

78-90 Queen's Park – Zoning By-law Amendment Application – Final Report

Date: September 15, 2020

To: Toronto and East York Community Council or City Council

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

Ward 11 - University-Rosedale

Planning Application Number: 19 118245 STE 11 OZ

SUMMARY

This application proposes to permit a nine-storey institutional building with an overall height of approximately 43 metres and a gross floor area of approximately 14,770 square metres for the property at 78-90 Queen's Park. Falconer Hall and the Edward Johnson building are proposed to be retained and integrated into the development while the McLaughlin Planetarium is proposed to be demolished. Three vehicle parking spaces and 83 bicycle spaces are proposed.

The proposed development is consistent with the Provincial Policy Statement (2020), conforms with the Growth Plan for the Greater Golden Horseshoe (2020) and conforms with the Official Plan.

This report reviews and recommends approval of the application to amend the Zoning By-law. The application proposes a compact built form on a site that is appropriate for further intensification, within a built-up area, that would take advantage of existing infrastructure, conserve heritage resources, provide new institutional uses, allocate approximately 50 percent of the site as open space 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 78-90 Queen's Park substantially in accordance with the draft Zoning By-law Amendment attached as Attachment 6 to this report (September 15, 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.

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

In September 2005, the Royal Ontario Museum (ROM) submitted a Zoning By-law Amendment application for a 46-storey mixed-use building at 90-100 Queen's Park, but withdrew the application in November 2005 (File No. 05 178008 STE 20 OZ). In February 2009, a Consent application was approved to sever the former McLaughlin Planetarium lands at 90 Queen's Park from the larger ROM lands and the site was purchased by the University of Toronto (File No. B0008/09TEY).

Pre-application meetings for the subject Zoning By-law Amendment application were held on May 28, June 12, July 5, and November 28, 2018. The proposal was reviewed at University of Toronto Community Liaison Committee meetings on June 11 and July 5, 2018. The Committee includes the City Councillor, University staff, City staff, student representatives and local residents' associations. The current application was submitted on February 22, 2019 and deemed complete on March 29, 2019. A Preliminary Report on the application was adopted by Toronto and East York Community Council on April 24, 2019 authorizing staff to conduct a community consultation meeting with an expanded notification area. Two community consultation meetings and four working group meetings took place. The issues raised during the community consultations are summarized in this report. The Community Council decision and Preliminary Report are available at: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.TE5.33>

PROPOSAL

This application proposes to amend the zoning by-law provisions for the property at 78-90 Queen's Park to permit a nine-storey building with a height of approximately 39 metres to the roof and 43 metres including the mechanical penthouse, and a gross floor area of approximately 14,770 square metres. The proposed building would be located between Falconer Hall to the east and the Edward Johnson building to the west.

Falconer Hall, which is a low-rise institutional building that is listed on the City's Heritage Register, is proposed to be substantially retained and integrated into the development, while the McLaughlin Planetarium is proposed to be demolished, for a total gross floor

area of approximately 17,018 square metres proposed across the site. The low-rise institutional Edward Johnson Building, located immediately west of the site, is proposed to be retained and connected to the proposed building at its current main entrance.

Approximately 3,380 square metres of landscaped open space is proposed across the site, concentrated along the Queen's Park frontage and south of the proposed building. Two existing mid-block pedestrian connections on the north and south sides of the site that connect Queen's Park through the site to Philosopher's Walk are proposed to be maintained and enhanced. A rooftop terrace is proposed on the third floor of the east side of the building overlooking the proposed open space along Queen's Park.

Three accessible surface parking spaces and 83 bicycle spaces are proposed. Consolidated loading and servicing will be provided in two underground levels accessed from Queen's Park on the south side of the proposed building, and will be shared with the ROM.

The proposed building will comprise institutional and ancillary uses, including a recital hall, laboratories, work areas, meeting rooms, an event hall, offices and a ground floor cafe. The building will include the Faculty of Law, Faculty of Music, School of Cities, and Faculty of Arts and Sciences

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 12-15 for Renderings 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 west side of Queen's Park, south of Bloor Street West and north of Hoskin Avenue. The site has an area of approximately 6,780 square metres with a frontage on Queen's Park of approximately 104 metres and a depth of approximately 66 metres.

Museum Subway Station and the former McLaughlin Planetarium, which is currently vacant, are located at the northern end of the site, with Falconer Hall, which is three storeys, is used for institutional purposes and is listed on the City's Heritage Register, located to the south, and a surface parking area containing 18 parking spaces along the southern end of the site.

See Attachment 2 of this report for the location map.

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

North: To the north is the ROM, which ranges from four to six storeys in height and is designated under Part IV of the Ontario Heritage Act, with a range of low-rise to tall

buildings containing a mix of uses along both sides of Bloor Street West and Avenue Road beyond.

East: A mix of generally low-rise Victoria University institutional buildings are located on the east side of Queen's Park, including a proposed five-storey institutional building at 73 Queen's Park Crescent East (File No. 19 205018 STE 11 OZ), with taller mixed-use buildings located closer to Bay Street.

South: To the immediate south is Flavelle House and an associated low-rise institutional addition, which is listed on the City's Heritage Register, beyond which is Queen's Park, the Ontario Legislative Building and a mix of generally low- to mid-rise institutional buildings, with taller institutional and office buildings along Queen's Park Crescent East and south towards College Street.

West: The three-storey institutional Edward Johnson Building is located immediately west of the site, with Philosopher's Walk and the Trinity College complex beyond, including a proposed five-storey institutional building at 15 Devonshire Place (File No. 19 125840 STE 11 OZ).

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, as the proposed building does not conform to the permitted building envelope described in the area-specific zoning exception, the proposed height of approximately 39 metres (43 metres including the mechanical penthouse) exceeds the 23 metre height permission, and to establish appropriate performance standards to regulate the built form on the site, such as site layout, setbacks 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
- Noise and Vibration Impact Study

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

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

Agency Circulation Outcomes

The application together with the applicable reports noted above, have 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;
- adequate provision and efficient use of communication, transportation, sewage and water services and waste management systems;
- orderly development of safe and healthy communities;
- adequate provision and distribution of educational, health, social, cultural and recreational facilities;
- adequate provision of a full range of housing, including affordable housing;
- adequate provision of employment opportunities;
- appropriate location of growth and development;
- supply, efficient use and conservation of energy and water;

- 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 (2020)

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020) (the "Growth Plan") came into effect on August 28, 2020. This new plan amends the previous Growth Plan for the Greater Golden Horseshoe, 2019. The Growth Plan (2020) 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 (2020). The outcome of staff analysis and review are summarized in the Comments section of this 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

Policy 2.2.2 directs growth to the Downtown, Centres, Avenues, and Employment Areas in order to efficiently use existing infrastructure, create a concentration of jobs and people in areas well served by transit, and facilitate cultural and economic activity. 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 site is 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. As this application was complete prior to June 5, 2019, the Downtown Plan does not apply to this application. However, staff considered the Downtown Plan for additional guidance with respect to the planned context.

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 Secondary Plan identifies 29 sites across the area with development potential. These sites are identified as having development potential based on the policies of the Plan and the associated design guidelines. The subject site is identified as one of the potential development sites and the Plan includes a built form envelope for the site. Policy 6.1 of the Secondary Plan permits increases to the height and density of the potential development sites provided that the proposal fulfills the objectives of the Plan and Section 3 in particular, through the review of a Zoning By-law Amendment application.

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.

Site and Area Specific Policy 334

The lands along both sides of Bloor Street West between Avenue Road and Bathurst Street are subject to Site and Area Specific Policy 334, which provides general direction for development along this segment of the Bloor corridor and outlines streetscaping initiatives. It requires new development to respond to the function and character of these unique areas with built form that generally provides for a transition in height, density and scale from higher buildings in the east to the low-rise character in the west, with nodes of development concentrated at key intersections adjacent to transit hubs. Development will respect, protect and enhance significant views of key civic and/or historic buildings. Existing and new uses that support and expand the vitality of cultural activity in the Bloor corridor will be encouraged.

The site is located in the Institutional Precinct in Site and Area Specific Policy 334. Development within the Institutional Precinct will contribute to a cohesive and pedestrian-oriented public realm, with a consistent street wall, active uses at grade, and

will fill in gaps in the streetscape. Development will provide visual cohesion through massing and architectural elements, and respond to key views and locations, avoiding encroachment into the viewshed of significant buildings.

Site and Area Specific Policy 398 - Ontario Legislative Assembly Building View Corridor

Lands to the North of the Ontario Legislative Assembly Building are subject to Site and Area Specific Policy 398. No structure shall be permitted to be erected:

- that can be seen above any part of the silhouette of the Ontario Legislative Assembly Building (including the domed Centre Block and both the ridgeline of the East Block Connector and the ridgeline of the West Block Connector) when viewed, by eyes at a height of 1.75 metres above grade, from the east/west sidewalk located on the north side of College Street at any point between the north/south sidewalk on the west side of University Avenue and the north/south sidewalk on the east side of University Avenue, or
- that can be seen above the silhouette of the domed Centre Block of the Ontario Legislative Assembly Building when viewed, by eyes at a height of 1.75 metres above grade, from the east/west sidewalk located on the north side of Queen Street West at any point between the north/south sidewalk on the west side of University Avenue and the north/south sidewalk on the east side of University Avenue.

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; Site and Area Specific Policies 334 and 398; 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 University has an area-specific zoning exception (12(2)310) in Zoning By-law 438-86, which establishes built form envelopes for sites identified in the Secondary Plan as having development potential. The envelope for the site applies to the northern portion of the lands that include the McLaughlin Planetarium, and has a maximum height limit of 23 metres for a new structure. The remainder of the site to the south of the McLaughlin Planetarium has a maximum height of 18 metres.

The site is not subject to City of Toronto Zoning By-law 569-2013.

