

700 University Avenue - Zoning Amendment - Final Report

Date: November 3, 2021

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 an underground concourse.

SUMMARY

This Zoning By-law Amendment application proposes a vertical 5-storey (25 metre) addition on the existing 19-storey office building known as the Ontario Hydro Building, and a 56-storey (196 metre) rental residential building on the south-west corner of the site. The proposal also includes changes to the existing sunken forecourt, which currently occupies a large area at the intersection of College Street and University Avenue. 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 664 bicycle parking spaces (111 short-term and 611 long-term spaces) are also proposed. Vehicular access to a 1-level underground garage would be provided from Orde Street at the south-west corner of the site.

The proposed development is consistent with the Provincial Policy Statement (2020) and conforms with A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020), and conforms with the Toronto Official Plan and the Downtown Secondary Plan.

The proposal presents an appropriate built form and contribution to the public realm that is compatible with the surrounding context. It has been revised, since its initial submission, to reduce the impact on the public realm by reducing its proposed height and addressing separation distance concerns from the south and west lot lines. This report reviews and recommends approval of the proposed Zoning By-law Amendment.

RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council amend City of Toronto Zoning By-law 569-2013 for the lands at 700 University Avenue substantially in accordance with the draft Zoning By-law Amendment attached as Attachment No. 5 to the October 21, 2021 report from the Director, Community Planning, Toronto and East York District.

2. City Council authorizes the City Solicitor to make such stylistic and technical changes to the draft Zoning By-law Amendment as may be required.

3. Before introducing the necessary Bills to City Council for enactment, require the Owner to enter into an Agreement pursuant to Section 37 of the Planning Act as follows:

a) The community benefits recommended to be secured in the Section 37 Agreement are as follows:

i. Prior to the issuance of the first above-grade building permit, a cash contribution of \$4,125,000 towards streetscape and/or public realm improvements in the vicinity of the site, to the satisfaction of the Chief Planner and Executive Director, City Planning Division, in consultation with the Ward Councillor;

ii. Prior to the issuance of the first above-grade building permit, a cash contribution of \$4,125,000 towards the provision of affordable housing in the vicinity of the site, to the satisfaction of the Chief Planner and Executive Director, City Planning Division, in consultation with the Ward Councillor;

iii. All cash contributions referred to in Recommendation 3(a)i-ii shall be indexed upwardly in accordance with the Statistics Canada Construction Price Index for Toronto, calculated from the date of registration of the Section 37 Agreement to the date the payment is made.

iv. In the event the cash contributions referred to in Recommendation 3(a)i-ii have not been used for the intended purposes within 3 years of the By-laws coming into full force and effect, the cash contribution may be redirected for another purpose, at the discretion of the Chief Planner and Executive Director, City Planning Division, in consultation with the Ward Councillor, provided that the purpose is identified in the Toronto Official Plan and will benefit the community in Ward 11.

b) The following matters are also recommended to be secured in the Section 37 Agreement as a legal convenience to support development:

i. Prior to the commencement of any excavation and shoring work, the Owner shall submit a Construction Management Plan to the satisfaction of the Chief Planner and Executive Director, City Planning Division, the General Manager of Transportation Services, and the Chief Building Official, in consultation with the Ward Councillor, in consultation with the local community, and thereafter shall implement the plan during the course of construction. The Construction Management Plan will include, but not be limited to the following construction-related details: noise, dust, size and location of staging areas, location and function of gates, dates of significant concrete pouring, lighting details, vehicular parking and queuing locations, street closures, parking and laneway uses and access, refuse storage, site security, site supervisor contact information, and a communication strategy with the surrounding community, and any other matters requested by the Chief Planner and Executive Director, City Planning, and the General Manager, Transportation Services, in consultation with the Ward Councillor.

4. Prior to issuance of the Statement of Approval, the owner is required to introduce wind mitigation measures during the Site Plan Control application, as identified in the Pedestrian Wind Study, dated August 25, 2021, to the satisfaction of the Chief Planner and Executive Director, City Planning

5. Before introducing the necessary Bills to City Council, require the applicant to address comments identified in the Engineering & Construction Services memo to City Planning, dated September 3, 2021, and any subsequent memo prepared in response to applicant resubmission(s).

FINANCIAL IMPACT

The City Planning Division confirms that there are no financial implications resulting from the recommendations included in this report in the current budget year or in future years.

