: South Elevation Attachment 8: West Elevation Attachment 9: Official Plan Map

Attachment 10: Application Data Sheet

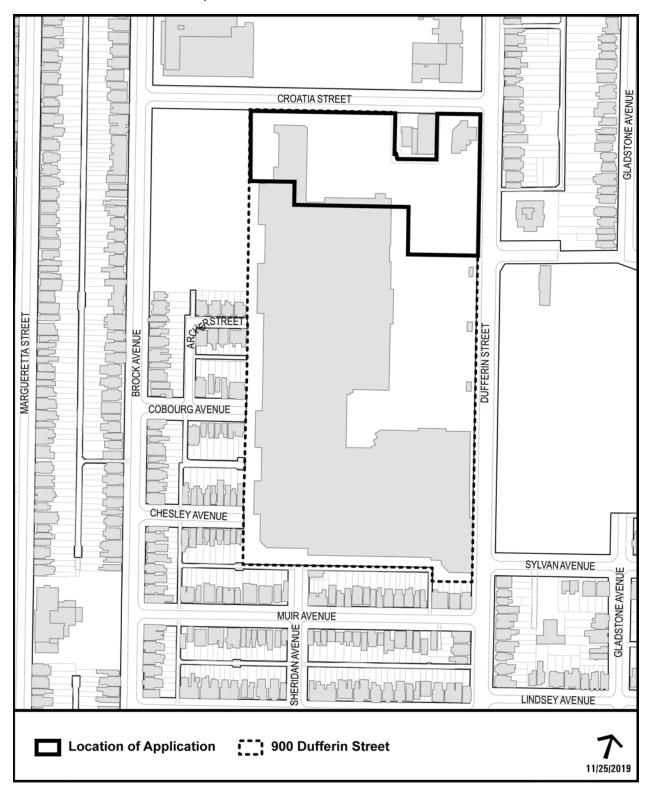
Attachment 1: 3D Model of Proposal in Context - Northwest View