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

Design Guidelines

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

University of Toronto (Main Campus) Urban Design Guidelines

The University of Toronto (Main Campus) Urban Design Guidelines are intended to be read in conjunction with the policies of the Official Plan and the University of Toronto Secondary Plan. The design guidelines provide detailed built form envelopes for those sites identified as having development potential in the Secondary Plan and as further outlined in the area-specific zoning exception (12(2)310) in Zoning By-law 438-86, as required in Section 6 - Implementation, of the University of Toronto Secondary Plan. The envelope for the site has a maximum height limit of 23 metres. The guidelines may be found here:

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

Site Plan Control

The application is subject to Site Plan Control. A Site Plan Control application has been submitted (File No. 19 232956 STE 11 SA).

COMMUNITY CONSULTATION

Planning staff have compiled feedback from residents from community meetings, the City's Application Information Centre, and direct phone and e-mail correspondence.

Community Consultation Meetings

On June 12, 2019, staff hosted a Community Consultation Meeting to discuss the proposed development. Approximately 45 members of the public were in attendance as well as the Ward Councillor and the applicant. On July 14, 2020, staff hosted a second Community Consultation Meeting to discuss the revisions to the proposal. Approximately 120 members of the public were in attendance as well as the Ward Councillor and the applicant.

Working Group

Between the two Community Consultation Meetings, a working group was formed with approximately 11 members of the public, in addition to the Councillor, City Planning staff and the applicant. Working group members included representatives from the following organizations:

- Annex Residents Association
- Architectural Conservancy Ontario
- Bay Cloverhill Community Association
- East Annex Condominiums Association
- Greater Yorkville Residents Association

- Harbord Village Residents Association
- Huron Sussex Residents Organization
- ROM
- Trinity College
- University of Toronto Students' Union

The working group met four times between October 2019 and March 2020. The topics discussed at the meetings related to:

- Programming - planned programming and facilities in the building
- Built form - site layout, building height, scale, massing and context
- Heritage Conservation - conservation of on-site and adjacent heritage resources
- Public Realm - open space design and configuration, mid-block pedestrian connections, vehicle drop-off and parking area, vehicle access, and landscape, lighting and planting design

A number of written comments and phone calls about the application have also been received. Comments raised through written submissions and expressed during the community consultation and working group meetings include:

- General support for the types of facilities that would be created and the combination of programming planned for the site, with some desire to see programming removed to reduce height and scale.
- Building height is too tall and not in keeping with the existing scale of the area.
- Massing of the building appears top-heavy and overwhelms the existing heritage properties. Particular concern about the extent of the cantilever and mass proposed above Falconer Hall.
- Suggest increasing the building footprint by spreading the building farther east between Falconer Hall and the ROM and/or using the Edward Johnson building site to the west in order to reduce the building scale and height.
- Siting of the proposed building will reduce views of the Edward Johnson building from Queen's Park.
- Proposed massing and articulation appear overly busy and visually complex.
- Tension between creating a landmark building versus one that disappears into its setting.
- Proposal may negatively impact views from the public realm.
- Shadow and wind impacts on the public realm.
- Proposed demolition of the planetarium and possibility of incorporating it into the development or mitigating its loss.
- Enhance the environmental sustainability of the proposal.
- An accessible TTC entrance for Museum Subway Station should be integrated into the site and overall design.
- Support for the extent of the proposed open spaces across the site.

- Ensure open spaces feel public, are welcoming and accessible. While the café use is desirable, the outdoor seating area should be designed as part of the larger publicly accessible space.
- Desire to see further enhancements to the mid-block connections and open spaces in terms of planting, lighting, seating, paving materials etc.
- Limit impact on existing trees and plant additional new trees.
- Proposed pick-up and drop-off area is positive in alleviating potential impacts to traffic movement, but concern that it seems overly large and takes up a lot of the site for car and truck movement.
- Need for improvements to pedestrian safety through pedestrian crossings and provision of traffic signals nearby.
- Request for additional bike parking.
- Questions about construction timelines and impacts.

The community feedback received on the application was taken into consideration by staff through the review of the application. These issues are addressed in the comments section below. Comments received regarding construction impact will be reviewed as part of the review of the Site Plan application.

Design Review Panel

The application was considered at a combined meeting of the City's Design Review Panel (DRP) and the University of Toronto's Design Review Committee on July 18, 2019. At the meeting, the Panel praised the proposal as a compelling project on a site of significant cultural importance, and was appreciative of the design approach and the transformative possibility of this project, while working around and retaining a significant heritage property. While unanimously supportive, the Panel suggested the following items be explored:

- Better connect and integrate the proposed building with Falconer Hall.
- Improve the massing and articulation of the north facade, facing the ROM, to have greater depth and articulation. Consider ways of addressing the impression of bulkiness of the mass overwhelming Falconer Hall expressed by some members.
- Develop the proposed forecourt as a landscaped, open plaza, with careful consideration of the landscape detailing such as surfaces, colour, tonality and texture of landscape elements.
- Consider additional strategies to reduce the impact of the parking ramp.
- Develop a sustainability strategy commensurate with the civic importance of this project.

The DRP discussion and meeting minutes were used to assist staff in the review of the subject proposal. The minutes of the DRP meeting are available at:

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 uses, and the development will create new employment opportunities at the campus along with increased institutional space, and new educational and cultural 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 (2020). 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, including shadows on Philosopher's Walk. It also expands and enhances the public realm along Queen's Park, adds a publicly accessible courtyard on the site, and maintains and enhances the outdoor, publicly accessible mid-block connections on the north and south 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 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 directly adjacent to the Museum subway station, in close proximity to the Queen's Park and St. George subway stations, the cycle tracks on Bloor Street West, Hoskin Avenue and Queen's Park/University 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 intensify the site while conserving the listed Falconer Hall and Edward Johnson building, both of which are recommended to be designated under Part IV of the Ontario Heritage Act, and conserves the adjacent heritage resources.

Section 2.2.3 of the Growth Plan (2020) 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, 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 Falconer Hall and Edward Johnson building, both of which are recommended for designation, 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, investing in public service facilities, creating a vibrant public realm, including on-site open spaces (Policy 2.2.1.4 and Section 3.2.8), and is located on a campus where institutional growth is anticipated and encouraged (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, commercial 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.

Massing, Height, Density

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 massing, height and density 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.

Massing

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 and planned built form context. Varied setbacks are proposed from Queen's Park to the east side of the building. At grade, the building is proposed to be set back from Queen's Park by approximately 38 to 50 metres. A projecting element at the second floor, which would extend above part of the outdoor café seating area proposed north of Falconer Hall, would extend to a setback of approximately 28 metres. While the proposed setbacks continue to vary above the second floor, the predominant setback from the street is approximately 36 metres.

The proposed siting of the building and setback from Queen's Park will help maintain and reinforce the rhythm and prominence of heritage buildings set in open spaces along the street. The building, extending in a north-south orientation behind Falconer Hall and the historic portion of the ROM to the north, enhances the visual prominence of these heritage resources along the street. Views of the entire south elevation of the ROM and the north, east and south elevations of Falconer Hall will be opened up as a result of the proposed building placement. These existing heritage structures to the north and south, in combination with the east elevation of the proposed building, will frame the generous, publicly accessible plaza on the northern portion of the site. The generous setback area extends south of the proposed building and Falconer Hall to similarly create an open space area on the southern portion of the site that is prominently framed by the south elevation of Falconer Hall to the north and Flavelle House to the west and south. The

proposed open spaces and location of the proposed building behind the existing heritage buildings will maintain the open feel of the street and pattern of generous landscaped setback areas surrounding significant heritage resources. This will result in a continuous, accessible public realm that will contribute to the enhancement of the unique character of this part of the campus and city.

The proposed building will connect to the west (rear) elevation of Falconer Hall and will be located behind Falconer Hall until the fifth floor, where it begins to extend above the rear portion of Falconer Hall. The placement of the new addition allows for maximum exposure of the public-facing elevations of Falconer Hall in the foreground and maintains its three-dimensionality. Through the review process, the extent of the cantilever above Falconer Hall has been reduced, so that it only extends above the rear bay of the building, is more graduated and its visual impact softened. The cantilever for the proposed recital hall at the fifth level was reduced to extend three metres above Falconer Hall and increased on the west side of the building to extend approximately 2.5 metres above the Edward Johnson building. These projections continue above the fifth level to the top of the building. The integration of the proposed massing behind and above the heritage buildings is acceptable.

The building is proposed to connect to the east facade of the Edward Johnson building only at its existing southern ground floor level entrance, with the rest of the east façade conserved. An approximately 6.2 metre wide, publicly accessible exterior courtyard is proposed between the new building and existing Edward Johnson building to maintain daylight to the east-facing rooms of the Edward Johnson building. While the proposed building would reduce the visibility of the east elevation of Edward Johnson, the building is already significantly set back from the street by approximately 66 metres and is not readily viewed from the Queen's Park frontage. However, through the review of the application, the southern extent of the footprint of the lower portion of the proposed building has been pulled back to reveal more of the southeast corner of Edward Johnson when viewed from the east.

The proposed building is appropriately sited on the lands and will protect and enhance the area's unique character by conserving on-site and adjacent heritage resources, expanding and enhancing the public realm, visually supporting and extending the historic streetscape and enhancing the setting of the heritage properties at this section of the street, and retaining the street scale and profile by being stepped back from the Queen's Park by approximately 36 metres. The proposed setbacks and massing provide visual interest, frame open spaces, and provide opportunities for varied outdoor experiences across the site.

