

117-119 St. George Street – Zoning Amendment Application – Final Report

Date: August 24, 2020

To: Toronto and East York Community Council

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

Ward 11 - University-Rosedale

Planning Application Number: 19 226732 STE 11 OZ

SUMMARY

This application proposes to permit a six-storey addition with an overall height of approximately 33 metres and a gross floor area of approximately 3,767 square metres of new institutional floor area at the southeast portion of the existing Woodsworth College institutional complex, resulting in an overall gross floor area of 6,957 square metres across the site at 117-119 St. George Street.

The proposed development is consistent with the Provincial Policy Statement (2020), 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 addition on a site that is appropriate for further intensification, within a built-up area, that would take advantage of existing infrastructure, conserve heritage resources, provide new institutional uses, and contribute to the vitality of the campus and surrounding area.

RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council amend Zoning By-law 438-86, for the lands at 117-119 St. George Street substantially in accordance with the draft Zoning By-law Amendment attached as Attachment 6 to this report (August 14, 2020) 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. Secure the design and provision of financial securities for any improvements to the municipal infrastructure identified in the accepted Functional Servicing and Stormwater Management Report, to the satisfaction of 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 City Planning Division confirms that there are no financial implications resulting from the recommendations included in the report in the current budget year or in future years.

DECISION HISTORY

A pre-application meeting was held on April 3, 2019. The current application was submitted on September 5, 2019 and deemed complete on October 25, 2019. A Preliminary Report on the application was adopted by Toronto and East York Community Council on December 3, 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.TE11.26>

PROPOSAL

This application proposes to amend the Zoning By-law for the property at 117-119 St. George Street to permit a six-storey addition at the southeast portion of the existing Woodsworth College institutional complex. The addition would have a height of approximately 28 metres (33 metres, including mechanical penthouse) and would consist of approximately 3,767 square metres of new institutional floor area, resulting in an overall gross floor area of 6,957 square metres across the site.

The proposal includes the retention of the façade of the Canadian Officers Training Corps building and a portion of a 1992 addition to the rear of the façade, which is located at the southern end of the site and functions as the main entrance into Woodsworth College. The listed Alexander McArthur House located immediately north is proposed to be retained along with the elevations of the existing buildings surrounding the courtyard. The open central courtyard itself is also proposed to be maintained. Kruger Hall, a one-storey former drill hall, and Margaret Fletcher House, an

internalized former two-storey houseform building that was incorporated into the 1992 addition, located at the southeast corner of the site, are proposed to be demolished. Three outdoor rooftop terraces are proposed, one set atop the two-storey building component along St. George Street, and two others on the north side of the proposed mid-rise component, on levels three and four.

The new building would include offices, classrooms, library space, student and staff lounges, a writing centre, study spaces, an event hall and a cafe. No vehicle parking spaces are proposed and 17 existing bike parking spaces are proposed to be maintained.

See Attachment 1 of this report for application data, Attachment 7 for the proposed Site Plan, Attachments 8-11 for the proposed Elevations and Attachments 12-13 for three dimensional representations of the project in context.

Site and Surrounding Area

The subject property is within the University of Toronto St. George Campus. The site is located on the east side of St. George Street, south of Bloor Street West. The site has an area of approximately 4,002 square metres with a frontage on St. George Street of approximately 60 metres and a depth of approximately 60 metres.

The site currently contains a collection of interconnected buildings known as Woodsworth College. The low-rise institutional buildings are owned by the University of Toronto, and include the three-storey Alexander McArthur House that is listed on the City's Heritage Register and is located along St. George Street, Kruger Hall, which is a one-storey former drill hall located at the southeast corner of the site, a two-storey addition to the west side of the former Drill Hall, that served as the officers' quarters for the Canadian Officers Training Corps, and a two-storey L-shaped addition from 1992 that connected the existing buildings and internalized the former Margaret Fletcher House along the entire eastern (rear) side of the site. The buildings are organized around an open central courtyard known as the Peter F. Bronfman Courtyard.

See Attachment 2 of this report for the location map.

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

North: Although not technically part of the subject site, the three-storey houseform institutional buildings at 121 and 123 St. George Street are listed on the City's Heritage Register and form part of the Woodsworth College complex. To the immediate north is the 17-storey Woodsworth College student residence at the southeast corner of Bloor Street West and St. George Street, with a range of low-rise to tall buildings containing a mix of uses along both sides of Bloor Street West beyond.

East: A north-south mid-block connection is adjacent to the site, east of which is the Goldring Centre for High Performance Sport, a four-storey athletics facility, with approval for a 14-storey building on the north side of the facility (File No. 18 218741 STE 11 OZ). Varsity Centre stadium is on the east side of Devonshire Place and a

proposed five-storey institutional building is located to the south of the stadium where a surface parking lot is currently located (File No. 19 125840 STE 11 OZ).

South: To the immediate south is the seven-storey Innis College student residence, beyond which is a mix of low- to mid-rise institutional buildings.

West: On the west side of St. George Street is a mix of low- to mid-rise institutional and residential buildings, with the low-rise Huron-Sussex neighbourhood beyond.

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 to 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
- Toronto Green Standards Checklist
- Energy Efficiency Report
- Public Consultation Plan
- Functional Servicing and Stormwater Management Report
- Geotechnical Report
- Hydrogeological Report
- Transportation Impact Assessment

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

Planning Act

Section 2 of the Planning Act sets out matters of provincial interest, which City Council shall have regard to in carrying out its responsibilities, including the:

- conservation of features of significant architectural, cultural, historical, archaeological or scientific interest;
- orderly development of safe and healthy communities; the adequate provision and distribution of educational, health, social, cultural and recreational facilities;
- adequate provision of a full range of housing, including affordable housing; the appropriate location of growth and development;
- supply, efficient use and conservation of energy and water;
- adequate provision and efficient use of communication, transportation, sewage and water services and waste management systems;
- promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians; and
- 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.

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.

The Provincial Policy Statement (2020)

The Provincial Policy Statement (2020) (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 use and management of land and infrastructure;
- ensuring the sufficient provision of housing to meet changing needs including affordable housing;
- ensuring opportunities for job creation;

- ensuring the appropriate transportation, water, sewer and other infrastructure is available to accommodate current and future needs; and
- protecting people, property and community resources by directing development away from natural or human-made hazards.

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 4.6 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 (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 establishes policies that require implementation through a Municipal Comprehensive Review (MCR), which is a review 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 employment areas, 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 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 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 Greater Golden Horseshoe 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 affect 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.

Staff have reviewed the proposed development for consistency with the PPS (2020) and for conformity with the Growth Plan (2019). The outcome of staff analysis and review are summarized in the Comments section of the Report.

Toronto Official Plan

This application has been reviewed against the policies of the City of Toronto Official Plan, including the Downtown Plan and 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 3.1.5 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 lands are designated Institutional Areas on Map 18 of the Official Plan. Institutional Areas are made up of major educational, health and governmental uses with their ancillary uses, cultural, parks and recreational uses, religious, commercial and

institutional residence facilities, including the full range of housing associated with a health institution, as well as utility uses.

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

The Downtown Plan

Official Plan Amendment 406 (the Downtown Plan) was adopted by City Council on May 22, 2018 and modified and approved by the Ministry of Municipal Affairs and Housing on June 5, 2019. OPA 406 includes amendments to Section 2.2.1 and Map 6 of the Official Plan, as well as a new Downtown Plan. It applies to all applications deemed complete after June 5, 2019. This application was deemed complete after June 5, 2019 and as such, the plan is in full force and effect for this application.

The Plan – in conjunction with the associated infrastructure strategies that address water, energy, mobility, parks and public realm, and community services and facilities – provides a comprehensive and integrated policy framework to shape growth in Toronto’s fast-growing Downtown over the next 25 years. It provides the City with a blueprint to align growth management with the provision of infrastructure, sustain liveability, achieve complete communities and ensure there is space for the economy to grow. The Plan area is generally bounded by Lake Ontario to the south, Bathurst Street to the west, the mid-town rail corridor and Rosedale Valley Road to the north and the Don River to the east.

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;

- 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; and
- High quality usable open spaces which continue the pattern of university open space types and are physically and visually linked to the streets, parks and mid-block pedestrian routes will be provided in conjunction with new developments

The Secondary Plan identifies certain sub-areas within the University of Toronto Area that have a unique character, which should be protected and enhanced by additional regulations specific to the sub-area. The site is located in the Institutional Area of Special Identity. Section 4.1 of the Secondary Plan describes this as a unique and valuable environment characterized by distinctive nineteenth-century, institutional development patterns and a traditional and spacious campus character created by unique heritage buildings, monuments and open spaces, which form the traditional core of the University of Toronto Area. The value of the Institutional Area of Special Identity includes the concentration of unique heritage buildings, the relationships between the buildings and their settings, and the quality of open spaces defined by the buildings. Secondary Plan objectives for the Institutional Area of Special Identity are to:

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

The University of Toronto Secondary Plan can be found here:

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

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 2021. The existing University of Toronto Secondary Plan remains in force and effect.