DECISION HISTORY

The application was submitted and deemed complete on August 17, 2020. A Preliminary Report on the application was adopted by Toronto and East York Community Council on November 10, 2020 authorizing staff to conduct a community consultation meeting.

SITE AND SURROUNDING AREA

The site is located on the south-west corner of University Avenue and College Street. The rectangular-shaped site is 9,787 square metres in size, has a frontage of 86 metres along College Street, 113 metres along University Avenue and 93 metres along Orde Street.

The south-west portion of the site is currently occupied by the Ontario Hydro Building, a 19-storey curvilinear predominantly office building built in 1975. The Ontario Hydro Building includes retail uses facing University Avenue, a privately owned daycare space, and commercial concourse levels below-grade. The north-east portion of the lot is occupied by a sunken courtyard (approximately 2.5 to 3.5 metres below the adjacent sidewalks) which provides outdoor daycare space and access to the concourse levels. The site also includes an existing access to the Queen's Park subway station and internalized connections to the subway station that's connect within the concourse levels of the building.

The surrounding development and land uses are as follows:

North: Across College Street, is the University of Toronto Leslie L. Dan Pharmacy Building at 144 College Street (13 storeys) and the C. David Naylor Building (4 storeys, 6 Queen's Park Crescent West). East of these buildings, comprising the north-west corner of the College Street and University Avenue intersection, is an open space area that provides landscaped pedestrian circulation between the University campus lands and Queen's Park. Further north are the Legislative Assembly of Ontario grounds, which are bounded by Queen's Park Crescent on the east and west.

East: The north-east corner of College Street and University Avenue is occupied by an open space area containing the Ontario Fire Fighters Memorial. Across University Avenue is the MaRS Discovery District comprised of a 20-storey tower at the south-east corner of College Street and University Avenue (661 University Avenue), a 15-storey tower at the southwest corner of College Street and Elizabeth Street (220 Elizabeth Street) and the former Toronto General Hospital building (101 College Street). South of the MaRS Discovery District is Toronto General Hospital, a hospital complex extending south to Gerrard Street West (200 Elizabeth Street).

South: South of Orde Street, is the Princess Margaret Cancer Centre building at 620 University Avenue. The 16-storey building is connected to the 18-storey Princess Margaret Hospital to the south at 610 University Avenue. To the south of Princess Margaret is Mount Sinai Hospital at 600 University Avenue (18 storeys) and the 12-storey Toronto Rehabilitation Institute (550 University Avenue).

West: To the immediate west of the subject site is the 6-storey University of Toronto occupied Stewart Building (149 College Street), a heritage designated property.

Between the Stewart Building and the subject site is a driveway and surface parking area, operated as a paid parking lot, which forms part of the 149 College Street

property. To the south of 149 College Street is the stub end of Murray Street. Between Murray Street and the subject site is a single-storey TTC substation building (10 Orde Street). To the west of the Murray Street and the TTC substation is the Orde Street Junior Public School (18 Orde Street), a heritage designation property.

PROPOSAL

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 56-storey (total height of 196 metres) rental residential building connected to the office building on the southwest corner of the lot. The proposal also includes significant changes to the public realm through the redesign of the existing sunken courtyard. The proposal would add 20,797 square metres of non-residential space, bringing the overall total to 131,193 square metres of non-residential space, and introduce 39,247 square metres of residential space (475 new purpose built rental units), resulting in an overall density of 17.41 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 56-storey residential tower is proposed to have a triangular floorplate with a series of stepbacks at various floors. The first 2 floors are generally proposed to be built to the property lines of the lot's southwest corner. On the 3rd floor, the building would step back 2 metres from the south (Orde Street) property line and 3 metres from the west property line. On floors 25-27, the setback from south property line increases to 3.9 metres and 7 metres from the west property line to allow for the proposed outdoor amenity space. On floors 28-56, the setback from the south property line would be 3.9 metres, while the west side setback reverts to 3 metres.

A total of 475 residential units are being proposed, of which 90 (19%) would be studio units, 190 (41%) 1-bedroom units, 138 (29%) 2-bedroom units and 52 (11%) 3-bedroom units. The applicant is also proposing a total of 950 square metres of indoor amenity space (2 square metres per unit) and 950 square metres of outdoor amenity space (2 square metres per unit). Floors 2 and 3 are proposed to be designed to be able to accommodate a 2-level daycare facility with outdoor space.

