

700 University Avenue – Zoning Amendment Application – Preliminary Report

Date: October 14, 2020

To: Toronto and East York Community Council

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

Ward 11 - University-Rosedale

Planning Application Number: 20 181659 STE 11 OZ

Complete Application Date: August 17, 2020

Current Uses on Site: 19-storey office tower with retail uses on the ground floor and underground concourse.

SUMMARY

This report provides information and identifies a preliminary set of issues regarding the application located at 700 University Avenue. The application proposes a 5-storey addition on top of the existing 19-storey office tower, a 61-storey rental residential tower located on the south-west corner of the site, and a redesign of the existing sunken forecourt. Staff are currently reviewing the application. It has been circulated to all appropriate agencies and City divisions for comment. Staff will proceed to schedule a community consultation meeting for the application with the Ward Councillor.

RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff schedule a community consultation meeting for the application located at 700 University Avenue together with the Ward Councillor.
2. Notice for the community consultation meeting be given to landowners and residents within 120 metres of the application site, and to additional residents, institutions and owners to be determined in consultation with the Ward Councillor, with any additional mailing costs to be borne by the applicant.

FINANCIAL IMPACT

The 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.

ISSUE BACKGROUND

Application Description

This application proposes a 5-storey addition on top of the existing 19-storey office building known as the Ontario Power Building (resulting in an overall height of 92 metres), and a new 61-storey (203 metre) rental residential building on the southwest corner. The proposal also includes significant changes to the public realm through the redesign of the existing sunken courtyard, which currently occupies a large area at the northeast corner of the site. The proposal would add 20,510 square metres of non-residential space, bringing the overall total to 128,686 square metres of non-residential space, and introduce 41,409 square metres of residential space (531 new purpose built rental units), resulting in an overall density of 17.38 times the area of the site.

The proposed 5-storey addition to the existing office building generally follows the curvature of the existing building with the exception of the 20th floor (first floor of the addition) which steps back 1 metre from the face of the existing building, floors 21-23, which include a 7 metre inset notch on the north and south-east building faces, and the 24th floor (last floor of the addition), which is a partial floor that is stepped back from the face of the building and includes the mechanical penthouse and amenity space.

The 61-storey residential tower is proposed to have a triangular floorplate with a series of stepbacks at various floors. The ground floor is generally proposed to be built to the property lines of the lot's southwest corner. On the 2nd floor, the building would stepback 6 metres from both the south (Orde Street) and west property lines. On floors 3-24, the building's setback would be reduced to 2 metres from the south property line, and 3 metres from the west property line. On floors 25-27, the setback from south property line increases back to 6 metres, while the west setback increases to 7 metres. On floors 28-62, the setback from the south property line would be 2 metres, and a minimum of 3.4 metres from the west property line.

A total of 531 residential units are being proposed, of which 121 (23%) would be studio units, 230 (43%) 1-bedroom units (of which 34 could be coverable to 2-bedroom units), 127 (24%) 2-bedroom units and 53 (10%) 3-bedroom units. The applicant is also proposing a total of 1,062 square metres of indoor amenity space (2 square metres per unit) and 1,062 square metres of outdoor amenity space (2 square metres per unit). A 2-level daycare facility at the 2nd and 3rd floors located within the footprint of the residential building is also proposed.

A total of 499 vehicle parking spaces, of which 488 would be located off-site at 40 Murray Street, are proposed as part of the application. A total of 722 bicycle parking spaces (111 short-term and 611 long-term spaces) are also proposed. A total of 6 loading spaces, including 1 Type 'G' loading space, 1 Type 'B' loading space and 4 Type 'C' loading spaces. Vehicular access to a 1-level underground garage would be provided from Orde Street at the south-west corner of the site.

Significant public realm changes are being proposed as part of the application. The sunken courtyard that occupies the northeast portion of the site, and is 2.5 to 3.5 metres

lower than the adjacent sidewalks, is proposed to be raised to be level with the sidewalks and be partially enclosed by a 2-storey (10 metre) glass base building. The glass enclosure would create a new lobby to the existing office building, Queen's Park subway station and Princess Margaret Hospital. The glass enclosure would be set back a minimum of 7.9 metres from the north lot line (College Street), a minimum of 3.3 metres from the east lot line (University Avenue) and 22.4 metres from the northeast corner of the site. A 2-level below-grade concourse under the glass enclosure, comprised of retail and commercial uses, is also proposed.

Detailed project information is found on the City's Application Information Centre at:

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

See Attachments 1 and 2 of this report for a three dimensional representation of the project in context.