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 University of Toronto St. George Campus Secondary Plan noted above are summarized in the Comments section of the report.

Zoning

The site is zoned Institutional (Q) in the former City of Toronto Zoning By-law 438-86, as amended. This zoning category permits a range of institutional uses, including universities, educational, cultural, hospital and government uses. The site has a maximum height limit of 18 metres. It is subject to area-specific zoning exception 12(2)309, which limits any increase in gross floor area for new buildings and structures to a maximum of five percent of that which existed on June 3, 1997.

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 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>.

Site Plan Control

The application is subject to Site Plan Control. A Site Plan Control application has been submitted (File No. 19 226746 STE 11 SA).

COMMUNITY CONSULTATION

On January 28, 2020, staff hosted a Community Consultation Meeting to discuss the proposed development. Approximately seven members of the public were in attendance as well as the Ward Councillor and the applicant. General support was expressed for the proposal. Few issues were raised and the majority of feedback was to seek clarification about the proposal. Questions related to the environmental sustainability of the proposal, the lack of additional bike parking proposed, enhancements to the mid-block connections and open spaces, construction timelines and impacts, and consistency with the emerging direction of the updated Secondary Plan and Urban Design Guidelines. These issues are addressed in the comments section below.

COMMENTS

Planning Act

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 on-site and adjacent heritage resources, 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 and educational facilities. These provincial interests are further articulated through the PPS and the Growth Plan.

Provincial Policy Statement and Provincial Plans

The proposal has been reviewed and evaluated against the PPS (2020) and the Growth Plan (2019). Staff have determined that the proposal is consistent with the PPS and conforms with the Growth Plan.

The PPS, through policy 1.1.1, 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 open spaces and other uses to meet long-term needs. 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. It also maintains the generous public realm along St. George Street and publicly accessible courtyard, and enhances the outdoor, publicly accessible mid-block connections on the south and east sides of the site.

Policy 1.3.1 states that planning authorities shall promote economic development and competitiveness by, among other approaches, providing for an appropriate mix and range of employment, institutional and broader mixed 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 a land use pattern, density and mix of uses should be promoted that minimizes the length and number of vehicle trips and supports current and future use of transit and active transportation. Policy 1.8.1 expands on this by directing planning authorities to support energy conservation and efficiency, improved air quality, reduced greenhouse gas emissions, and to prepare for the impacts of a changing climate through land use and development patterns which: promote the use of active transportation and transit in and between residential, employment (including commercial and industrial) and institutional uses and other areas. 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 the St. George, Spadina and Museum subway stations, the Spadina streetcar line, the cycle tracks on Bloor Street West, and Harbord Street and Hoskin Avenue, and the bike lanes on St. George Street and Bedford Road, and will enhance the pedestrian network of mid-block connections.

Policy 1.7.1 states that long-term economic prosperity should be supported in part by encouraging a sense of place, by promoting well-designed built form and cultural planning, and by conserving features that help define character, including built heritage resources and cultural heritage landscapes. Policy 2.6.1 directs that significant built heritage resources and significant cultural heritage landscapes shall be conserved and Policy 2.6.3 directs that planning authorities shall not permit development and site alteration on adjacent lands to protected heritage property except where the proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved. The proposal has been designed to sensitively intensify the site while conserving the listed Alexander McArthur House and key components of the 1992 addition, which will be designated under Part IV of the Ontario Heritage Act through the subject application.

Section 2.2.3 of 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. 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, Downtown 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 Policy 2.2.3.2.a. Policy 5.2.5.4 notes 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. 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.

Policy 4.2.7.1 of the Growth Plan states that Cultural Heritage Resources will be conserved in order to foster a sense of place and benefit communities, particularly in strategic growth areas. The proposal conserves the existing listed building and the property will be designated through the subject application, while accommodating intensification of the site.

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, conserves cultural heritage resources 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 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, Downtown Plan and University of Toronto Secondary Plan, University of Toronto Urban Design Guidelines and the emerging direction of the new University of Toronto St. George Campus Secondary Plan described in the Policy Consideration Section of this report. Given the existing and planned context of the subject property and the surrounding area, the proposed density, height and massing are appropriate and can be supported by staff.

Section 3.1.2 of 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. Policy 3.1.2.1 requires that new development frame and support adjacent streets, parks and open spaces while improving their safety, pedestrian interest and casual views. This is achieved by locating buildings parallel to the street or along the edge of a park or open space; locating building entrances so that they are clearly visible and directly accessible from the public sidewalk; and providing ground floor uses that have views into, and where possible, access to adjacent streets, parks and open spaces. Section 3.3 of the University of Toronto Secondary Plan identifies 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 sky view and shelter from prevailing winds; and new buildings will achieve a harmonious relationship to their built form context.

The subject site is located within the Institutional Area of Special Identity in section 4.1 of the Secondary Plan. This area is identified as a unique and valuable environment characterized by distinctive nineteenth century institutional development patterns, and a traditional and spacious campus character. The objectives for the Institutional Area of Special Identity are to preserve and enhance the built and open space environment, to encourage the usefulness of, but limit physical changes to, existing buildings, and to ensure that any infill development is carefully designed to be compatible with and supportive of the area's patterns and heritage character.

The proposed setbacks from the property lines and the resulting separation distances from the adjacent properties, in combination with the proposed building height, serve to ensure an appropriate fit within the existing built form context. Buildings along the segment of the street between Bloor Street West and Harbord Street/Hoskin Avenue to the south generally include a mix of lower scale buildings of approximately three storeys along the street edge with mid-rise building components of up to nine storeys set back from the street, with taller buildings like Robarts Library and the Woodsworth College student residence located at the edges of the street segment. The proposed building, at a height of six storeys and approximately 33 metres, including the mechanical penthouse, is consistent with existing heights in the area and is compatible with the existing and planned context.

The building is appropriately sited on the lands and will protect and enhance the area's unique character by maintaining the existing courtyard, retaining the street scale and profile by being stepped back from the St. George Street frontage by a minimum of approximately 24 metres, fully conserving the listed Alexander McArthur House, maintaining and stepping back from the courtyard-facing elevations of the 1992 rear addition by approximately 3.3 metres to allow the proposed addition to maintain the feel of the open space, differentiate the existing and proposed building components and limit shadows on the open space, and resulting in a separation distance of approximately 10 to 13 metres between the proposed addition and the adjacent mid-rise student residence to the south.

The proposal includes communal study areas and a cafe on the ground floor, and outdoor rooftop amenity areas, that have views and access to the street and mid-block connections, help animate the street and open spaces and improve site porosity and circulation. The proposal has been designed to be compatible with its heritage context and sensitive to adjacent properties, ensure access to light and sky view, and minimize its visual impact from the surrounding area and St. George streetscape.

The proposed addition and retained buildings would result in an overall density of approximately 1.8 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 position, height, massing and stepbacks of the proposed institutional building, as well as its impact on and separation from adjacent properties, are appropriate for the site.

Sun and Shadow

The Shadow Study submitted in support of the application is satisfactory to staff. Official Plan Policy 3.1.2.3 requires that new development be massed to adequately limit any resulting shadowing of neighbouring streets, properties and open spaces, having regard for the varied nature of such areas, and to minimize any additional shadowing on neighbouring parks, as necessary, to preserve their utility. Downtown Plan Policy 9.18 requires development to adequately limit shadows to preserve the utility of sidewalks, parks, open spaces, natural areas and institutional open spaces. The building's massing and height have been designed to minimize shadow impacts on the public realm and adjacent sites by stepping the building back from the existing 1992 addition and stepping the building back from the north to create building volumes with varied heights. The shadows cast on the St. George Street sidewalks by the proposed building would be generally located within the shadows that are permitted under current zoning provisions for the site and would be off of the sidewalks on both sides of the street by 10 a.m. during the spring and fall equinoxes. Incremental shadows would be cast on the southern portion of the courtyard between approximately 9 a.m. and 3 p.m. during the spring and fall equinoxes, beyond those permitted under current zoning provisions for

the site, and would be interspersed with existing shadows from surrounding buildings. The proposal conforms with the policy direction of the Official Plan by ensuring the development would not create undesirable shadow impacts on sensitive open space areas.