The design of the elevations has been simplified through the review process. In the original proposal, the floorplate sizes generally increased along with the height of the building, which resulted in a form that felt somewhat top-heavy. This outward stepping has been reduced at the upper floors in the current proposal, particularly on the south elevation and at the recital hall projection on the east elevation. Further, formerly visible,

external support columns proposed south of Falconer Hall have been incorporated within the building mass. Even with these changes, significant portions of the east, south and west elevations are still proposed to be highly articulated and include multiple shifts in massing, which help break up the mass of the building. The rhythm of the fenestration and the ratio of glazing to masonry have been revised to create a better contrast with the heavy masonry of Falconer Hall. The proposal includes common areas and a cafe on the ground floor, and an outdoor rooftop terrace, that have views and access to the street, open spaces and mid-block connections, help animate the street and open spaces, and improve site porosity and circulation.

Height

Through the update to the University of Toronto Secondary plan, the University proposed a maximum height of 66 metres and approximately 72 metres including the mechanical penthouse, for the site. Staff worked with the applicant to reduce the height to the current proposal of approximately 39 metres and 43 metres including the mechanical penthouse, based on the planning framework for the area, including intensification, view corridor and heritage conservation policies, the existing and planned context of the area and minimizing potential impacts on the surrounding public realm.

The proposal, at a maximum height of 43 metres including the mechanical penthouse, and proposed building location set back approximately 36 metres from the Queen's Park frontage, would not affect any of the protected views along or around Queen's Park and limit its visual impact on this important avenue that links Bloor Street West to the Legislative Building. View corridor studies submitted in support of the application demonstrate that the building height complies with Site and Area Specific Policy 398 - Ontario Legislative Assembly Building View Corridor, as it would not be visible above any part of the silhouette of the Legislative Building when viewed from the sidewalk located on the north side of College Street at any point between the east and west sides of University Avenue, or above the silhouette of the domed Centre Block of the Legislative Building when viewed from the north side of Queen Street West at any point between the east and west sides of University Avenue. Additionally, the building is set far enough back from the street so that it does not detract from the existing view south from Bloor Street West to Queen's Park. Only a minor portion of the upper southeastern part of the proposed building would be visible above the ROM from Bloor Street West between the east and west sides of Queen's Park, which is consistent with the direction of the view corridor and terminus policies in Section 3.2 of the University of Toronto Secondary Plan.

The shadow study submitted in support of the application illustrates that the new shadows cast by the proposed building would be entirely off of Philosopher's Walk to the west by 10 a.m. on the equinoxes. Though Philosopher's Walk is not identified as one of the Sun Protected Parks and Open Spaces on Map 41-13 of the Downtown Plan and is not subject to Policy 9.18, which seeks to adequately limit net-new shadow as measured from March 21st to September 21st from 10:18 a.m. to 4:18 p.m. on parks

and open spaces, staff worked with the applicant to ensure the proposal would comply with this direction in order to maintain the utility of this important and historic open space and connection through the campus.

The height of the building, while taller than the adjacent buildings, is compatible with building heights in the larger context, in combination with the proposed generous setback from the street and its location behind the conserved heritage buildings. The applicable built form policies in Site and Area Specific Policy 334 state that development will provide for a transition in height, density and scale from higher building forms at Avenue Road in the east to the low-rise main street character at Bathurst Street the west, with nodes of development at key intersections adjacent to transit hubs. The surrounding context includes a number of existing and approved tall buildings in the area around the segment of Bloor Street West to the north, which reach up to 32 storeys, with planned heights of up to 38 storeys. The site is directly adjacent to Museum subway station and is in close proximity to two others. The proposal for nine institutional storeys and 43 metres appropriately addresses the direction to intensify the site, adjacent to a transit station in the eastern section of the Site and Area Specific Policy area, and also represents a significant reduction in height from buildings around Avenue Road and Bloor Street West, and provides a transition down in height from the north to the generally lower scale portion of the campus to the south.

In terms of the immediate adjacency, the height of the ROM ranges from approximately 18 metres along Queen's Park, up to approximately 37 metres. The portion of the building immediately north of the proposed building is approximately 31 metres, including the mechanical penthouse. The proposal is approximately three storeys and 12 metres taller than this portion of the ROM, which is not considered significant in this context, particularly in conjunction with the conservation strategy, significant setback and public realm expansion, protection and enhancement of identified view corridors and viewpoints, and lack of impact on Philosopher's Walk.

Density

The proposed and retained buildings would result in an overall density of approximately 2.5 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.

Policy 6.1 of the University of Toronto Secondary Plan permits increases to the height and density of the potential development sites, including the subject site, provided that the proposal fulfills the objectives of the Secondary Plan and Section 3 in particular. The current design guidelines and zoning for the site permit a building at a height of 23 metres, generally on the part of the site where the planetarium is currently located, with a setback from Queen's Park that would match that of the ROM to the north. This would result in a built form that, while lower than currently proposed, would preclude the proposed northern plaza and result in significantly less open space, and obscure views

of the south side of the ROM and north side of Falconer Hall compared to the current proposal. Planning staff are of the opinion that the subject application fulfills the objectives of the Secondary Plan. The proposal introduces new institutional uses and cultural facilities to the area, includes significant expansion and improvement of the public realm in a pedestrian-oriented manner, expands pedestrian and cycling facilities and reduces vehicle parking, appropriately frames and addresses the edge of the street, open spaces and mid-block connections, includes an appropriate conservation strategy, responds to and enhances key views, avoids encroachment into the viewshed of significant buildings, limits impacts on surrounding properties and open spaces, is compatible with its existing and planned context, and creates a comfortable urban environment on the site.

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, provision of open space and conservation strategy 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. As outlined above, the new shadows cast by the proposed building would be entirely off of Philosopher's Walk by 10 a.m. during the spring and fall equinoxes, which will maintain the utility and feel of this historic open space. Shadows would not be cast on the east side of Queen's Park until after 4 p.m. on the equinoxes, which is similar to the time that shadows from the ROM reach the east side of the street. 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. The wind safety criterion is expected to be met at all areas both on-site and surrounding the proposed development. While suitable wind conditions are predicted at most building entrances, sidewalks, walkways, plazas and terraces, higher-than-desired wind speeds may occur at the entrances on the south side of the proposed building.

The wind study recommends including wind mitigation measures for these entrances, such as permanent planters or wind screens. 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 site includes the following heritage resources or potential resources:

- Falconer Hall, at 84 Queen's Park, was listed on the City of Toronto's Heritage Register on August 18, 1976.
- McLaughlin Planetarium, at 90 Queen's Park, is not listed on the Heritage Register or designated under the Ontario Heritage Act.
- Edward Johnson Building, 80 Queen's Park, is not listed on the Heritage Register or designated under the Ontario Heritage Act. It is located west of the project site, but will abut and connect directly with the proposed building. As such, staff consider the property as a component of the project site and overall conservation strategy.

The subject site is adjacent to the following heritage properties:

- Flavelle House to the south at 78 Queen's Park is listed on the City's Heritage Register.
- Birge-Carnegie Library/Emmanuel College to the east at 75 Queen's Park is listed on the City's Heritage Register.
- Annesley Hall to the northeast at 95 Queen's Park and 150 Charles Street West is listed on the City's Heritage Register and is designated as a National Historic Site.

- ROM to the north at 100 Queen's Park 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 new building will be located to the rear of Falconer Hall, with a substantial stepback from the primary east street-facing facade of Falconer Hall, thereby maintaining the heritage resource in the foreground. The gross floor area of Falconer Hall is approximately 2,380 square metres, of which 335 square metres of the building is proposed to be removed, primarily at its rear, which will expose exterior walls that were concealed by later additions and is not considered to compromise the overall integrity of the building.

Only the west (rear) side of Falconer Hall is proposed to be physically connected to the lobby of the new building. The removal of McLaughlin Planetarium to the north, as well as an existing accessibility ramp to the south, will improve sightlines of the north and south facades of Falconer Hall. This will maintain its three-dimensional integrity and enhance its setting within the public realm. In addition, the significant external and interior heritage attributes of Falconer Hall are proposed to be fully conserved and rehabilitated.

The impact of the proposal to the Edward Johnson building is largely limited to reduced visibility of its eastern façade, which is already set back significantly from the street. This eastern facade can be viewed within the proposed courtyard that will separate the new development from the Edward Johnson building. The property's interface with Philosopher's Walk at the west elevation will remain unchanged through the subject application. Other than a new connection at the lobby on the east wall of the Edward Johnson building, the entire building and its east facade will be maintained in situ. The proposed connection between the buildings will consist of glazing and contemporary materials to minimize its physical and visual impacts and clearly distinguish the new elements from the old ones.

The proposal complies with Site and Area Specific Policy 398 - Ontario Legislative Assembly Building View Corridor, and Official Plan Policy 3.1.5.45, as it would not be visible above any part of the silhouette of the Legislative Building when viewed from the sidewalk located on the north side of College Street at any point between the east and west sides of University Avenue, or above the silhouette of the domed Centre Block of the Legislative Building when viewed from the north side of Queen Street West at any point between the east and west sides of University Avenue. The identified view will be conserved through the proposal.

The proposed building will be situated within an enclave of university and cultural institutions at the north end of Queen's Park. This enclave includes a mix of heritage and modern structures in a landscaped setting that lines both sides of this important

route to the Legislative Building and reflects the historic use of this area as an urban park. The proposed building is set back 36 metres from Queen's Park and the generous landscaped setting of Falconer Hall will be enhanced by this proposal. As such, the proposal maintains and complements the park-like character of this part of Queen's Park.

Although part of the proposed building will cantilever over Falconer Hall from the fifth to ninth level, the size of the cantilever has been reduced, so that it is now graduated and only affects the rear wing of Falconer Hall. The three-dimensional integrity and house-form of Falconer Hall will be conserved entirely when viewed from the public realm along the north, east and south sides and its west wall will be visible from the higher, glazed ground floor lobby of the proposed building. The new building has been designed with a series of interconnected blocks to reduce its visual mass and a glazed "fissure" is included that aligns with and frames Falconer Hall to give visual prominence to the heritage building, which will remain in the foreground along Queen's Park within a traditional landscape setting. The proposed building will incorporate materials and a colour palette using natural tones to complement the existing context and reduce its visual prominence. The materials will be further evaluated and secured through the Site Plan Approval process.