Application Submission Requirements

The following materials were submitted in support of the application:

- Survey Plan;
- Architectural Plans, Elevations and Sections;
- Landscape Plans;
- Heritage Impact Statement;
- Arborist Report;
- Tree Preservation Plan;
- Sun/Shadow Study;
- Planning Rationale Report;
- Community Services and Facilities Study;
- Public Consultation Strategy Report;
- Pedestrian Level Wind Study;
- Transportation Impact Study;
- Functional Servicing and Stormwater Management Report;
- Geotechnical Report;
- Hydrogeological Report;
- Energy Strategy Report;
- Draft Zoning By-law Amendments;
- Toronto Green Development Standards Checklist; and
- Digital copy of the Building Massing Model.

The application was deemed complete as of August 17, 2020.

Provincial Policy Statement and Provincial Plans

Land use planning in the Province of Ontario is a policy led system. Any decision of Council related to this application is required to be consistent with the Provincial Policy Statement (2020) (the "PPS"), and to conform with applicable Provincial Plans which, in

the case of the City of Toronto, include: A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020) and, where applicable, the Greenbelt Plan (2017). The PPS and all Provincial Plans may be found on the Ministry of Municipal Affairs and Housing website.

Planning for Major Transit Station Areas

The Growth Plan (2020) contains policies pertaining to population and employment densities that should be planned for in major transit station areas (MTSAs) along priority transit corridors or subway lines. MTSAs are generally defined as the area within an approximately 500 to 800 metre radius of a transit station, representing about a 10-minute walk. The Growth Plan requires that, at the time of the next municipal comprehensive review (MCR), the City update its Official Plan to delineate MTSA boundaries and demonstrate how the MTSAs achieve appropriate densities.

Toronto Official Plan Policies and Planning Studies

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

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

The current application is located on lands shown as Downtown and Central Waterfront on Map 2 of the Official Plan and Mixed Use Areas on Land Use Plan Map 18.

The Downtown Plan

Official Plan Amendment 406 (the Downtown Plan) is now in-force and effect. 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. 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.

Map 41-2 of the Downtown Plan designates the site to be within the Health Sciences District. Development within the Health Sciences District will replace existing institutional and non-residential gross floor area either on-site or off-site and appropriate

physical connections that contribute to the District's ability to share resources, facilities and technology will be encouraged. Furthermore, the Downtown Plan states that the public realm within the Health Sciences District may be expanded and improved as a community benefit to provide pedestrian amenities for workers, patients and visitors; and create connections and linkages throughout the Health Sciences District.

Map 41-3-C of the Downtown Plan designates the site as *Mixed Use Areas 1 - Growth*. Development within *Mixed Use Areas 1* will include a diverse range of building typologies, including tall buildings, with height, scale and massing, dependent on the site characteristics and supportive of intensification suitable for a downtown growth area. Development within *Mixed Use Areas 1* will generally be encouraged to provide a significant proportion of non-residential uses within new mixed-use developments.

The site is also located within 500 metres of the Queen's Park subway station. Policy 6.34 states that development in proximity to existing and planned rapid transit stations will prioritize mixed-use development, and that these areas will be planned to accommodate higher density development to optimize the return on investment and increase the efficiency and viability of existing and planned transit service levels.

Queen's Park, located north of the site, is a sun protected park in Map 41-13 of the Downtown Plan. Policy 9.18 states that new development will adequately limit net-new shadow as measured from March 21st to September 21st from 10:18 a.m. – 4:18 p.m. on sun protected parks and open spaces.

The in-force Downtown Plan can be found here:

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

Official Plan Amendment 352 – Updating Tall Building Setbacks Downtown
On October 5, 2016, City Council adopted Official Plan Amendment 352 - Downtown Tall Building Setback Area ("OPA 352"). OPA 352 is currently under appeal before the LPAT. The purpose of OPA 352 is to establish the policy context for tall building setbacks and separation distances between tower portions of all tall buildings in the Downtown. At the same meeting, City Council adopted area specific Zoning By-laws 1106-2016 and 1107-2016 (also under appeal), which provide detailed performance standards for portions of buildings above 24 metres in height. The City Council Decision can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.TE18.7>

There are no site specific appeals of OPA 352 for the subject property.

Zoning By-laws

The subject site is zoned 'CR T7.8 C7.8 R6.0' by Zoning By-law 438-86. The 'CR' zone permits a broad range of residential and commercial uses. The maximum permitted building height is 76 metres, while the maximum permitted density is 7.8 times the site area.

The subject site is also zoned CR 7.8 (c7.8; r6.0) SS1 (x2477) under City-wide Zoning By-law 569-2013, as amended. Zoning By-law 569-2013 permits generally the same uses, height and density on the subject site as By-law 438-86.