Pedestrian Level Wind

The Pedestrian Level Wind Study submitted in support of the application concludes that all wind impacts created by the proposal will be minimal and of a tolerable level for the anticipated uses of the spaces, including for sitting, standing, strolling and walking outdoors. Additional wind control measures are recommended for the rooftop terraces to enhance the comfort of users of these spaces. The wind study recommends including wind screens on the terraces to improve this situation and the proposed architectural mitigation measures will be secured through the Site Plan Approval process.

Heritage Impact and Conservation Strategy

Section 3.1.5 of the Official Plan addresses the identification and evaluation of properties of cultural heritage value or interest. It also 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.

In particular, Policy 3.1.5.4 states that heritage resources on the City's Heritage Register will be conserved and Policy 3.1.5.5 further states that proposed alterations and/or development on or adjacent to a property on the Heritage Register will ensure that the integrity of the heritage property's cultural heritage value and attributes will be retained, prior to work commencing on the property. Policy 3.1.5.26 identifies that, when new construction on, or adjacent to, a property on the Heritage Register does occur, it will be designed to conserve the cultural heritage values, attributes and character of that property and will mitigate visual and physical impact on it. Policy 3.1.5.27 encourages the conservation of whole or substantial portions of buildings, structures and landscapes on those properties and discourages the retention of façades alone.

The subject site includes Alexander McArthur House, which is a three-storey building listed on the City's Heritage Register.

The subject site is adjacent to the following heritage properties:

- John R. Bailey House at 121 St. George Street is listed on the City's Heritage Register
- T.M. Harris House at 123 St. George Street is listed on the City's Heritage Register
- William Crowther House and Carriage House at 150 St. George Street is designated under Part IV of the Ontario Heritage Act
- Dominion Meteorological Building at 315 Bloor Street West is designated under Part IV of the Ontario Heritage Act

The Heritage Impact Assessment submitted with the application outlines the design considerations intended to mitigate impacts on the cultural heritage value of on-site and adjacent heritage resources, and to ensure that the proposed development conserves and enhances the cultural heritage value of the properties. The proposed development has been designed to allow for the expansion of Woodsworth College while conserving Alexander McArthur House, the west elevation of the former Canadian Officers Training Corps addition fronting St. George Street and key components of the 1992 addition including the elevations surrounding courtyard, which results in the retention of the existing interface with St. George Street and the publicly accessible courtyard. The siting of the new building at the southeast corner of the site, set back approximately 24 metres from St. George Street, ensures that it avoids the removal or substantial modification of Alexander McArthur House. This also ensures that the low-rise character of St. George Street is respected and the visual prominence of the adjacent nineteenth century heritage fabric is retained. The massing of the proposed addition is appropriate in the context of this part of St. George Street.

The former drill hall (Kruger Hall) and Margaret Fletcher House are proposed for removal. These existing structures are located at the southeast corner of the site, which has limited visibility from the St. George Street frontage. As part of the 1992 addition, the former drill hall was modified to serve as a student common and has been substantially altered. Margaret Fletcher House was also extensively modified as part of its integration into the 1992 addition, which completely enveloped it and only a limited amount of original fabric remains. Staff support the demolition of these components of the site as part of this development given the extent of conservation envisaged on the remainder of the site and with the former drill hall being commemorated as part of the Interpretation Plan for the development.

The proposed development includes an appropriate conservation strategy for the on-site and adjacent heritage properties. Through its scale, massing and materiality, the proposal offers a contemporary and compatible addition to this part of the campus. Given this sensitive response to context, staff find that the proposed development includes an appropriate conservation strategy for the on-site and adjacent heritage properties. Staff are of the opinion that the proposal is consistent with the applicable policies in the PPS (2020), Growth Plan (2019), Official Plan, and Parks Canada "Standards and Guidelines for the Conservation of Historic Places in Canada". It is recommended that the property be designated under Part IV of the Ontario Heritage Act, and that the owner enter into a Heritage Easement Agreement with the City. A report from Heritage Planning staff outlining these recommendations, together with the proposed alterations, are to be considered by the Toronto Preservation Board at its meeting on August 27, 2020, and will be presented concurrently with this report at the September 16, 2020 Toronto and East York Community Council meeting.

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). Policy 3.3.1 of the University of Toronto Secondary Plan

directs that high quality usable open spaces, which continue the pattern of university open space types and are physically and visually linked to the streets, parks and mid-block pedestrian routes, will be provided in conjunction with new development. The existing generous 15.2 metre wide sidewalk area along St. George Street would remain unchanged with the proposed addition. Tree planting and enhanced paving are proposed along the street. The streetscape treatment will be secured through the Site Plan Approval process.

The existing courtyard is proposed to be maintained, with the proposed addition sited to continue to define and give form to the edges of the well-used open space. Potential further enhancement of this space will be explored and secured through the Site Plan Approval process.

The existing north-south mid-block connection on the east side of the site and the east-west mid-block connection on the south side of the site that run from St. George Street around the edges of the site and connect to Devonshire Place and Hoskin Avenue, are proposed to be improved through the development of the proposed addition through new paving and lighting to make them more accessible, visible, attractive and safe. The design details of the enhancements to the mid-block connections will be secured through the Site Plan Approval process.

The proposed development would help animate the streetscape along St. George Street, contribute to the larger pedestrian and cycling network in the area and enhance connections across the block. The proposal would provide an attractive, comfortable and safe pedestrian environment.

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 14 trees both within and immediately adjacent to the subject site. Of these, one tree in the municipal right-of-way that qualifies for protection under the Tree By-laws is proposed to be removed and all others are proposed to be preserved. One large growing shade tree is proposed to be planted within the St. George Street right-of-way. Urban Forestry requires the applicant to submit a tree planting deposit to ensure the planting and survival of the new City-owned tree. 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 St. George Street and the mid-block connections, 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.

Traffic Impact, Access, Parking

Official Plan Policy 2.4.4, Downtown Plan Policy 8.2, and University of Toronto Secondary Plan Policies 3.1.3 and 3.1.4 encourage reduced automobile dependency and promote active modes of transportation. The policies attempt to increase the opportunities for better walking and cycling conditions. Pedestrian access is proposed on the east (St. George Street) and south (mid-block connection) sides of the new addition, as well as from multiple locations within the courtyard. No vehicle spaces are proposed and 17 existing bike parking spaces are proposed to be maintained.

No new on-site loading spaces are proposed. Loading and servicing for Woodsworth College is provided via shared loading bays at the Goldring Centre for High Performance Sport east of the site at 100 Devonshire Place.

The Transportation Impact Study submitted in support of the application concludes that no impacts or negligible traffic impacts on the surrounding road 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. The owner will be responsible to pay for and construct any improvements to the municipal infrastructure in connection with the Functional Servicing and Stormwater Management Report, should it be determined that improvements to such infrastructure is required to support the 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.

Conclusion

The proposal has been reviewed against the policies of the PPS (2020), the Growth Plan (2019), the Toronto Official Plan, the Downtown Plan, the University of Toronto Secondary Plan, applicable urban design guidelines and the emerging direction of the updated Secondary Plan. Staff are of the opinion that the proposal is consistent with the

PPS (2020), 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, would include an appropriate conservation strategy for the on-site and adjacent heritage properties, and would result in an enhanced public realm. 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: West Elevation
- Attachment 9: South Elevation
- Attachment 10: East Elevation
- Attachment 11: North Elevation
- Attachment 12: 3D Model of Proposal in Context - Southeast
- Attachment 13: 3D Model of Proposal in Context - Northwest

Attachment 1: Application Data Sheet

Municipal Address: 117-119 St George St Date Received: September 25, 2019

Application Number: 19 226732 STE 11 OZ

Application Type: Rezoning

Project Description: Proposed six-storey addition to the existing Woodsworth College institutional building, consisting of approximately 3,767 square metres of new institutional floor area.