The McLaughlin Planetarium is an interesting example of a late Modern style building. Although altered, the essential form of the original building remains intact. Staff note that its use as a planetarium ceased at this location over 20 years ago and it has been vacant for a number of years. The Heritage Impact Assessment submitted with the application details the efforts made by the University to try to adaptively re-use the building, including soliciting external expert opinion. It also notes the technical difficulties in physically altering and adapting its unique dome structure for other purposes. Staff acknowledge the difficulties in finding a meaningful adaptive re-use for this domed building that would support its long term future. In consideration of multiple conservation objectives for the site, staff do not object to the demolition of this unique Toronto landmark as part of a comprehensive development proposal for the subject site on condition that a comprehensive commemoration strategy be developed for the building.

The current proposal envisages replacing the planetarium with a generous, open plaza to the east of the proposed building between Falconer Hall and the ROM. This new open space would be enhanced by a landscape strategy that includes the renewal and restoration of historic landscape elements along Queen's Park including the restoration of gates and masonry gate posts and soft landscaping. In addition, as part of the overall proposal, a comprehensive Heritage Interpretation Plan will be required and will include a strategy for both commemorating and interpreting the former McLaughlin Planetarium. Potential themes for this are still being developed, but may include:

- The genesis of the McLaughlin Planetarium and benefactor Robert Samuel McLaughlin

- The golden age of space exploration and growing public interest in Canada in the 1960s
- A highlight of key programming over the years, including space and the cosmos, laser light shows, etc.
- Commemorating the physical form and footprint of the former McLaughlin Planetarium

Locations for heritage interpretation will be determined as part of the required Conservation Plan and commemoration of the planetarium will be prioritized in the new public building lobby and café areas, which would occupy a similar location to the planetarium.

Staff have reviewed the proposal with regard to its relationship and impact to both on-site and adjacent heritage resources, and considered the conservation strategy as extended across the entire site. Significant conservation objectives will be achieved across the overall site as part of the proposal despite the loss of the planetarium. This includes a comprehensive conservation strategy for Falconer Hall, conserving and sensitively interfacing the proposed building with the Edward Johnson building, and restoring and enhancing important and historic elements of the public realm. The proposal 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.

Staff are of the opinion that the proposal is consistent with the applicable policies in the PPS (2020), Growth Plan (2020), Official Plan, and Parks Canada "Standards and Guidelines for the Conservation of Historic Places in Canada". Heritage staff are recommending that both Falconer Hall and the Edward Johnson Building be designated under Part IV of the Ontario Heritage Act and that the University of Toronto enter into Heritage Easement Agreements with the City to ensure their long term protection. 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 September 29, 2020, and will be presented concurrently with this report at the October 15, 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.

Approximately 3,380 square metres of landscaped open space is proposed across the site, concentrated along the Queen's Park frontage and south of the proposed building, which is approximately 50 percent of the site. At the ground level, the setback area from Queen's Park to the proposed building ranges from approximately 38 to 50 metres, which helps create the proposed northern plaza between the ROM and Falconer Hall. The northern plaza will include hard landscaping, with trees, seating, lighting and bike parking, adjacent to the public sidewalk. This will be level with a soft landscape area to the east of Falconer Hall along Queen's Park. The northern plaza will be adjacent to the Museum subway station entrance, which currently consists of two sets of stairs descending down to the platform level. The TTC plans to add an elevator entrance to Museum Station as part of its mandate to make all stations fully accessible by 2025 in the place of one set of stairs. Staff are currently working with TTC to ensure the elevator design is integrated into the overall public realm.

The level of the shared, below-grade loading access and area to be used by the University and the ROM results in a grade change from the sidewalk to the proposed café terrace of approximately two metres. Adjacent to the hardscape plaza at the northern end of the site, a series of gradual, gently-sloped planted areas and terraces with accessible walkways that lead to the primary building entrance and café terrace on the ground floor are proposed. This area will include significant planting and a variety of benches and movable furniture.

The area between the proposed building and Falconer Hall to the north and Flavelle House to the south will accommodate a range of functions and be designed as a flexible space that will act primarily as a second plaza on the site. A hardscape fire route is required south of the proposed building that extends from Queen's Park to the Edward Johnson building, an on-site accessible vehicle drop-off area and one consolidated vehicle access for the shared loading, drop-off and fire route will be provided in this area. Through the review process, the drop-off area and connecting pathways of the plaza have been designed as a seamless space at the same level, with different paving colours, planting and seating areas used to visually break up the space and slow down vehicles, the consolidated access has been narrowed, and the number of parking spaces has been reduced to a maximum of three accessible spaces. The historic gates and masonry gate posts in front of Falconer Hall and Flavelle House are proposed to be restored and integrated into the landscape design of this portion of the site. The area will include trees and a range of planting, and walkways to connect to proposed building entrances. The revisions to the southern plaza area are intended to create sense of continuity between pedestrian and vehicle areas, allow the space to serve multiple functions, improve the pedestrian experience, and visually expand and connect the public realm.

The Downtown Plan identifies Queen's Park and University Avenue as a Great Street. Policy 7.17 identifies that Great Streets will be prioritized for public realm improvements and Policies 7.18 and 7.19 direct that public realm improvements on the Great Streets will enhance their civic role and setting for public life; promote economic vitality;

create a unified streetscape while reinforcing the identity, distinct characteristics and heritage value and attributes of each segment of each street; improve the scale of pedestrian clearways, transit stops and space for public gathering; implement and maintain a high standard of design and materials; and prioritize tree planting and investment in infrastructure to support the growth of a healthy tree canopy, wherever reasonable. The proposal conserves heritage properties and sets new development significantly back from the street, enhancing the prominence and importance of the public realm in the area. The public sidewalk will be widened along the street and will connect with the on-site open spaces and plazas. Paving materials will be enhanced and a double row of trees is proposed on the site along Queen's Park, in addition to retained trees outside of the southern plaza.

The subject site is adjacent to the Queen's Park Precinct in the Downtown Plan, which is a collection of civic buildings and parks, public spaces and streets of provincial and citywide importance, and Policy 7.26 directs that the precinct should be expanded and improved through development and capital investment to increase the public prominence, identity and function of the area's parks and public realm. The proposal contributes to the expansion and overall quality and character of the precinct. The proposal integrates, respects and highlights the cultural heritage value of the area and its heritage attributes including the prominence of existing heritage properties along the street set in open landscaped space, connects into the larger network of open spaces and mid-block connections and has a strong focus on the pedestrian realm.

Two existing mid-block pedestrian connections on the north and south sides of the site that connect Queen's Park through the site to Philosopher's Walk are proposed to be maintained and enhanced. The southern mid-block connection will be enhanced on the site through new paving, planting and lighting. The northern mid-block connection between the site and the south elevation of the ROM crosses the shared loading driveway and the maximum grade change from the adjacent proposed café terrace to the mid-block connection is approximately five metres. To address the potential safety issues and grade change, the design of the interface between the terrace and mid-block connection has been revised to reduce the height of the terracing at the northern edge of the site and add terraced planting to soften appearance of the retaining wall, along with new lighting, paving, safety bollards, bike parking and a University "code blue" call station. The proposed enhancements to the existing mid-block connections will make them more visible, accessible, attractive and safe, and contribute to the overall pedestrian network and permeability of the block.

The courtyard proposed between the new building and the Edward Johnson building will be publicly accessible, with seating and planting. The space will be overlooked by the adjacent buildings and will provide light to the existing institutional spaces.

Staff view the public realm component of the project as a major opportunity for the campus and city given the prominent location and generous size of the open space areas and connections between the street and Philosopher's Walk. The intent of the

revisions to the design of the public realm have been to create a sense of place, ensure the public realm is beautiful, safe and accessible, and feels welcoming and inviting to the public; to maximize soft landscaping in the design and the planting of large growing shade trees in particular, and ensure appropriate growing conditions are established; to ensure the area includes a variety of public gathering places with features to make them usable and comfortable; and to minimize the extent of the area devoted to vehicular circulation as much as possible, and ensure the design of those areas is flexible to allow use by pedestrians. The design details of the enhancements to the public realm and streetscape treatment will be further evaluated and secured through the Site Plan Approval process.

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 15 trees both within and immediately adjacent to the subject site that qualify for protection under the Tree By-laws. Of these, nine trees on the site that qualify for protection are proposed to be removed and all others are proposed to be preserved. Thirty-one large growing shade trees are proposed to be planted on the site. Urban Forestry requires the applicant to submit a tree planting deposit to ensure the planting and survival of the new trees. 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 and contiguous plazas and open spaces along Queen's Park 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 and south sides of the new building, the west side of the building from Philosopher's Walk and the connection to the Edward Johnson building, and through existing entrances to Falconer Hall that also connect to the new building lobby. Forty-two bicycle parking spaces are proposed underground, 41 are proposed at grade outside of the building and 32 existing spaces adjacent to the site are proposed to be maintained.

Policy 3.1.2.2 of the Official Plan directs new development to locate and organize vehicular access, service areas and utilities to minimize their impact on the property and on surrounding properties and to improve the safety and attractiveness of adjacent streets, parks and open spaces. Consolidated vehicle and loading access is proposed from Queen's Park at the southern end of the site. This access will lead to an underground ramp that will provide access to the underground loading area at the northern end of the site that will be shared with the ROM. Two Type B and three Type C loading spaces are proposed. Locating the vehicle access at the southern end of the site allows one driveway to provide all access to the site and avoids conflicts between school bus drop-off and pick-up that occurs at the southern end of the ROM along Queen's Park where the museum's children's entrance exists. Three accessible vehicle spaces are proposed at the southern portion of the site.