The City's Zoning By-law 569-2013 may be found here: <https://www.toronto.ca/city-government/planning-development/zoning-by-law-preliminary-zoning-reviews/zoning-by-law-569-2013-2/>

Design Guidelines

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

- Tall Building Design Guidelines;
- Growing Up: Planning for Children in New Vertical Communities;
- Bird Friendly Design Guidelines; and
- Pet Friendly Design Guideline

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

Site Plan Control

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

COMMENTS

Reasons for the Application

The application proposes to amend Zoning By-laws 438-86 and 569-2013 for the property at 700 University Avenue to vary performance standards including but not limited to: building height, density, parking standards, and building setbacks. Through the review of the application, staff may identify additional areas of non-compliance with the Zoning By-laws.

ISSUES TO BE RESOLVED

The application has been circulated to City divisions and public agencies for comment. At this stage in the review, the following preliminary issues have been identified:

Provincial Policies and Plans Consistency/Conformity

Staff will continue to evaluate this planning application to determine if it is consistent with the PPS (2020) and conforms with the Growth Plan (2020).

Official Plan Conformity

Staff will continue to evaluate this planning application to determine the application's conformity to the Official Plan and the Downtown Secondary Plan.

Built Form, Planned and Built Context

Staff are assessing the application and have identified the following preliminary issues:

- The proposed building height and massing of the new residential building and proposed addition to the existing office building;
- Compliance of the residential building to the Tall Building Design Guidelines;
- Wind and shadow impacts on the public realm;
- The suitability of the proposed changes to the public realm and open space;
- The suitability of the proposed relationship to adjacent heritage buildings;
- The appropriateness of the proposed vehicle entrance off Orde Street; and
- The wind impacts of the development and the appropriate mitigation measures.

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 applicant has submitted an Arborist Report as part of the application which is under review. While there are no mature trees on the site, the application proposes to remove 10 City owned trees as part of their public realm improvements, which will be required to be replaced.

Heritage Impact & Conservation

The development site is adjacent to several heritage Part IV-designated properties on the City of Toronto Heritage Register, including 610 University Avenue (Princess Margaret Hospital), 18 Orde Street (Orde Street Public School), 149 College Street (The Steward Building) and 150 College Street (University of Toronto Fitzgerald Building). As such, a Heritage Impact Assessment has been submitted as part of the application, and is currently under review by City staff.

Community Services and Facilities

Community Services and Facilities (CS&F) are an essential part of vibrant, strong and complete communities. CS&F are the lands, buildings and structures used for the provision of programs and services provided or subsidized by the City or other public agencies, boards and commissions. They include recreation, libraries, childcare, schools, public health, human services, cultural services and employment services, etc.

The timely provision of community services and facilities is as important to the livability of the City's neighbourhoods as "hard" services like sewer, water, roads and transit. The City's Official Plan establishes and recognizes that the provision of and investment in community services and facilities supports healthy, safe, liveable, and accessible communities. Providing for a full range of community services and facilities in areas experiencing major or incremental growth, is a responsibility shared by the City, public agencies and the development community.

Staff will evaluate the impact of the proposed development and local development activity on community services and facilities, including assessment of existing capacity to support the proposed future population.

Section 37 Community Benefits

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

Further discussion with the Ward Councillor, City staff, residents, and the applicant will be required to determine the extent and nature of the required Section 37 community benefits should the proposal proceed to approval in some form.

Infrastructure/Servicing Capacity

Staff are reviewing the application to determine if there is sufficient infrastructure capacity (roads, transit, water, sewage, hydro, community services and facilities, etc.) to accommodate the proposed development. The applicant has submitted the following studies and reports which are being reviewed by Engineering and Construction Services: a Functional Servicing and Stormwater Management Report; Hydrogeological Investigation; Geotechnical Investigation; and Traffic Impact and Parking Study.

Staff will continue to assess:

- The Servicing Report provided by the applicant, to evaluate the effects of the development on the City's municipal servicing infrastructure and identify and provide the rationale for any new infrastructure and upgrades to existing infrastructure, necessary to provide adequate servicing to the proposed development; and
- The Transportation Impact and Parking Study submitted by the applicant, to evaluate the effects of the development on the transportation and parking systems, and to identify any transportation and parking improvements that are necessary to accommodate the travel demands and impacts generated by the development.

Revisions and additional details may be requested of the applicant by Engineering Construction and Services staff.

Toronto Green Standard

Council has adopted the four-tier Toronto Green Standard (TGS). The TGS is a set of performance measures for green development. Applications for Zoning By-law Amendments and Site Plan Control are required to meet and demonstrate compliance with the Toronto Green Standard. Meeting Tier 1 performance measures are required for all planning applications, while Tier 2 to 4 performance measures are voluntary. The performance measures are secured on site plan drawings and through a Site Plan Agreement.