Applicant	Agent	Architect	Owner
Kongats Architects		Kongats Architects	University of Toronto

EXISTING PLANNING CONTROLS

Official Plan Designation: Institutional Areas Site Specific Provision: N/A

Zoning: Former City of Toronto By-Law No. 438-86 Heritage Designation: Y

Height Limit (m): 18 Site Plan Control Area: Y

PROJECT INFORMATION

Site Area (sq m): 4,002 Frontage (m): 60 Depth (m): 60

Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):	2,201	1,372	750	2,122
Non-Residential GFA (sq m):	4,345	3,190	3,767	6,957
Total GFA (sq m):	4,345	3,190	3,767	6,957
Height - Storeys:	3	3	3	6
Height - Metres:	15	15	13	28

Lot Coverage Ratio (%): 53.02 Floor Space Index: 1.74

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

Institutional/Other GFA: 6,957

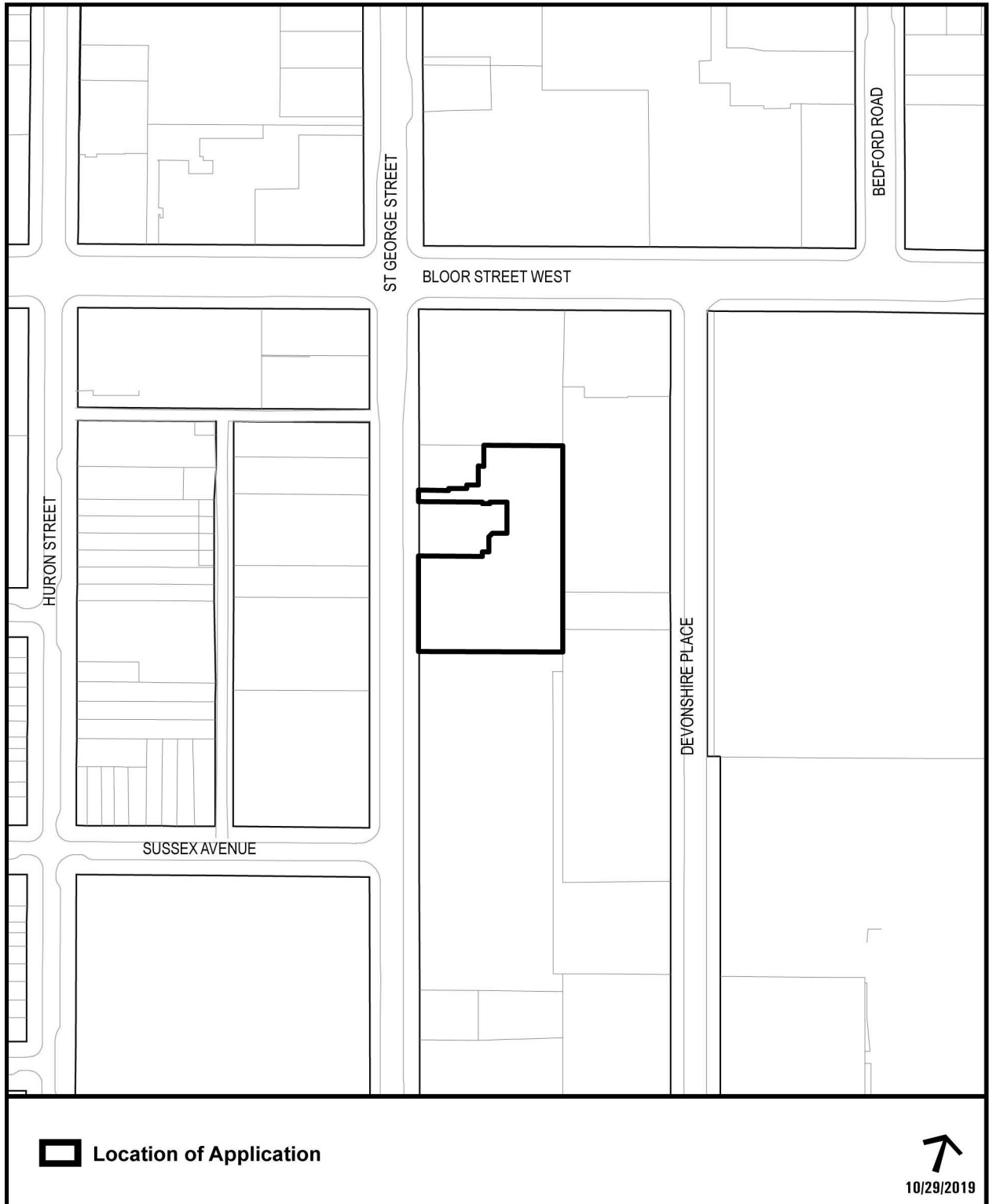
Parking and Loading

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

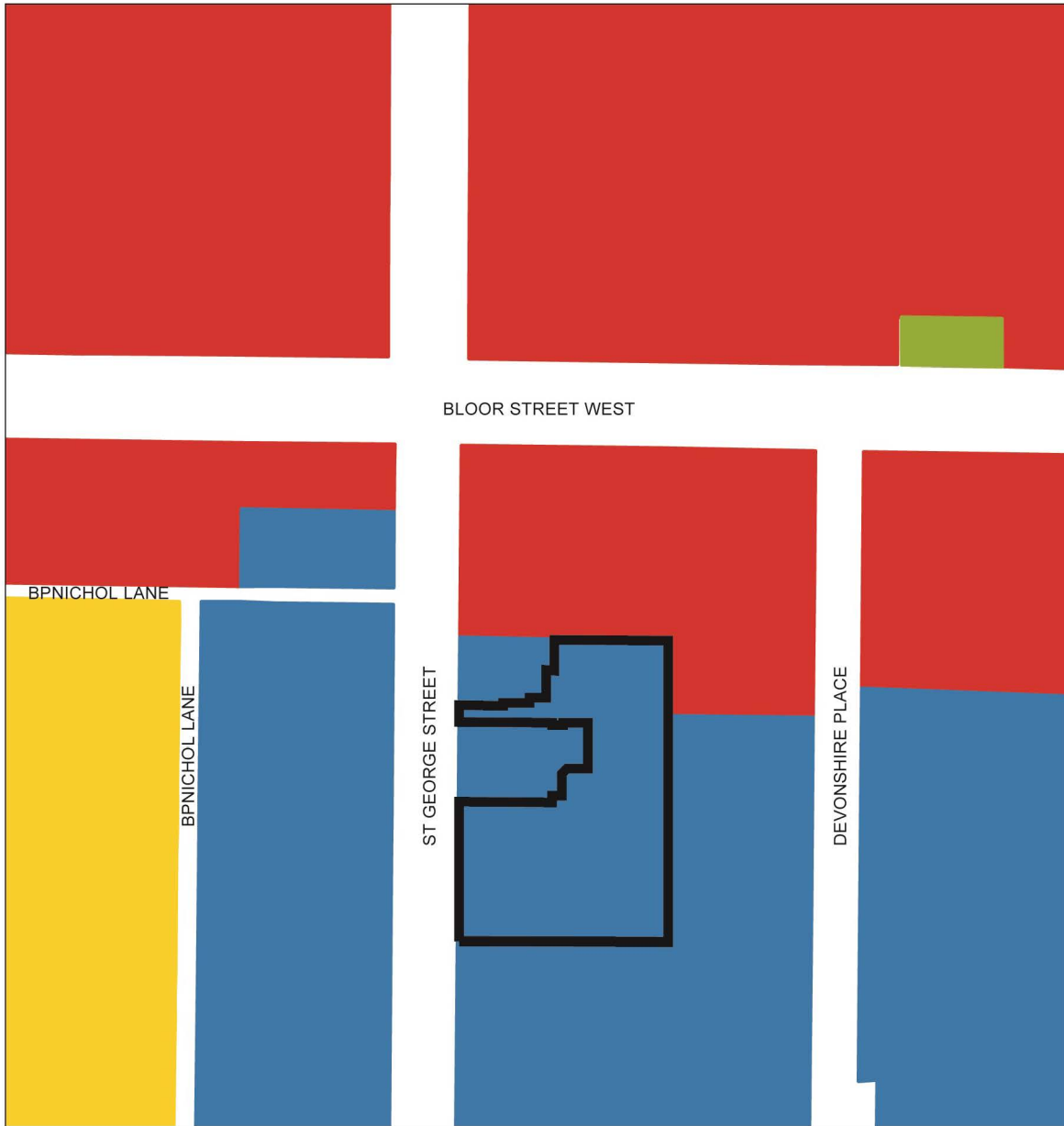
CONTACT:

Paul Johnson, Senior Planner
416-397-0259
Paul.M.Johnson@toronto.ca

Attachment 2: Location Map



Attachment 3: Official Plan Land Use Map



 **TORONTO**
Official Plan Land Use Map

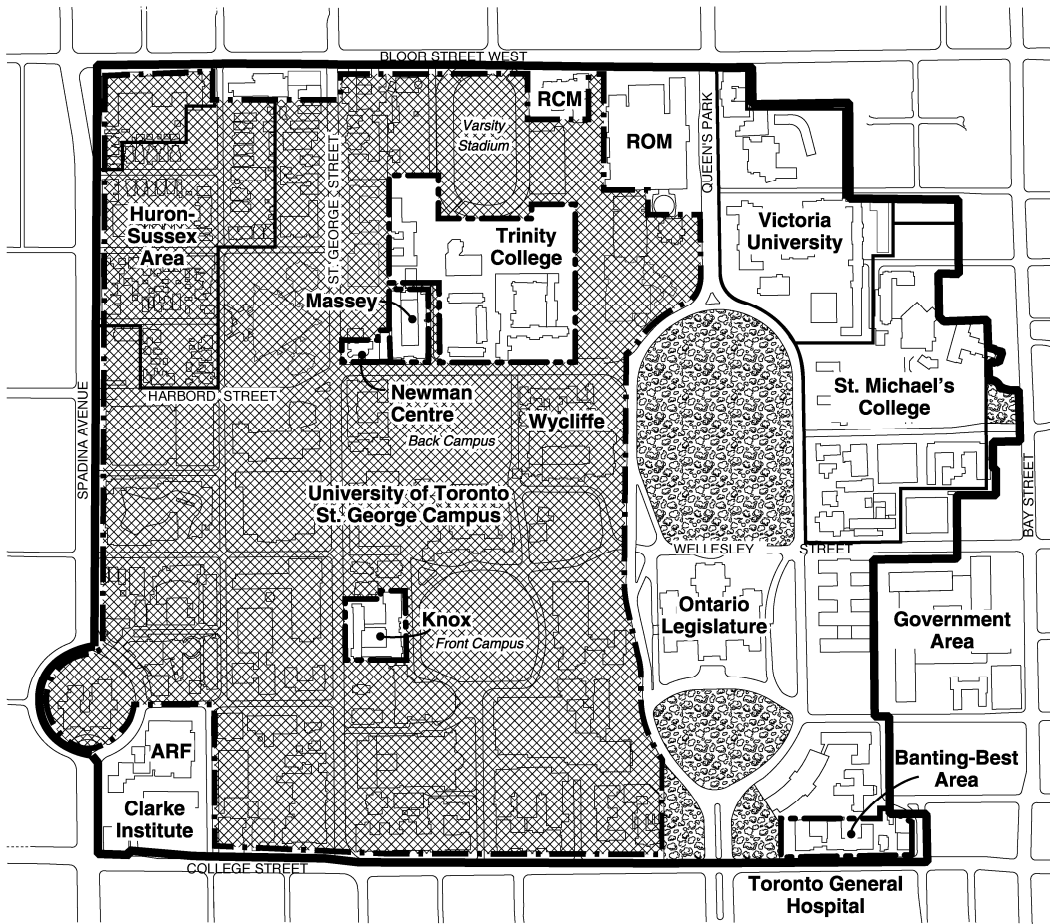
117-119 St George Street

File # 19 X226732 STE 11 OZ

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


 Not to Scale
 10/29/2019

Attachment 4: University of Toronto Secondary Plan Area







Not to Scale 



University of Toronto Secondary Plan

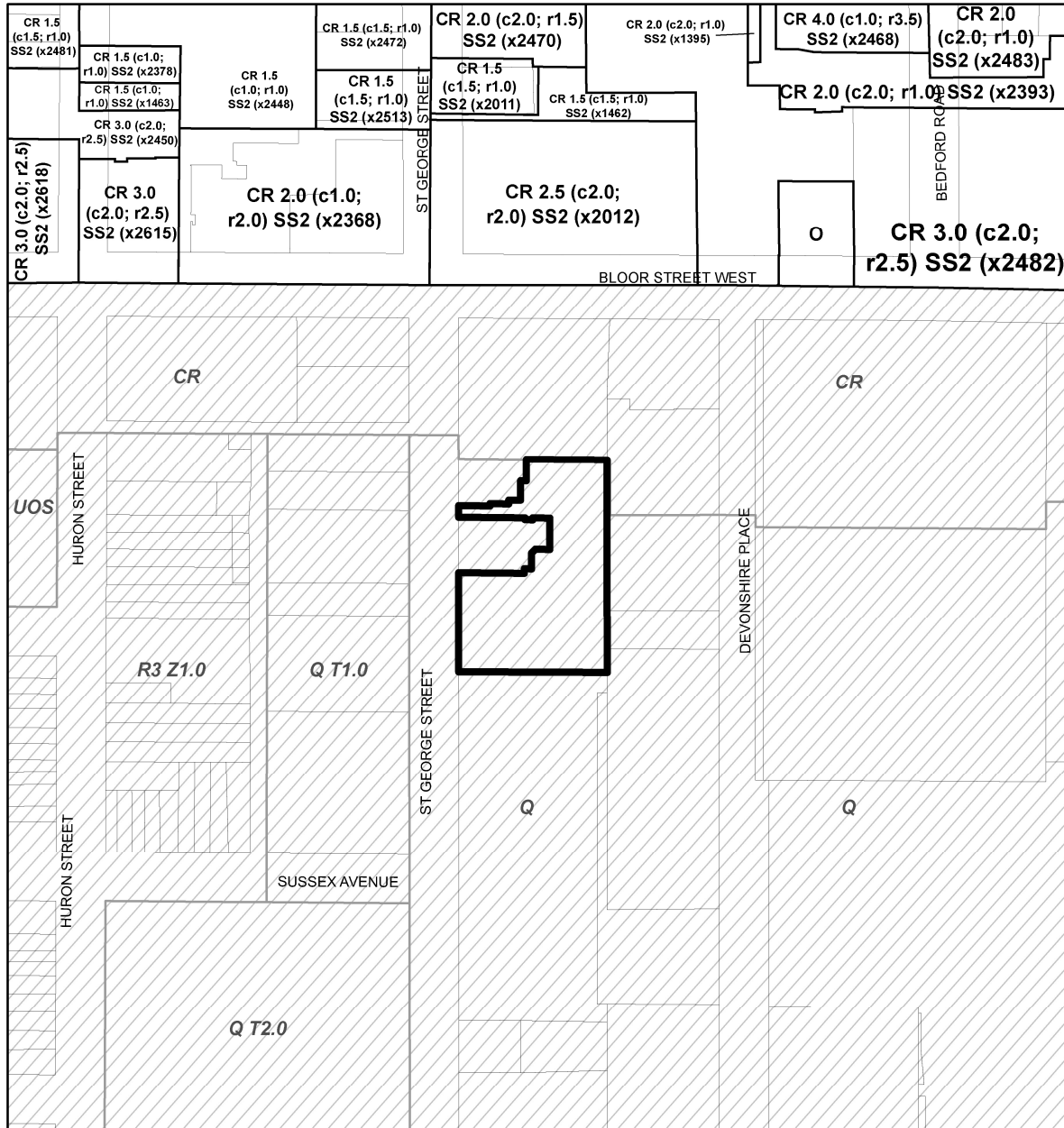
MAP 20-1 Area Institutions and Subareas

-  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

October 2009

Attachment 5: Existing Zoning By-law Map



Zoning By-law 569-2013

117 - 119 St George Street

File # 19 226732 STE 11 0Z



Location of Application

CR Commercial Residential O Open Space



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

R3 Residential District
 CR Mixed-Use District
 Q Mixed-Use District
 UOS Parks District