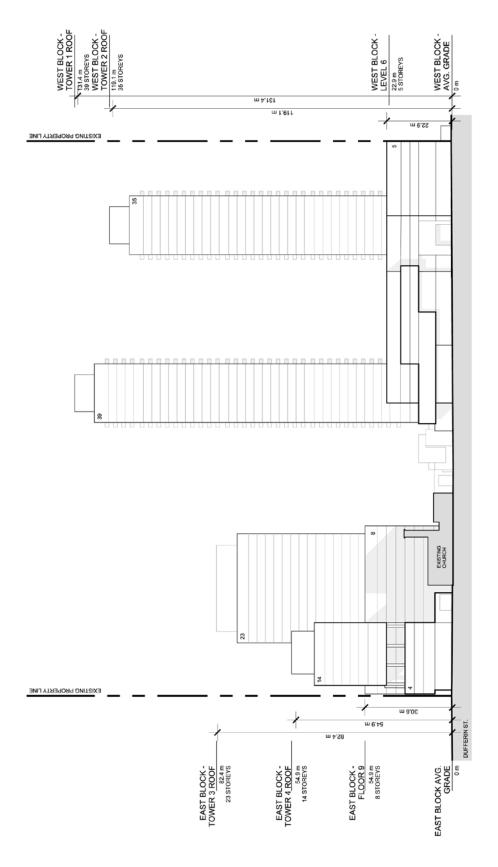


Attachment 2: 3D Model of Proposal in Context - Southeast View



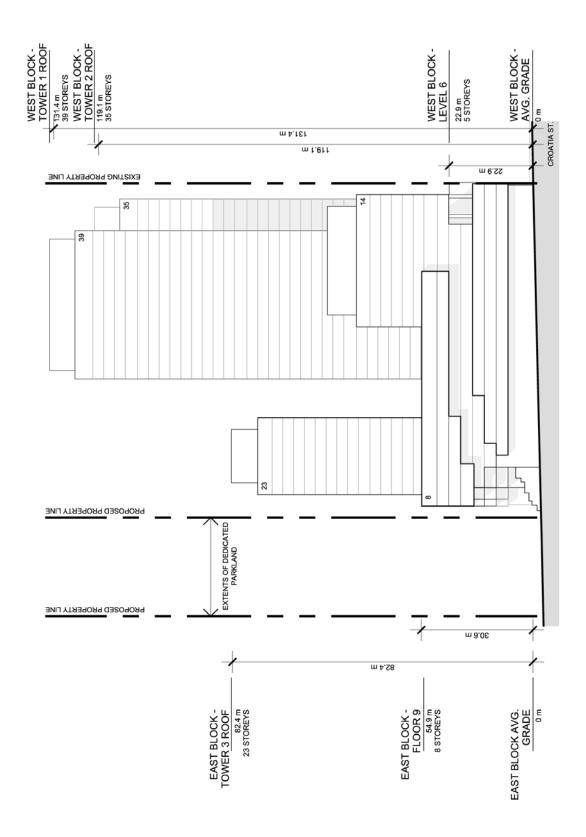
Attachment 3: Location Map



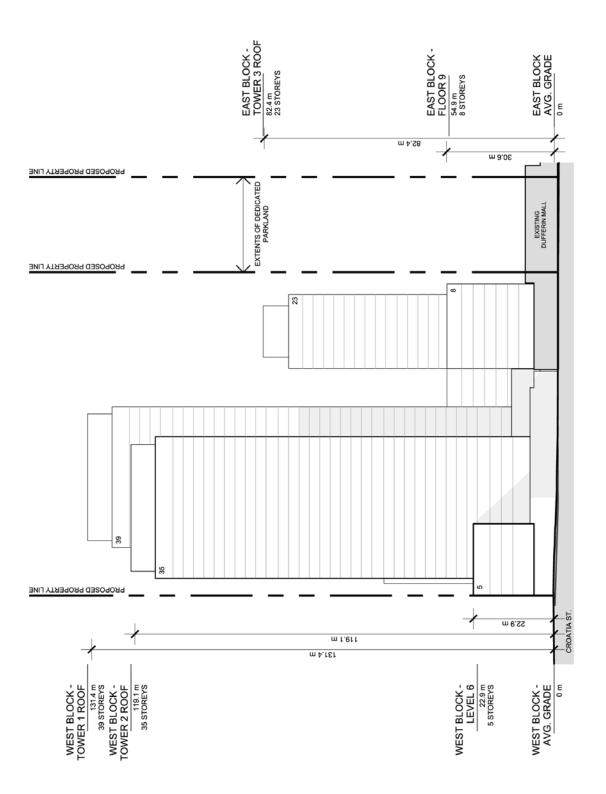


North Elevation

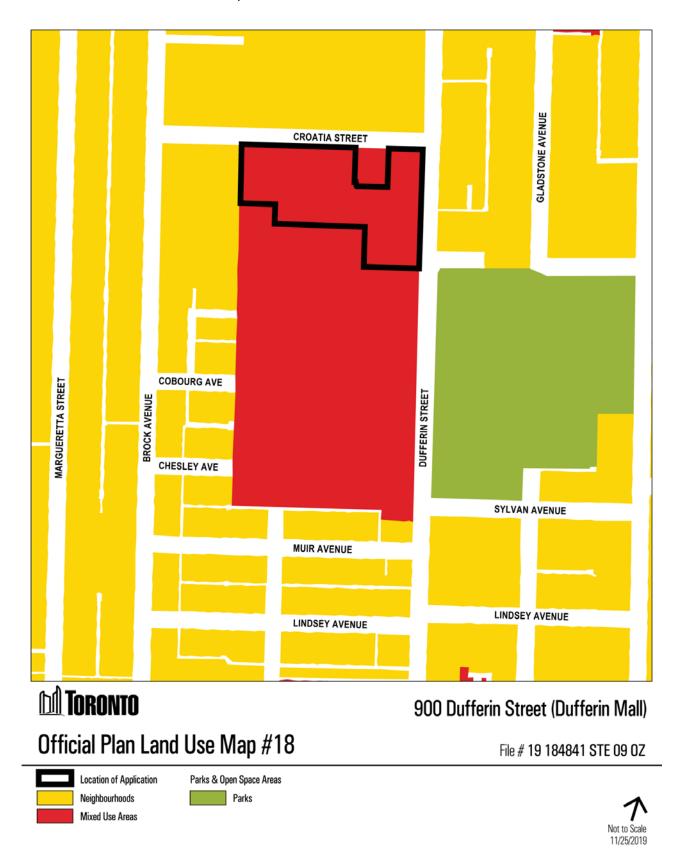
Attachment 6: East Elevation (along Dufferin Street)



South Elevation



Attachment 9: Official Plan Map



Attachment 10: Application Data Sheet

Municipal Address: 900 Dufferin Street Date Received: July 8, 2019

Application Number: 19 184841 STE 09 OZ

Application Type: OPA & Rezoning

Project Description: A proposal to redevelop the north end of the Dufferin Mall site,

which includes a new private road, a public park, and two

development blocks with four towers, ranging from 14 storeys to

39 storeys in height.

Applicant Architect Owner

Urban Strategies Quadrangle Architects Ltd. Dufferin Mall Holdings Inc.

EXISTING PLANNING CONTROLS

Official Plan Designation: Mixed Use Areas Site Specific Provision: N/A

Zoning: CR 3.0 (c3.0; r1.0) SS2 Heritage Designation: N/A

(x1335)

Height Limit (m): 14 Site Plan Control Area: Yes

PROJECT INFORMATION

Site Area (sq m): 15,612 Frontage (m): 119 Depth (m): 195

Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):	1,750		11,212	11,212
Residential GFA (sq m):	0		89,985	89,985
Non-Residential GFA (sq m):	1,750		12,736	12,736
Total GFA (sq m):	1,750		102,721	102,721
Height - Storeys:	1		39	39
Height - Metres:	6		131	131

Lot Coverage Ratio 71.82 Floor Space Index: 6.58

(%):

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

Residential GFA: 89,699 286

Retail GFA: 11,639

Office GFA: 0

Industrial GFA: 0

Institutional/Other GFA: 1,097

Residential Units by Tenure	Existing	Retained	Proposed	Total
Rental:			1,135	1,135
Freehold:				
Condominium:				
Other:				
Total Units:			1,135	1,135

Total Residential Units by Size

	Rooms	Bachelor	1 Bedroom	2 Bedroom	3+ Bedroom
Retained:					
Proposed:		117	452	461	105
Total Units:		117	452	461	105

Parking and Loading

Parking Spaces: 736 Bicycle Parking Spaces: 1,198 Loading Docks: 7

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