The applicant has submitted the Tier 2 Toronto Green Standards Checklist for Mid to High Rise Non-Residential Development. The checklist is being reviewed for conformity with Tier 2 requirements and full compliance will be required prior to approval of the requested applications.

Other Matters

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

CONTACT

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SIGNATURE

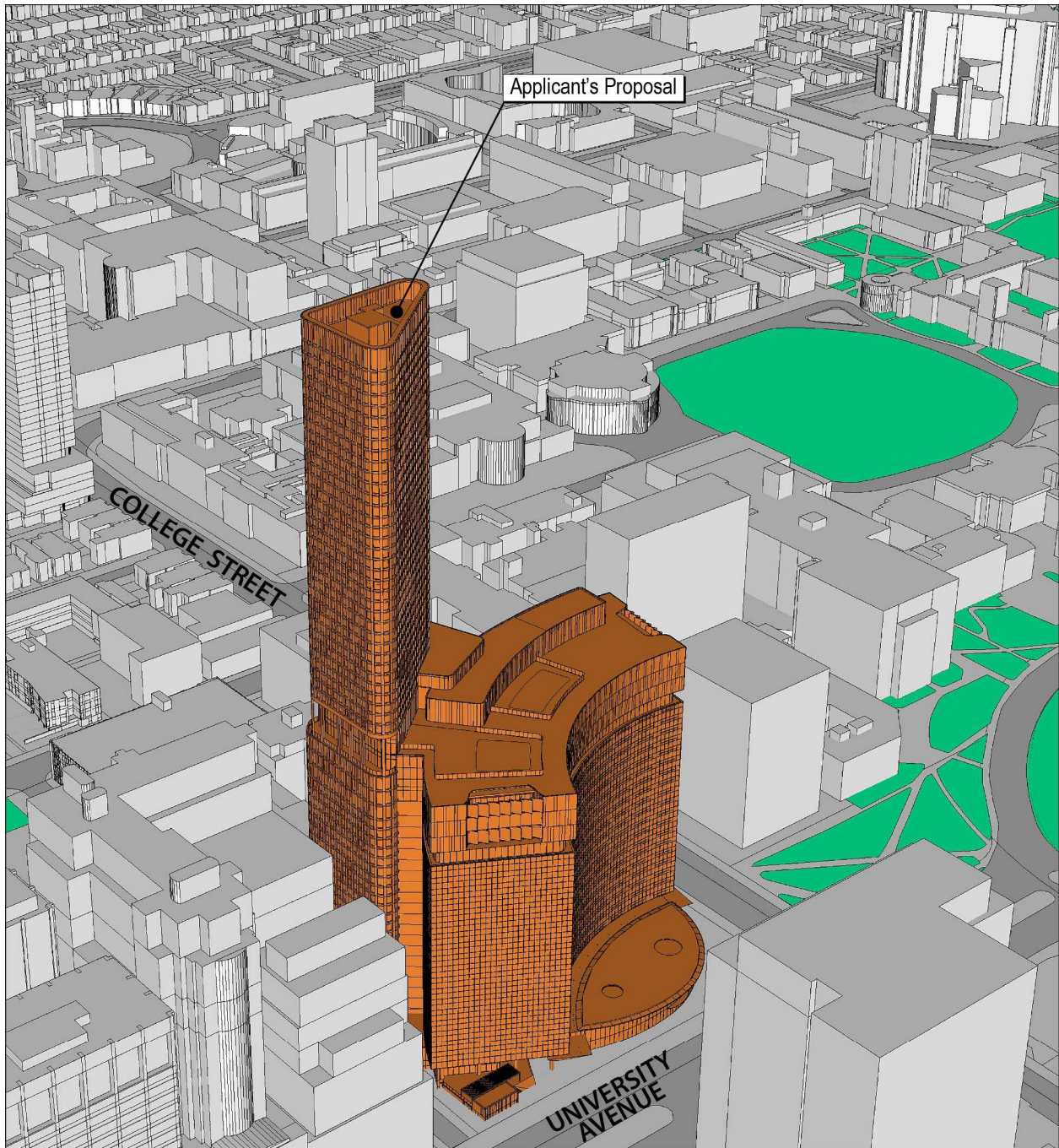
Lynda H. Macdonald, MCIP, RPP, OALA, FCSLA
Director, Community Planning
Toronto and East York District

ATTACHMENTS

City of Toronto Drawings

Attachment 1: 3D Model of Proposal in Context Looking Northwest
Attachment 2: 3D Model of Proposal in Context Looking Southeast
Attachment 3: Site Plan
Attachment 4: Zoning By-law 569-2013 Map
Attachment 5: Official Plan Map
Attachment 6: Application Data Sheet