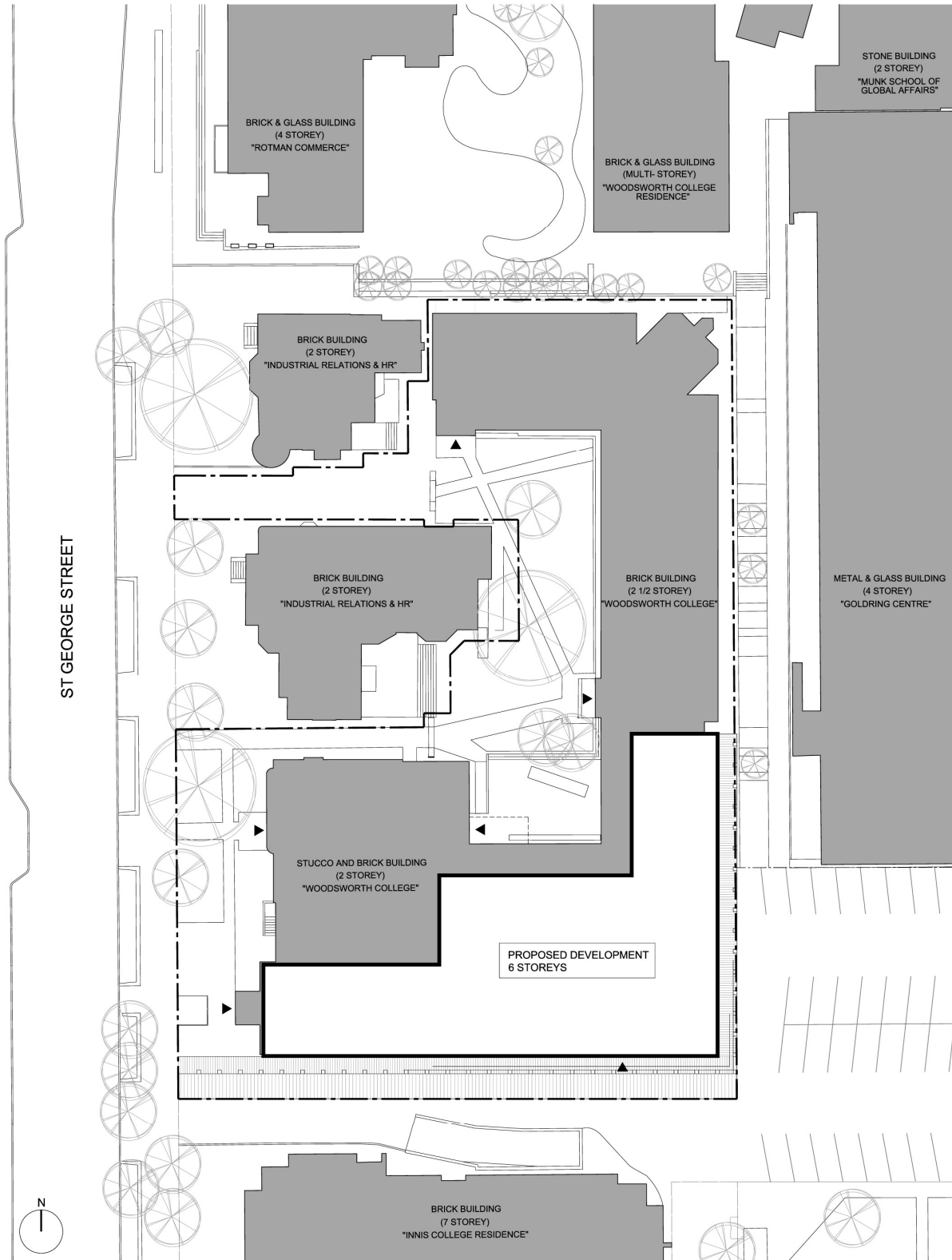


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 Extracted: 08/04/2020

Attachment 6: Draft Zoning By-law Amendment

To be available prior to the September 16, 2020 Toronto and East York Community Council Meeting