The Transportation Impact Study submitted in support of the application concludes that the transportation impacts of the site are anticipated to be negligible and will not negatively influence the area transportation network. Transportation Services and Solid Waste Services staff have reviewed the proposal and found the anticipated transportation impacts, proposed parking and loading to be acceptable.

Though not required as part of the proposed development, suggestions to provide additional pedestrian crossings along the street were provided during the consultation process. In December 2019, City Council approved the installation of three traffic signals and pedestrian crossings along the street at the following locations: Queen's Park Crescent West south of the Legislative Building, Queen's Park Crescent West at Hart House Circle, and at the north end of Queen's Park Crescent East where the triangle-shaped traffic island exists just north of the Highlander Memorial. An additional potential traffic signal and pedestrian crossing at Charles Street West and Queen's Park is under evaluation and will be reported on separately by Transportation Services. The City Council decision is available here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.TE11.47>

Servicing

Engineering and Construction Services staff reviewed the and Functional Servicing and Stormwater Management Report, Hydrogeological Review and Geotechnical Investigation submitted with the application and advise that there are no issues related to the zoning component of this application. Specific details regarding servicing connections and stormwater management facilities will continue to be reviewed and secured through the Site Plan Approval process.

Conclusion

The proposal has been reviewed against the policies of the PPS (2020), the Growth Plan (2020), 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 (2020) 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 expanded and enhanced public realm. Staff recommend that Council approve the application.

CONTACT

Paul Johnson, Senior Planner
Tel. No. 416-397-0259
E-mail: Paul.M.Johnson@toronto.ca

SIGNATURE

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

ATTACHMENTS

City of Toronto 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: East Elevation

Attachment 9: South Elevation

Attachment 10: West Elevation

Attachment 11: North Elevation

Attachment 12: East Rendering

Attachment 13: Northeast Rendering

Attachment 14: Southeast Rendering

Attachment 15: Southwest Rendering

Attachment 1: Application Data Sheet

Municipal Address: 78-90 Queen's Park Date Received: February 22, 2019

Application Number: 19 118245 STE 11 OZ

Application Type: Rezoning

Project Description: Zoning By-Law Amendment application to permit a 9-storey (43 metres, including mechanical penthouse), 14,770 square metre building on the site that would comprise institutional and ancillary uses, including a recital hall, laboratories, work areas, meeting rooms, offices and a cafe.

Applicant	Agent	Architect	Owner
Bousfields		Diller Scofidio + Renfro and architectsAlliance	University of Toronto

EXISTING PLANNING CONTROLS

Official Plan Designation:	Institutional Areas	Site Specific Provision:	Yes
Zoning:	438-86	Heritage Designation:	Yes
Height Limit (m):	23	Site Plan Control Area:	Yes

PROJECT INFORMATION

Site Area (sq m): 6,780 Frontage (m): 104 Depth (m): 66

Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):	1,166	623	1,284	1,907
Residential GFA (sq m):	0	0	0	0
Non-Residential GFA (sq m):	4,983	2,249	14,769	17,018
Total GFA (sq m):	4,983	2,249	14,769	17,018
Height - Storeys:	3	3	9	9
Height - Metres:	14	14	39	39

Lot Coverage Ratio (%):	28.13	Floor Space Index:	2.51
----------------------------	-------	--------------------	------

Floor Area Breakdown	Above Grade (sq m)	Below Grade (sq m)
Institutional/Other GFA:	17,018	

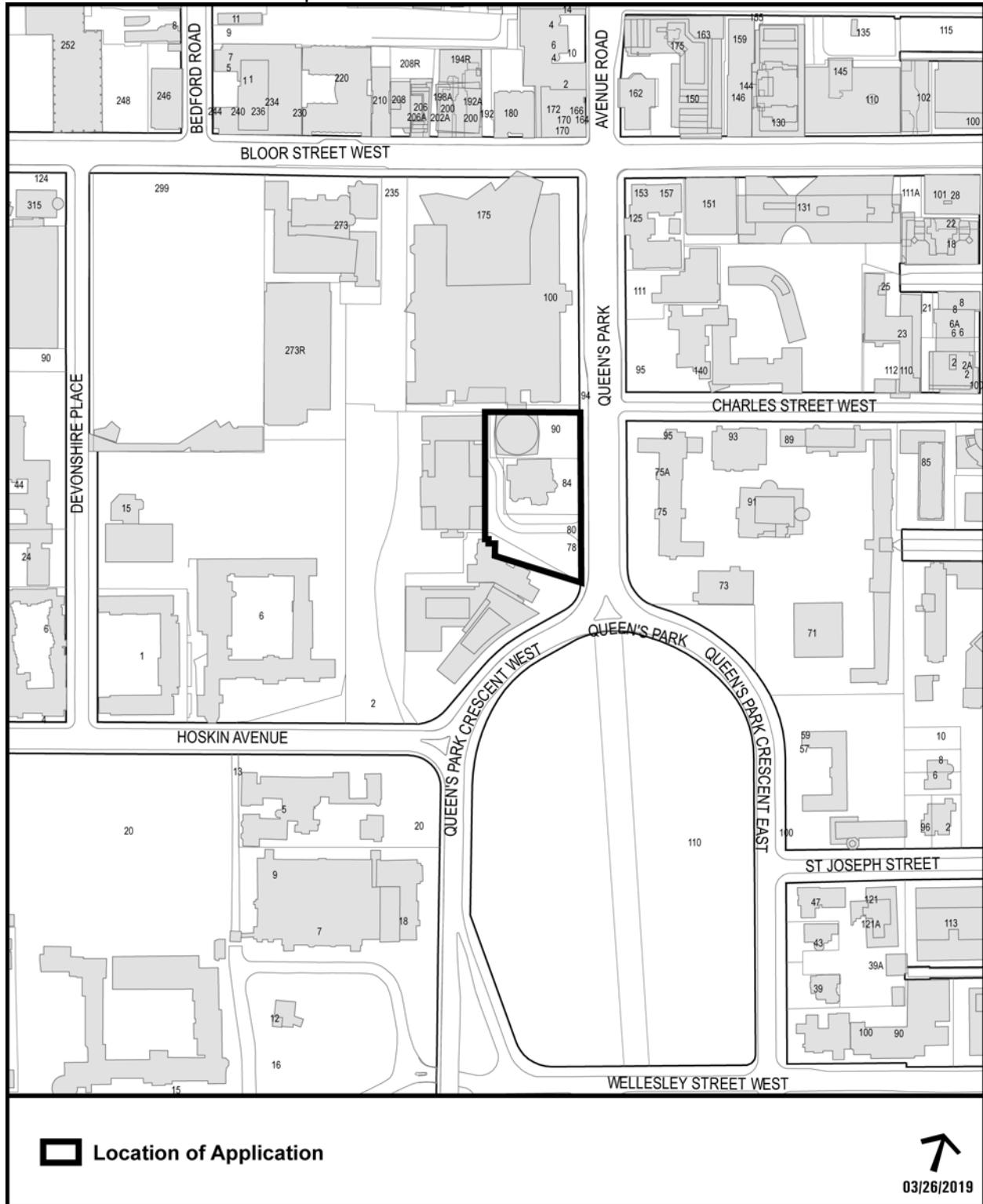
Parking and Loading

Parking Spaces:	3	Bicycle Parking Spaces:	83	Loading Docks:	5
-----------------	---	-------------------------	----	----------------	---

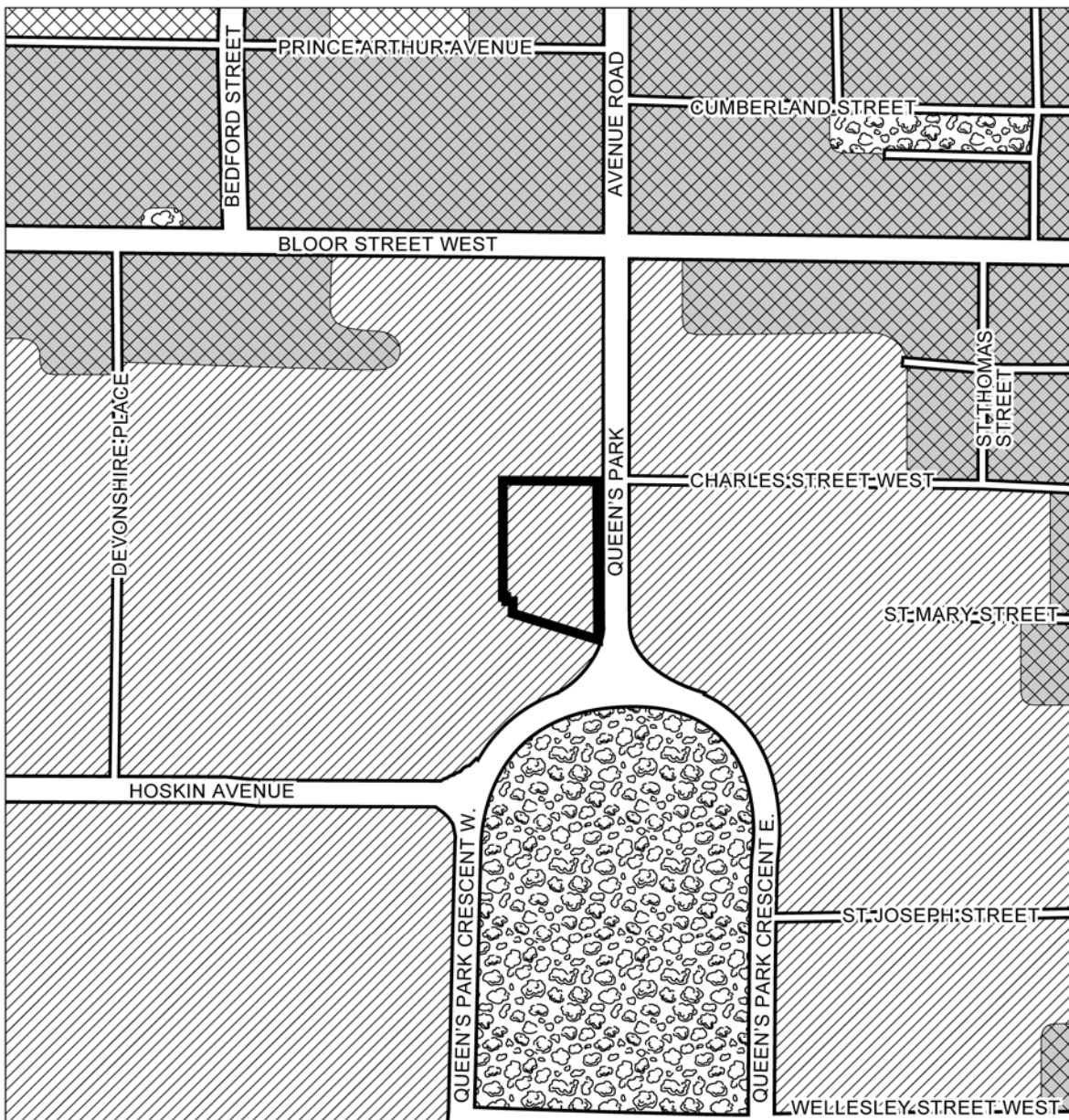
CONTACT:

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

Attachment 2: Location Map



Attachment 3: Official Plan Land Use Map



Official Plan Land Use Map #18

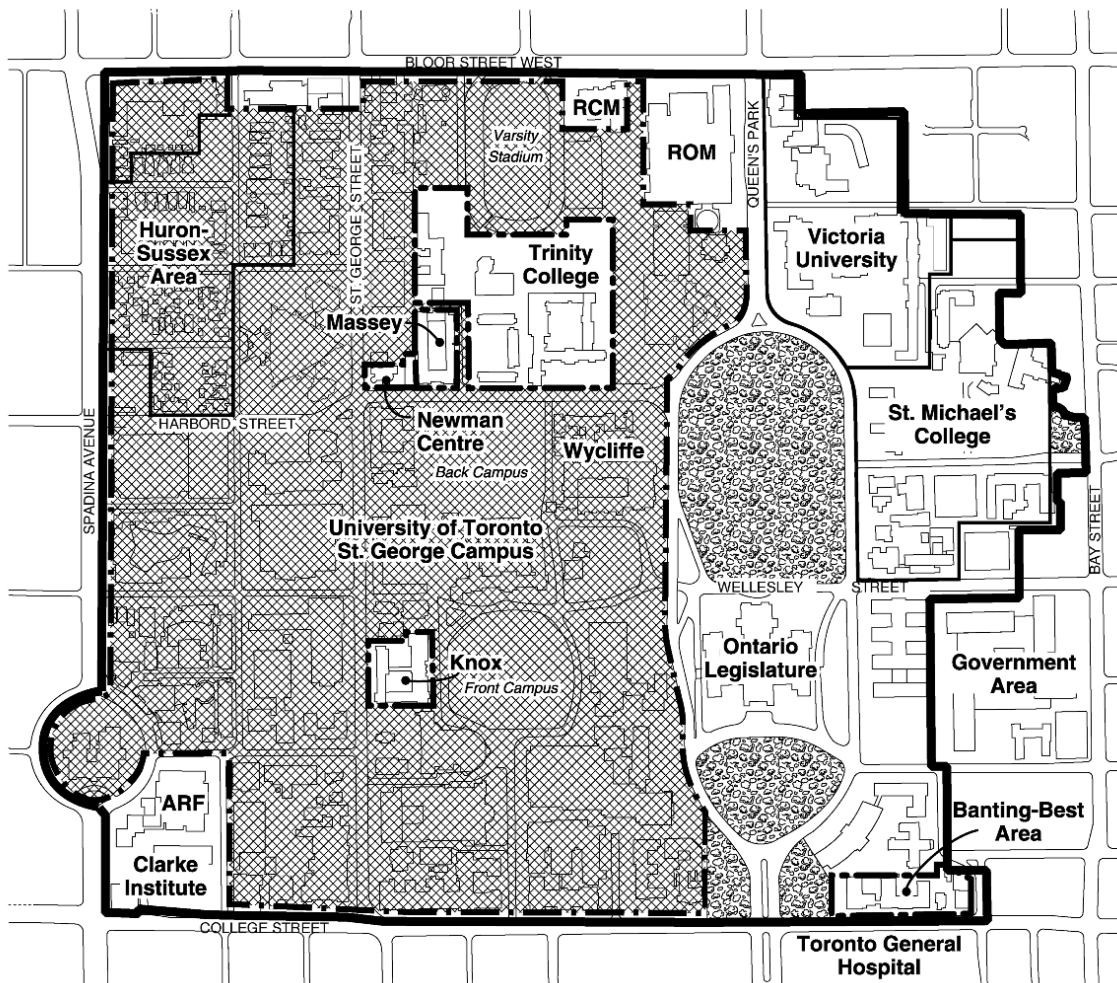
78-90 Queen's Park

File # 19 118245 STE 11 0Z

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

Not to Scale
03/26/2019

Attachment 4: University of Toronto Secondary Plan Area



Not to Scale



University of Toronto Secondary Plan

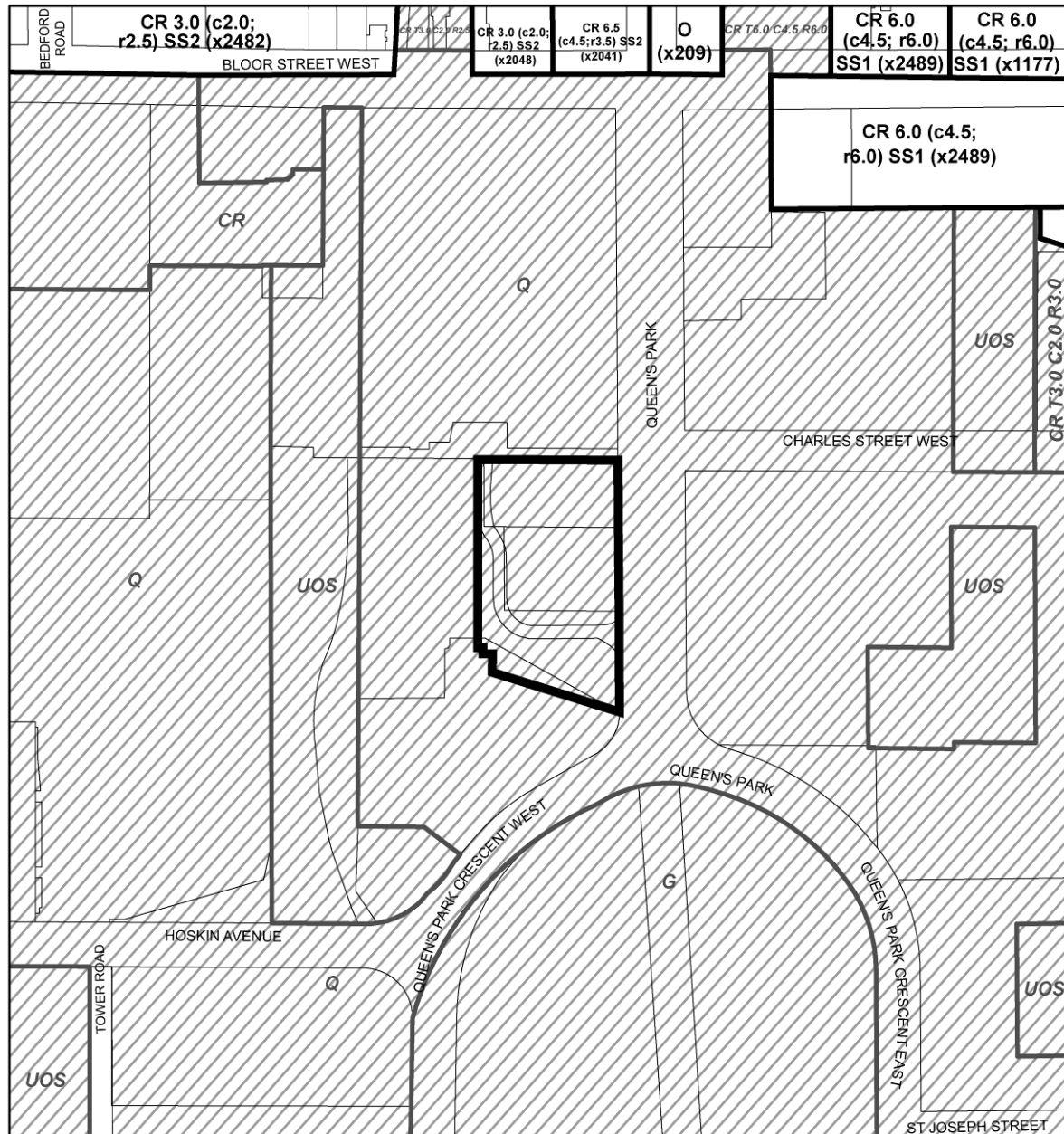
MAP 20-1 Area Institutions and Subareas

- 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