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 664 bicycle parking

spaces (109 short-term and 555 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 north-east portion of the site 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 and provide access to a redesigned Queen's Park subway station. 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/>

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.

Reasons for Application

The proposal for a 56-storey residential building requires amendments to Zoning By-laws 569-2013 and 438-86 to vary performance standards, including: the increase in overall height, density and reduction in building setbacks.

Site Plan Control

The application is subject to Site Plan Control. A Site Plan Control application was submitted on September 1, 2021 and is currently under review.

POLICY CONSIDERATIONS

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

Provincial Policy Statements and geographically specific Provincial Plans, along with municipal Official Plans, provide a policy framework for planning and development in the Province. This framework is implemented through a range of land use controls such as zoning by-laws, plans of subdivision and site plans.

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 4.7 of the PPS states that, "The official plan is the most important vehicle for implementation of this Provincial Policy Statement. Comprehensive, integrated and long-term planning is best achieved through official plans."

Provincial Plans

Provincial Plans are intended to be read in their entirety and relevant policies are to be applied to each situation. The policies of the Plans represent minimum standards. Council may go beyond these minimum standards to address matters of local importance, unless doing so would conflict with any policies of the Plans.

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

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020)

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020) came into effect on August 28, 2020. This was an amendment to the 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 (2020), establishes policies that require implementation through a Municipal Comprehensive Review (MCR), which is a requirement pursuant to Section 26 of the Planning Act.

Policies not expressly linked to a MCR can be applied as part of the review process for development applications, in advance of the next MCR. These policies include:

- Directing municipalities to make more efficient use of land, resources and infrastructure to reduce sprawl, contribute to environmental sustainability and provide for a more compact built form and a vibrant public realm;
- Directing municipalities to engage in an integrated approach to infrastructure planning and investment optimization as part of the land use planning process;
- Achieving complete communities with access to a diverse range of housing options, protected employment zones, public service facilities, recreation and green space, and better connected 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 (2020), builds upon the policy foundation provided by the PPS and provides more specific land use planning policies to address issues facing the GGH region. The policies of the Growth Plan (2020), take precedence over the policies of the PPS to the extent of any conflict, except where the relevant legislation provides otherwise. In accordance with Section 3 of the Planning Act all decisions of Council in respect of the exercise of any authority that affects a planning matter shall conform with the Growth Plan (2020). Comments, submissions or advice affecting a planning matter that are provided by Council shall also conform with the Growth Plan (2020).

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 (2020) 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 plan for the prescribed densities.

Toronto Official Plan

This application has been reviewed against the policies of the City of Toronto Official Plan as follows:

Chapter 2 - Shaping the City

Policies for the *Downtown* are contained in Section 2.2.1, and identify that the *Downtown* will continue to evolve as a healthy and attractive place to live and work as new development that supports the urbanization strategy and the goals for *Downtown* is attracted to the area.

Sites located within the *Downtown* offer opportunities for substantial employment and residential growth. The Official Plan directs growth to the *Downtown* in order to achieve multiple City objectives. Among other things, it promotes the efficient use of municipal services and infrastructure, concentrates jobs and people in areas well served by transit, promotes mixed use development to increase opportunities for living close to work and to encourage walking and cycling. This reorganization strategy recognizes that the level of growth will not be uniform across the *Downtown* given its diversity.

Chapter 3 - Building a Successful City

In addition to the specific land use policies, and the Healthy Neighbourhood Policies, Section 3.1.2 of the Official Plan contains Built Form Policies. This section of the Plan identifies that our enjoyment of streets and open spaces largely depends upon the visual quality, activity, comfortable environment, and perceived safety of these spaces. These qualities are largely influenced by the built form of adjacent buildings.

Chapter 4 - Land Use Designations

The subject site is designated *Mixed Use Areas*. This designation permits a broad range of commercial, residential, and institutional uses, and includes policies and development criteria to guide development and its transition between areas of different development intensity and scale.