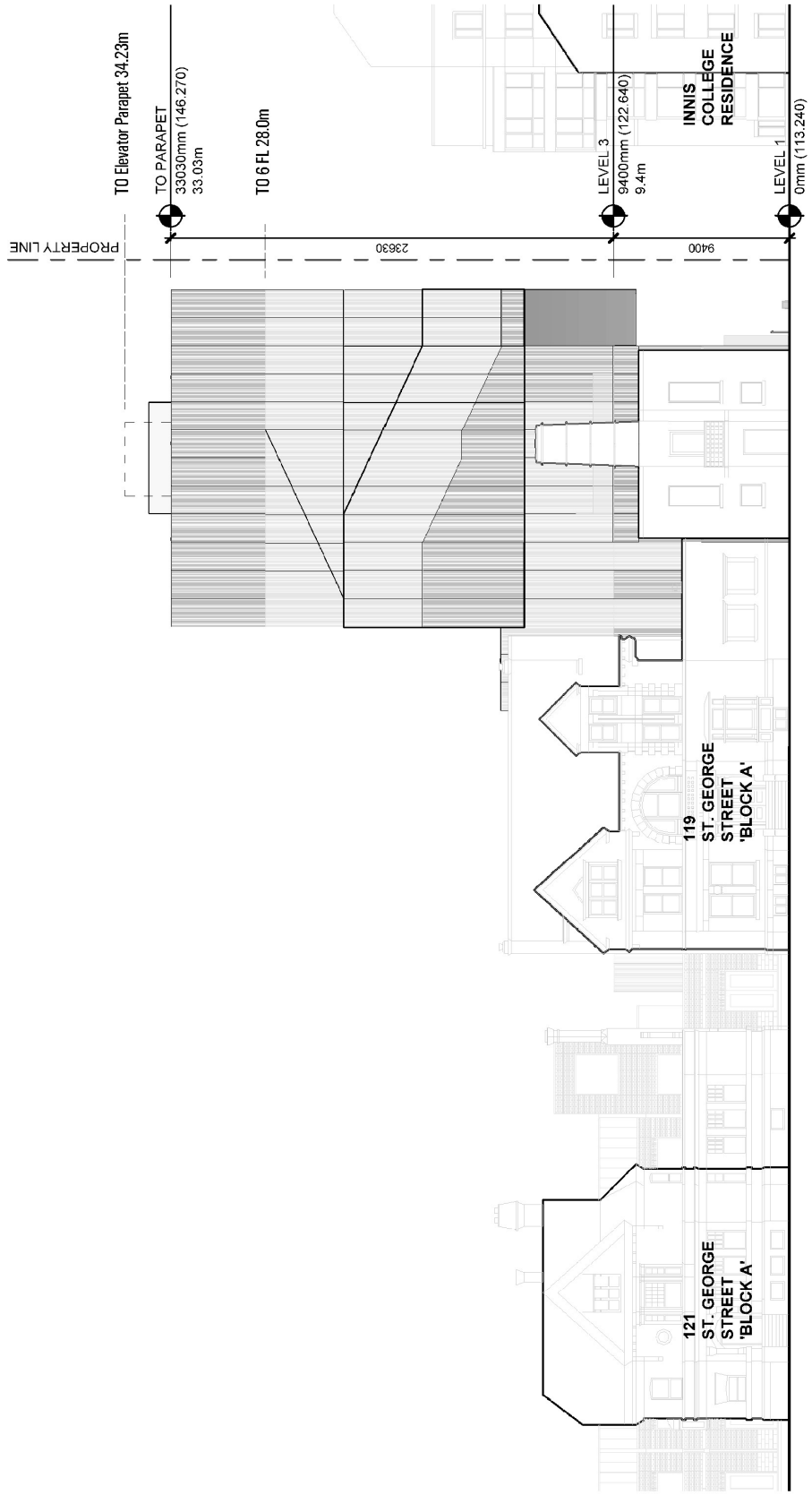
Attachment 7: Site Plan



Site Plan

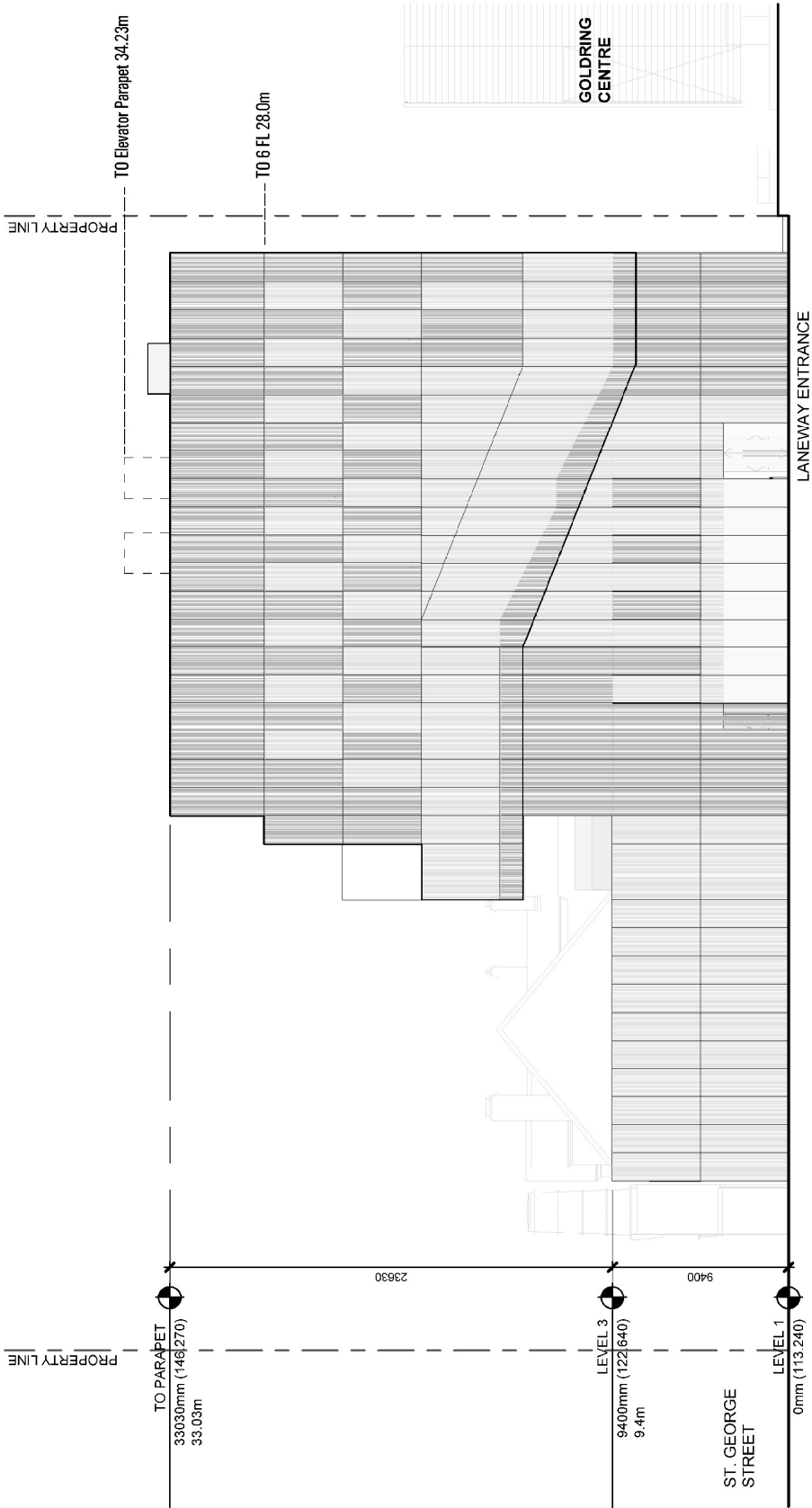


Attachment 8: West Elevation



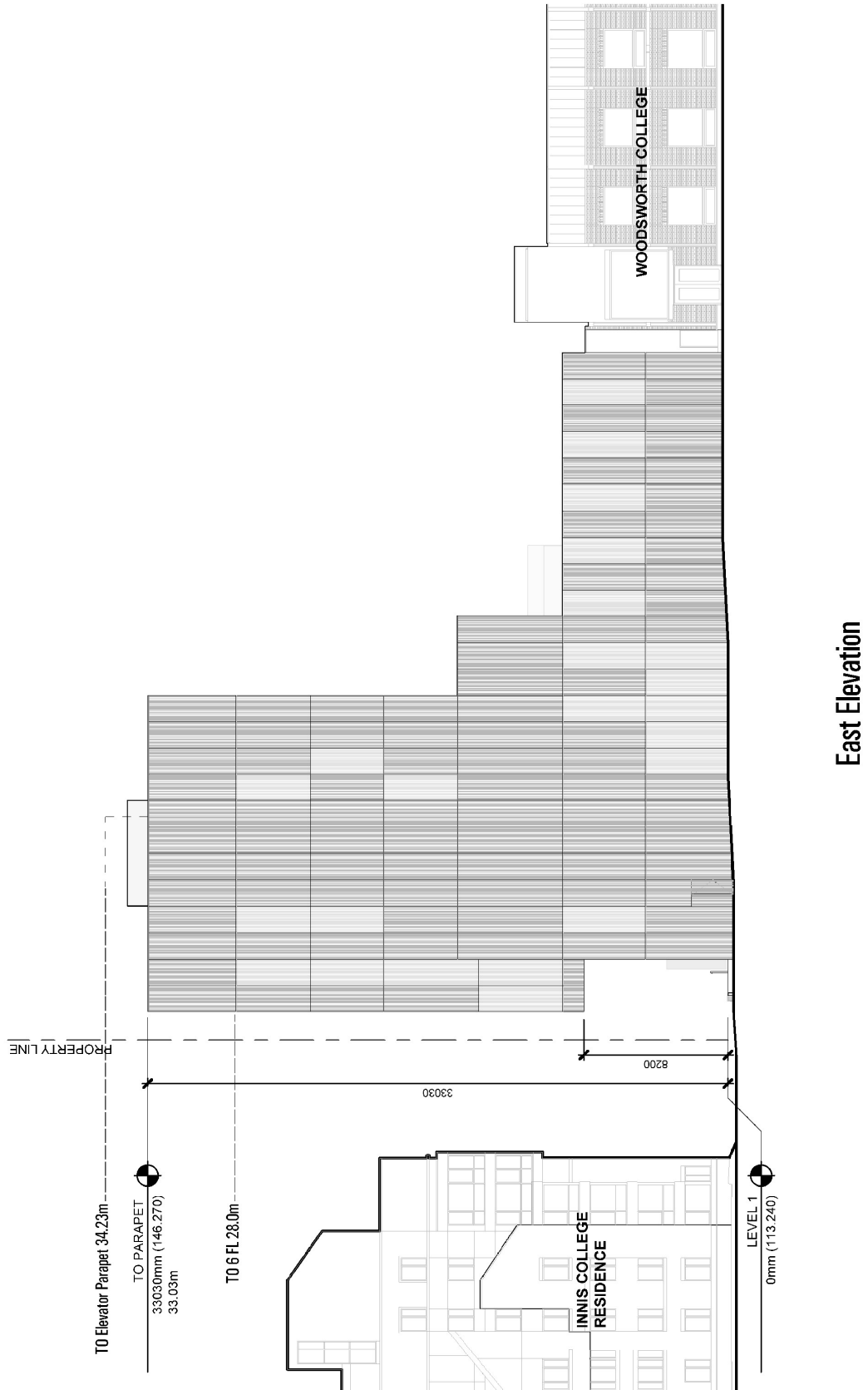
West Elevation

Attachment 9: South Elevation



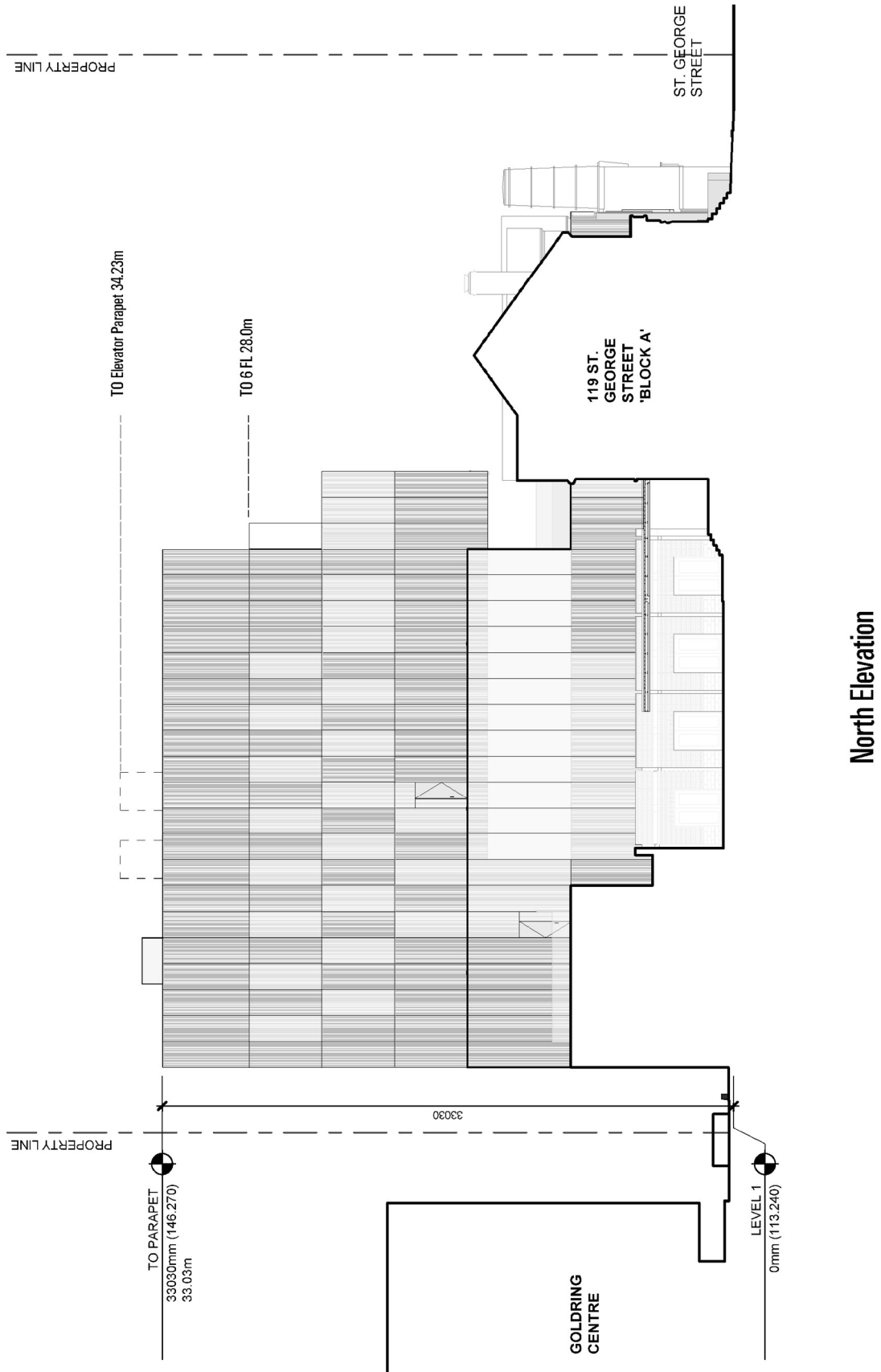
South Elevation

Attachment 10: East Elevation