Attachment 5: Existing Zoning By-law Map



Zoning By-law 569-2013

78-90 Queen's Park

File # 19 118245 STE 11 OZ



Location of Application

CR Commercial Residential O Open Space



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

CR Mixed-Use District
Q Mixed-Use District
G Parks District
UOS Parks District

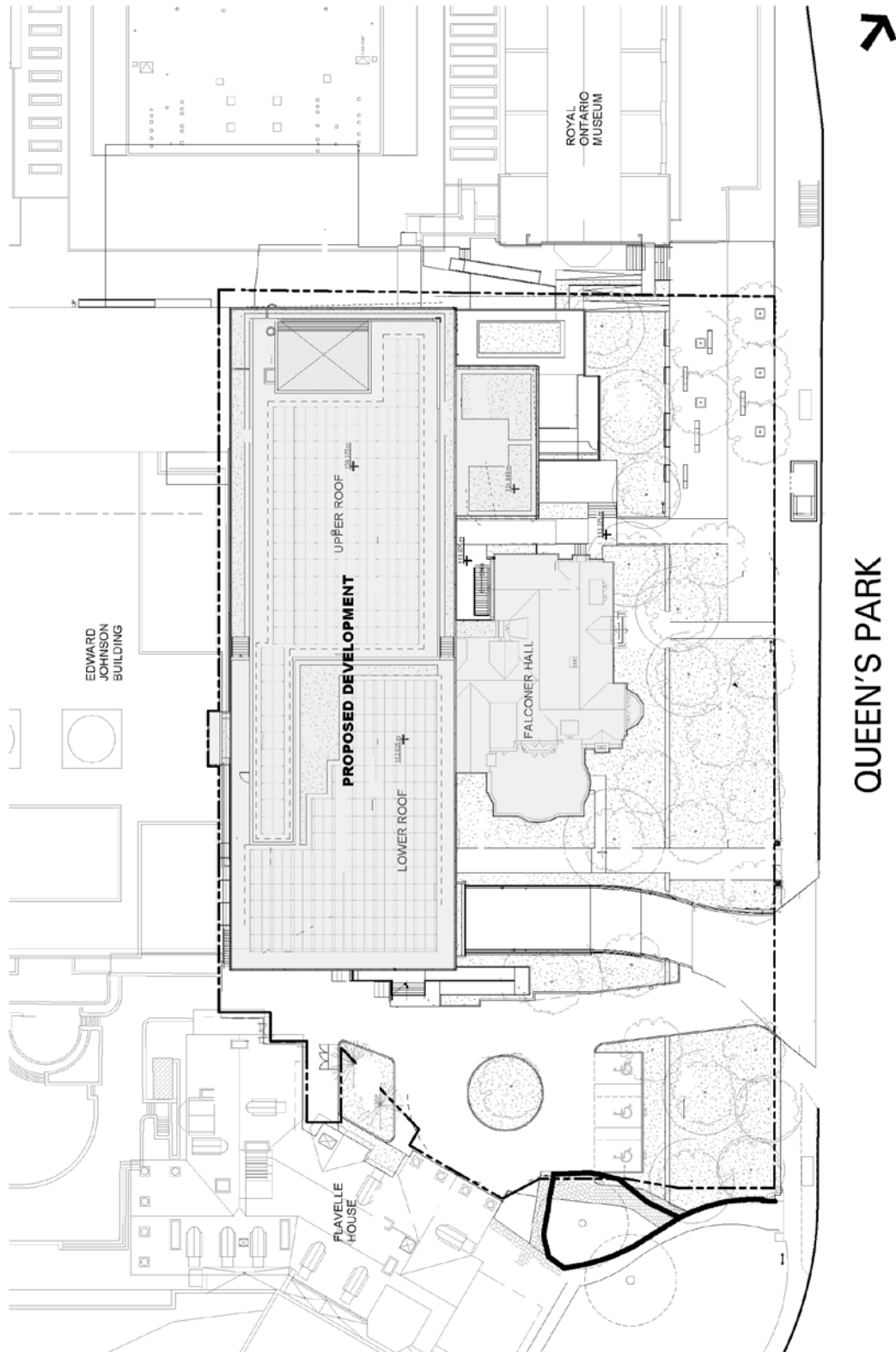


Not to Scale
Extracted: 09/03/2020

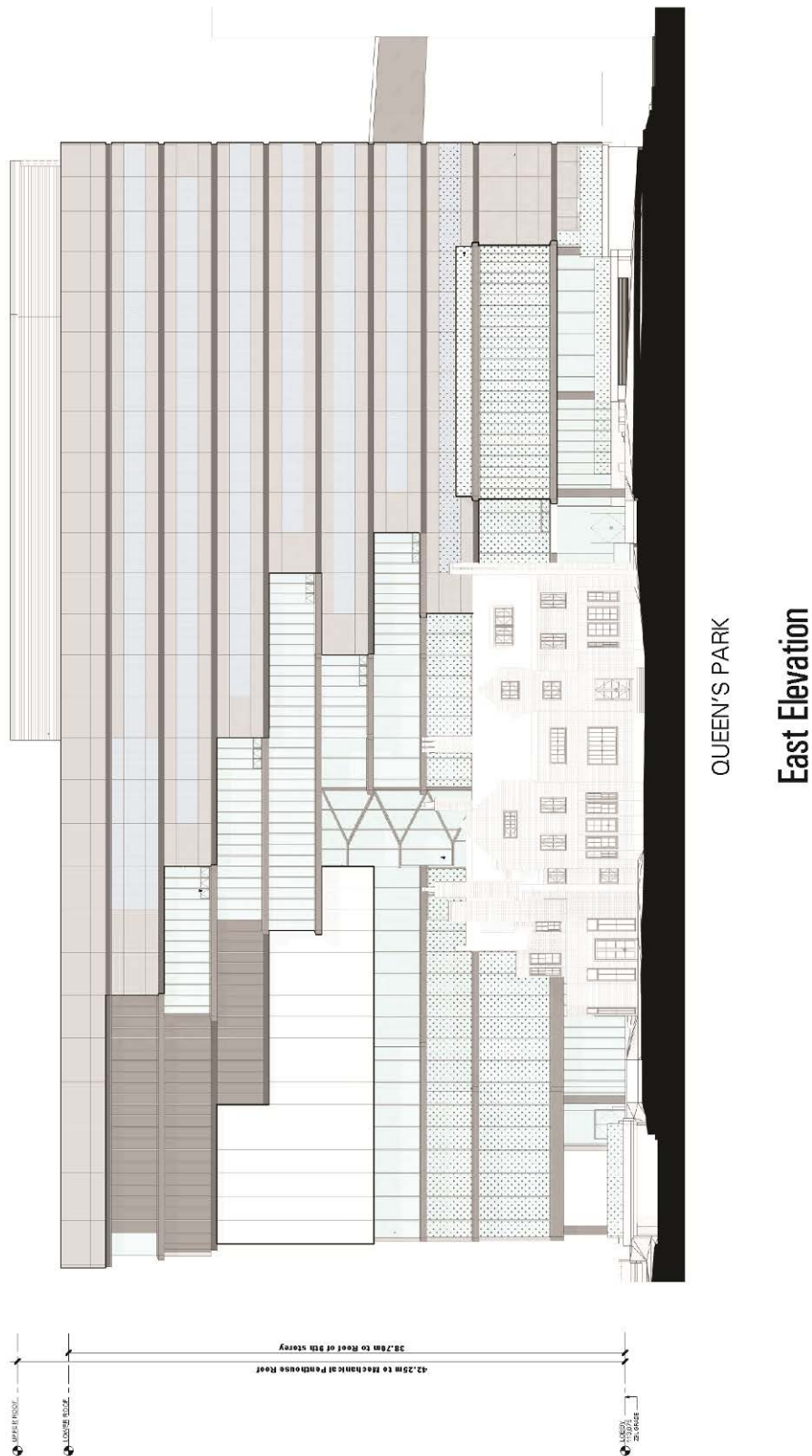
Attachment 6: Draft Zoning By-law Amendment

To be available prior to the October 15, 2020 Toronto and East York Community Council Meeting