Attachment 1: 3D Model of Proposal in Context Looking Northwest

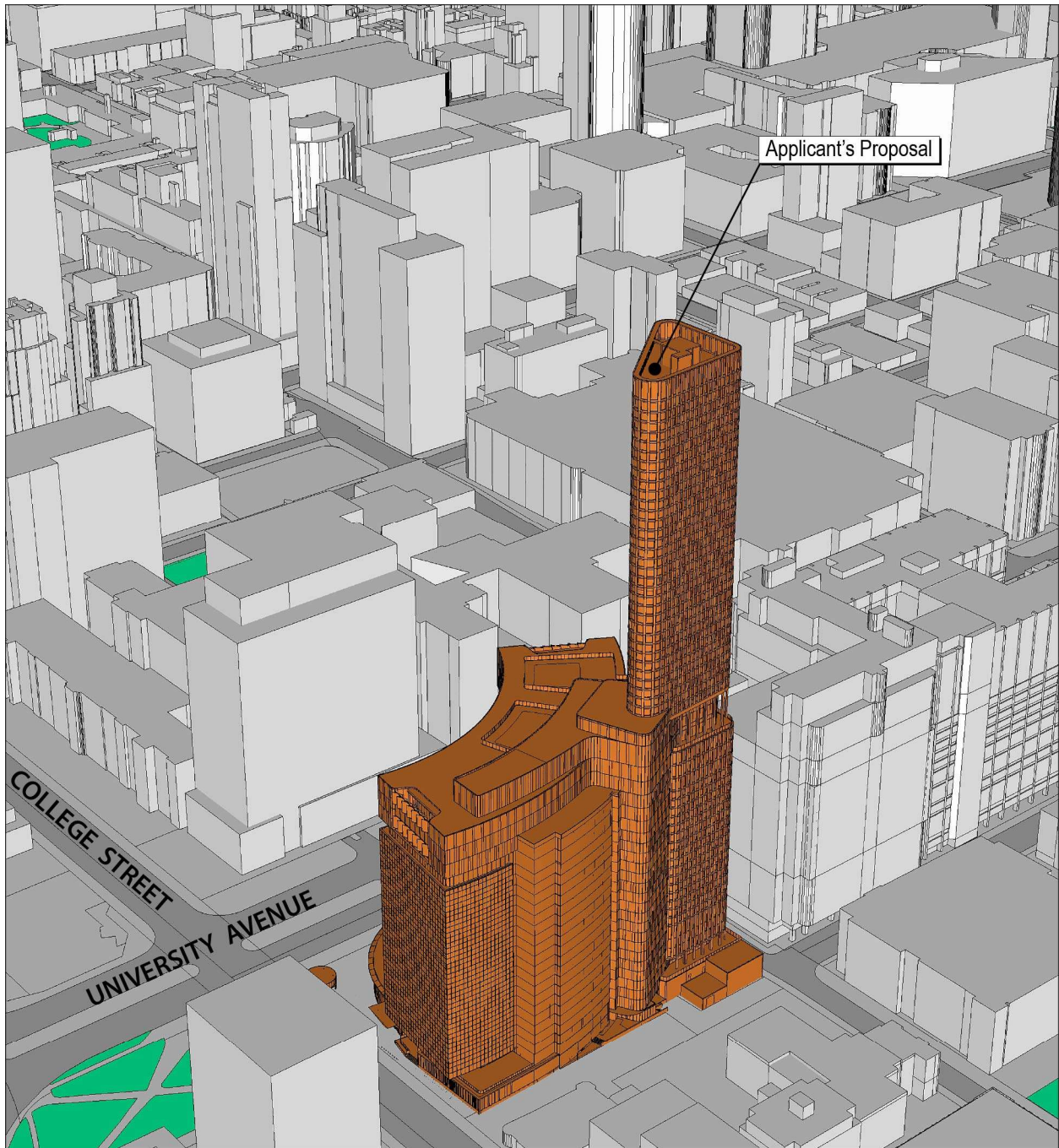


View of Applicant's Proposal Looking Northwest



09/21/2020

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

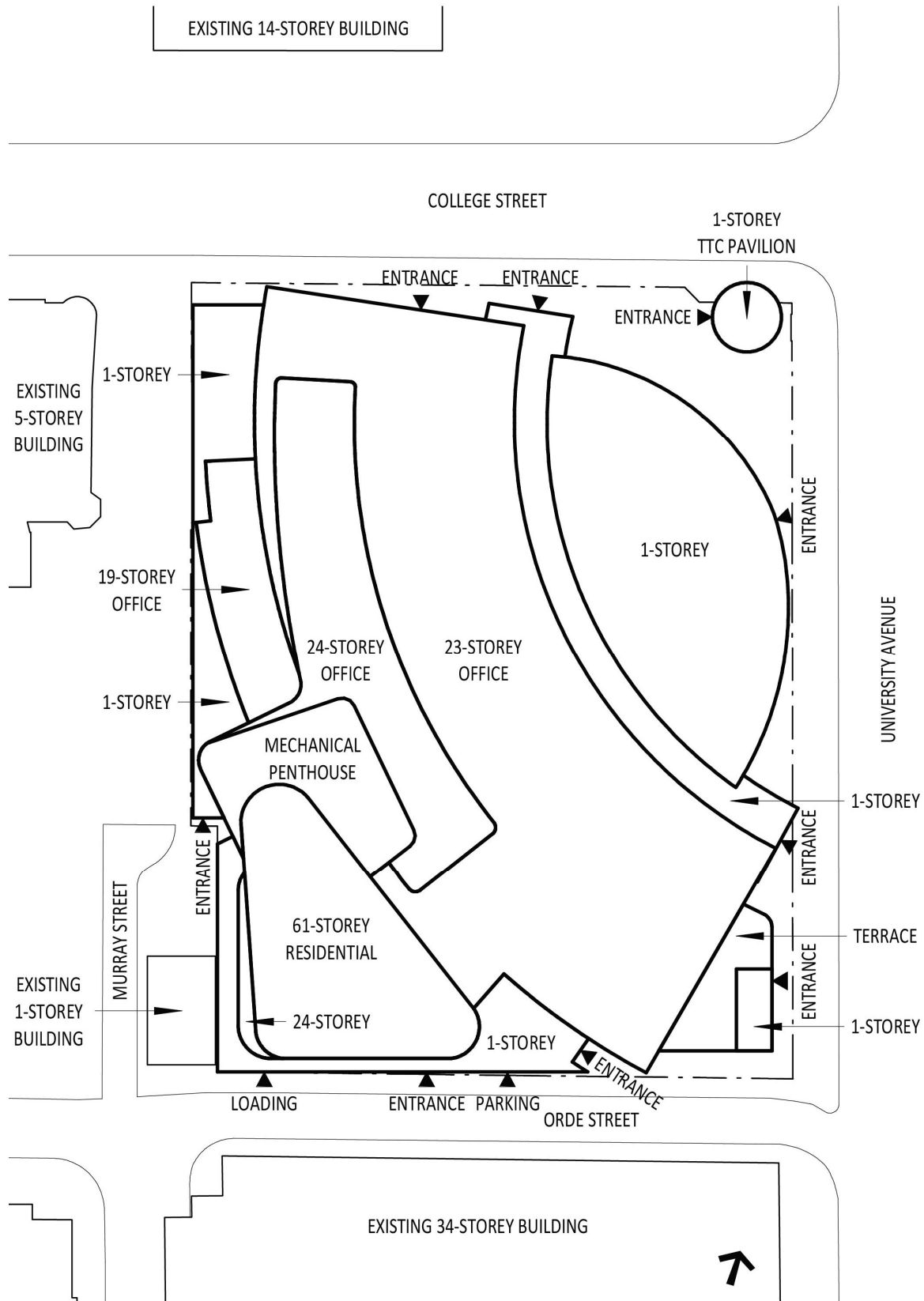


View of Applicant's Proposal Looking Southeast

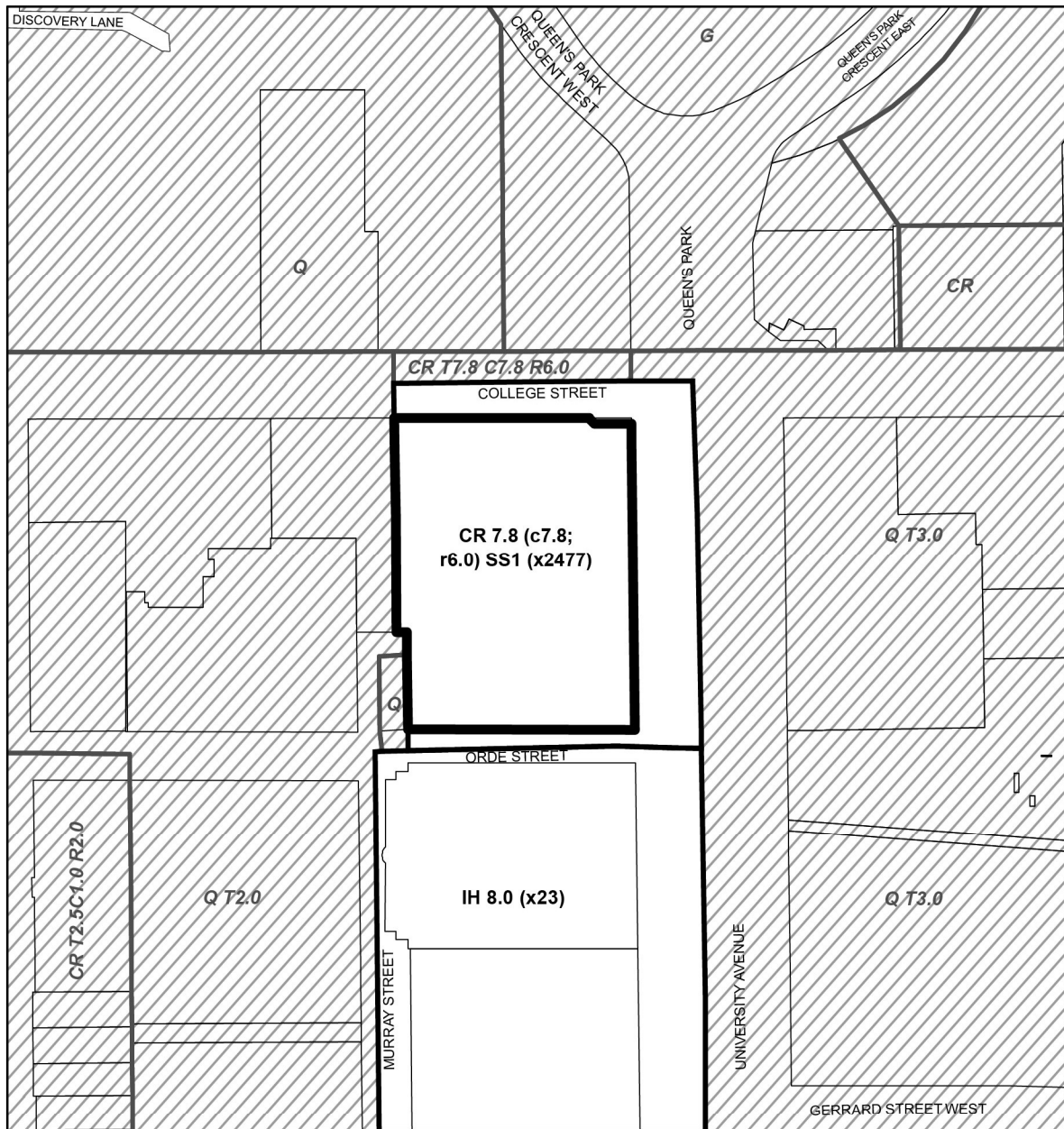


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Attachment 3: Site Plan



Attachment 4: Zoning By-law 569-2013 Map



Zoning By-law 569-2013

700 University Avenue

File # 20 181659 STE 11 OZ



Location of Application

CR Commercial Residential IH Institutional Hospital



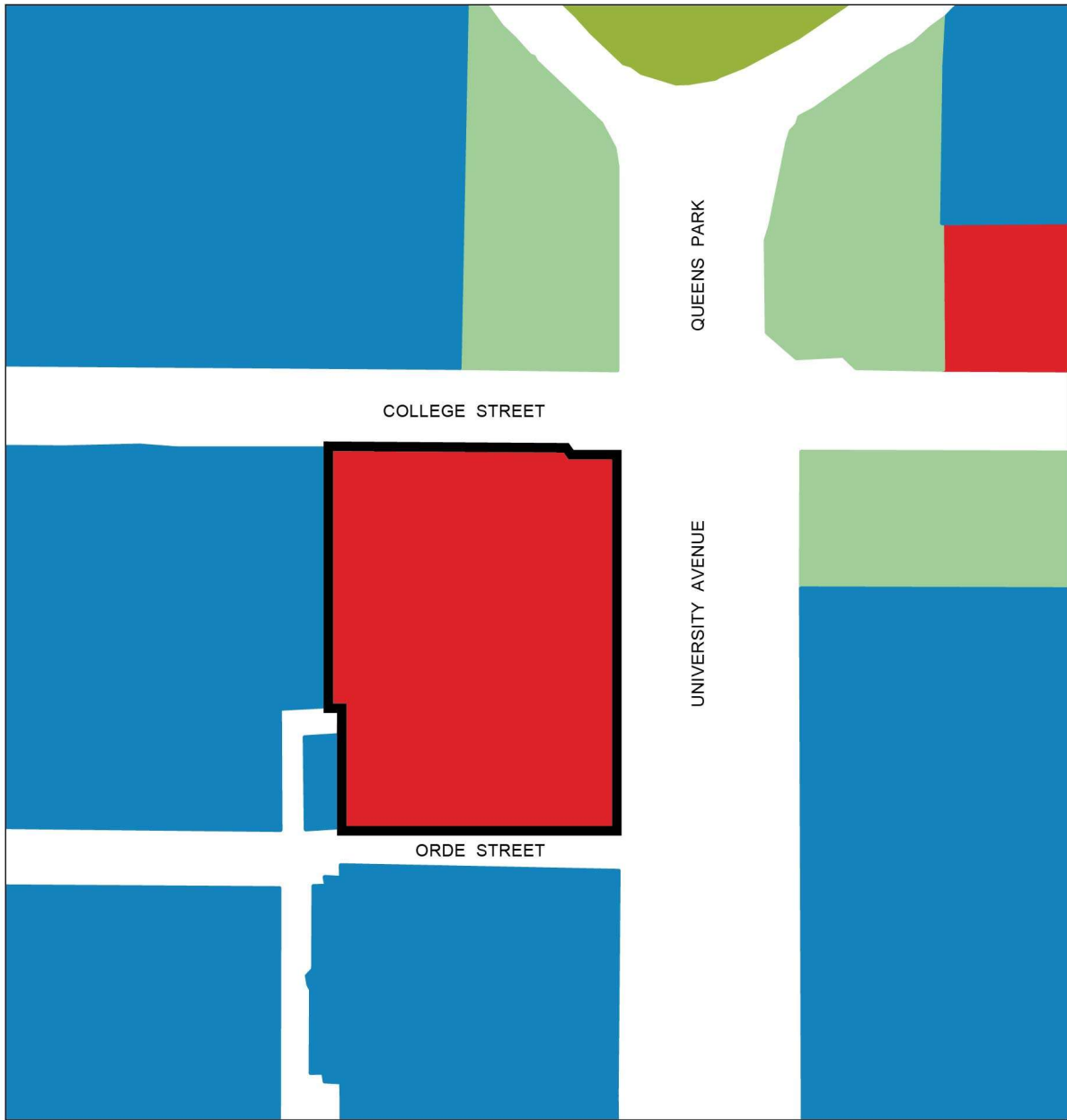
See Former City of Toronto By-law No. 438-86