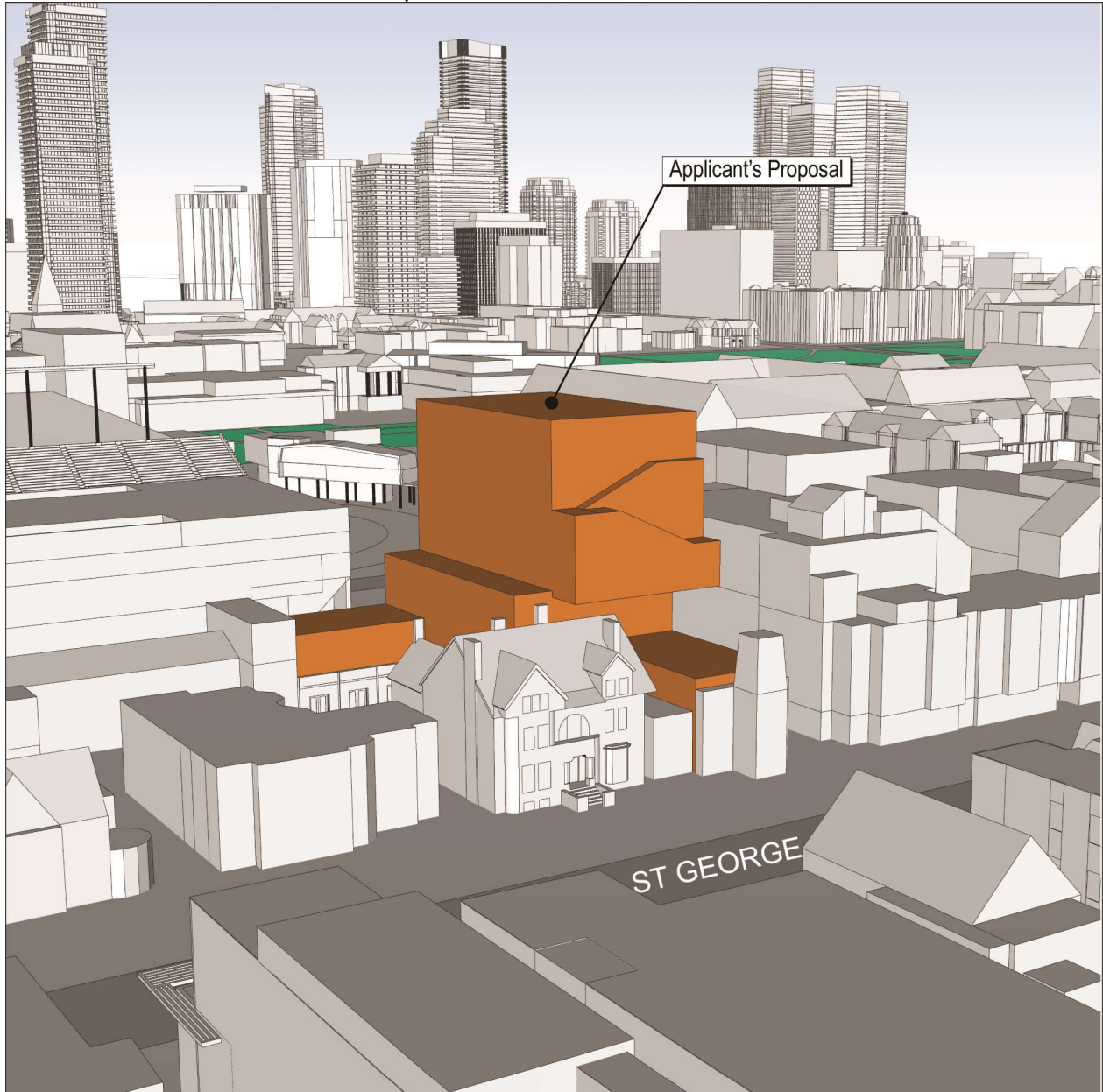


East Elevation

Attachment 11: North Elevation



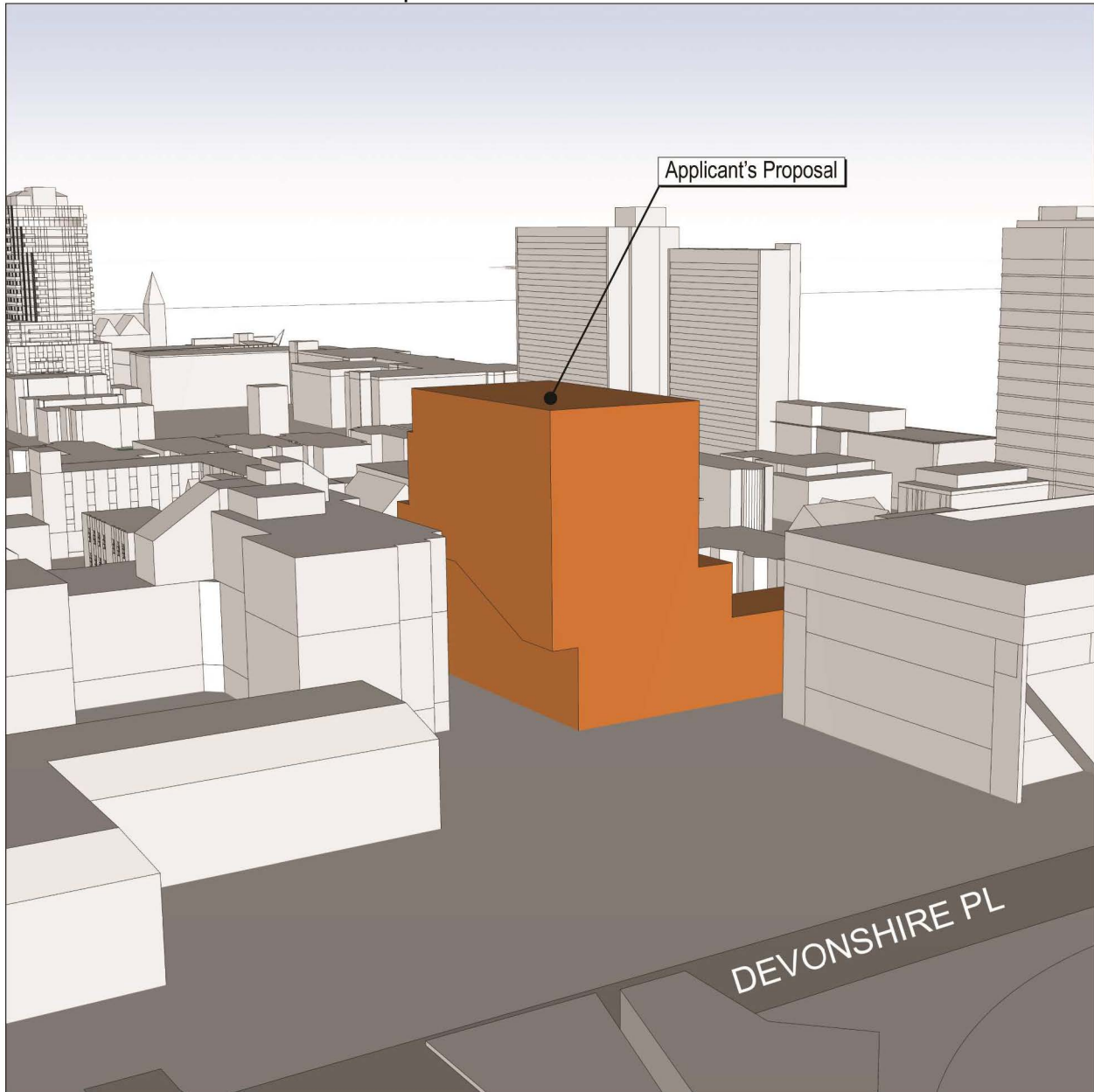
Attachment 12: 3D Model of Proposal in Context - Southeast



View of Applicant's Proposal Looking Southeast



Attachment 13: 3D Model of Proposal in Context - Northwest



View of Applicant's Proposal Looking Northwest