Attachment 7: Site Plan



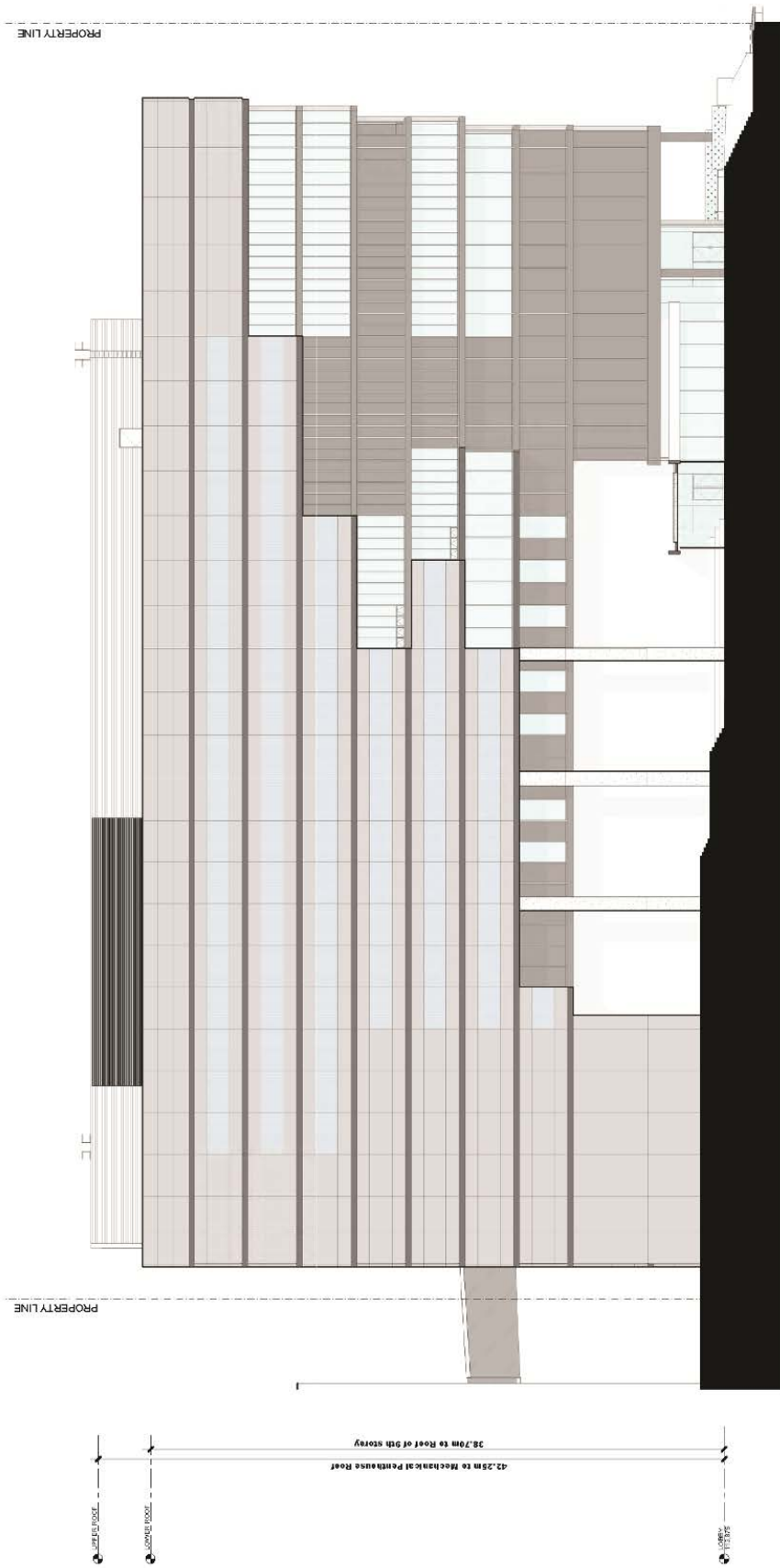
Attachment 8: East Elevation



Attachment 9: South Elevation

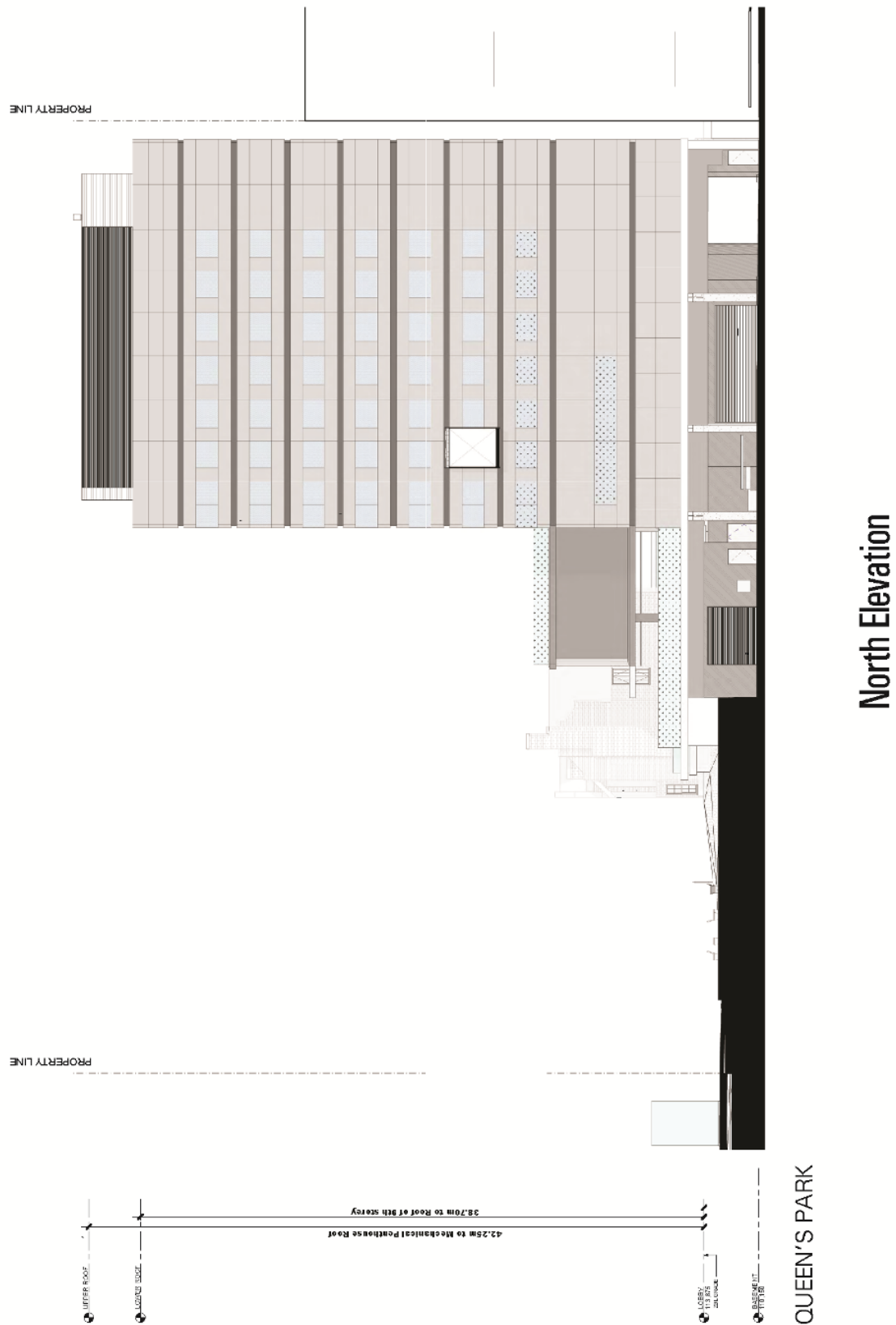


South Elevation



West Elevation

Final Report - 78-90 Queen's Park



Attachment 12: East Rendering



In Front of Emmanuel College Street Level

Attachment 13: Northeast Rendering



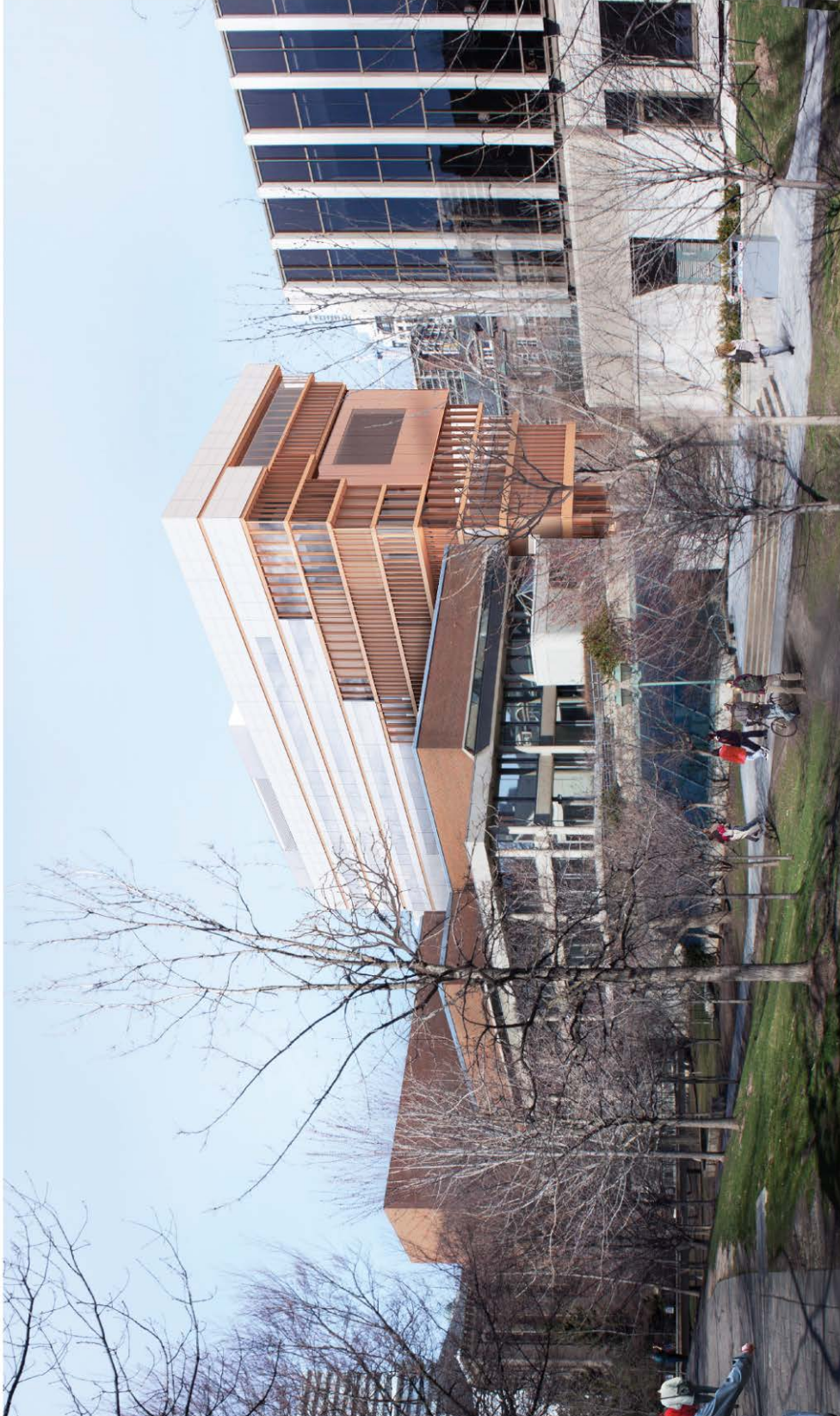
Charles Street and Queen's Park Street Level

Attachment 14: Southeast Rendering



Queen's Park Crescent East Street Level

Attachment 15: Southwest Rendering



Philosopher's Walk Street Level