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



Not to Scale
 Extracted: 09/28/2020

Attachment 4: Official Plan Map



700 University Avenue

Official Plan Land Use Map #18

File # 20 181659 STE 11 OZ

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

Not to Scale
09/21/2020

Attachment 5: Application Data Sheet

APPLICATION DATA SHEET

Municipal Address: 700 UNIVERSITY AVEVENUE Date Received: August 17, 2020

Application Number: 20 181659 STE 11 OZ

Application Type: Rezoning

Project Description: Proposal for a 5-storey addition above the existing 19-storey office tower, and a 61-storey rental residential tower. The proposal would provide an additional 61,919 ground floor area, for a total of 170,095 square metres of gross floor area on the site, including 111,322 square metres of office space, 17,364 square metres of retail space and 531 new purpose built rental units, resulting in an overall proposed density of 17.38 FSI.

Applicant	Agent	Architect	Owner
BOUSFIELDS INC		KPMB Architects	700 UNIVERSITY INC

EXISTING PLANNING CONTROLS

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

Zoning: CR 7.8 (c7.8, r6.0) SS1 (x2477) Heritage Designation: N

Height Limit (m): 76 Site Plan Control Area: Y

PROJECT INFORMATION

Site Area (sq m): 9,787 Frontage (m): 87 Depth (m): 116

Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):	6,045	6,045	2,752	8,797
Residential GFA (sq m):			41,409	41,409
Non-Residential GFA (sq m):	110,438	108,176	20,510	128,686
Total GFA (sq m):	110,438	108,176	61,919	170,095
Height - Storeys:	19	19	61	61
Height - Metres:	182	182	209	209

Lot Coverage Ratio (%): 89.88 Floor Space Index: 17.38

Floor Area Breakdown	Above Grade (sq m)	Below Grade (sq m)
Residential GFA:	41,409	
Retail GFA:	17,364	
Office GFA:	111,322	
Industrial GFA:		
Institutional/Other GFA:		

Residential Units by Tenure	Existing	Retained	Proposed	Total
Rental:			531	531
Freehold:				
Condominium:				
Other:				
Total Units:			531	531

Total Residential Units by Size

	Rooms	Bachelor	1 Bedroom	2 Bedroom	3+ Bedroom
Retained:					
Proposed:		121	230	127	53
Total Units:		121	230	127	53

Parking and Loading

Parking Spaces:	499	Bicycle Parking Spaces:	722	Loading Docks:	5
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