The development criteria in *Mixed Use Areas* include, but are not limited to:

- Creating a balance of high-quality commercial, residential, institutional, and open space uses that reduce automobile dependency and meet the needs of the local community;
- Providing for new jobs and homes for Toronto's growing population on underutilized lands;
- Locating and massing new buildings to provide a transition between areas of different development intensity and scale;
- Locating and massing new buildings to frame the edges of streets and parks;
- Providing an attractive, comfortable, and safe pedestrian environment;
- Providing good site access and circulation and an adequate supply of parking for residents and visitors;
- Locating and screening service areas, ramps, and garbage storage to minimize the impact on adjacent streets and residences; and
- Providing indoor and outdoor recreation space for building residents in every significant multi-residential development.

Chapter 5 - Implementation

Chapter Five provides guidance to understand and interpret the Official Plan. In particular, Policy 5.6.1 indicates that the Official Plan should be read as a whole to understand its comprehensive and integrative intent as a policy framework.

Section 37 of the Planning Act allows the City to grant increased density and/or height in exchange for community benefits. Section 5.1.1.6 of the Official Plan details that community benefits are specific capital facilities (or cash contributions for specific capital facilities) and can include: affordable housing, parkland and/or park improvements above and beyond the parkland dedication; public art; and streetscape improvements on the public boulevard not abutting the site. The proposal has been

evaluated against the policies described above as well as the policies of the Official Plan as a whole.

The City of Toronto Official Plan can be found here:

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

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.

Section 11.1 provides policy direction on achieving a balanced mix of unit types and sizes, and support the creation of housing suitable for families by stating that developments containing more than 80 new residential units will include a minimum of 15 per cent of the total number of units as 2-bedroom units and a minimum of 10% of the total number of units as 3-bedroom units. An additional 15 per cent of the total number of units will be a combination of 2-bedroom and 3-bedroom units, or units that can be converted to 2 and 3 bedroom units through the use of accessible or adaptable design measures.

The in-force Downtown Plan can be found here:

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

OPA 352 – Downtown Tall Building Setback Area

On October 5-7, 2016, City Council adopted Official Plan Amendment (OPA) 352 – Downtown Tall Building Setback Area (currently under appeal). The purpose of OPA 352 is to establish the policy context for tall building setbacks and separation distances between tower portions of tall buildings Downtown. At the same meeting, City Council adopted area-specific Zoning By-laws 1106-2016 and 1107-2016 (also under appeal), which provide the detailed performance standards for portions of buildings above 24 metres in height.

At its meeting on October 2-4, 2017, City Council considered the Proposed Downtown Plan and directed Staff to undertake stakeholder and public consultation on that document and its proposed policies, leading to the Downtown Plan Official Plan Amendment. Further background information can be found at www.toronto.ca/tocore.

Tall Building Design Guidelines

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

Growing Up Urban Design Guidelines

On July 28, 2020, City Council adopted the updated Growing Up: Planning for Children in New Vertical Communities Urban Design Guidelines ("Growing Up Guidelines"). The update was based on the continued review and assessment from the draft guidelines

adopted by Council in July 2017. The objective of the Growing Up Guidelines is that developments deliver tangible outcomes to increase liveability for larger households, including families with children at the neighbourhood, building and unit scale.

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/>

Community Consultation

City Planning held a virtual community consultation meeting for this proposal on November 18, 2020. The meeting was attended by the local Councillor, the applicant, and approximately 10 members of the public. A follow-up working group meeting comprised of representatives of local residents' associations and the Orde Street Junior Public School was held on September 7, 2021.

Comments from the community meetings and discussions from the working group meetings are summarized as follows.

- Impact of construction on the adjacent school;
- Appropriateness of the proposed height and density;
- Shadow impact on the public realm and the school yard;
- Capacity of the Orde Street Junior Public School;
- Potential wind impact of the proposal;
- Desire for more soft landscaping and trees; and
- Impact of increase in vehicular traffic on the Orde Street Junior Public School.

These comments are addressed later in this report.

Design Review Panel

The initial proposal for 700 University Avenue was presented to the City's Design Review Panel on January 28, 2021. The purpose of presenting the proposal to the Design Review Panel was to receive feedback on the approach to building massing,

relationship to surrounding context, and impact on the proposed tower on the surrounding public realm. The Panel unanimously supported the proposal but provided comments on the need to improve the relationship of the tower with the adjacent properties and limit its impact on the public realm. City Planning has considered comments from the DRP in their review of the application.

The complete minutes of the January 28, 2021 Design Review Panel meeting are available here: <https://www.toronto.ca/wp-content/uploads/2021/05/965a-UrbanDesign-DesignReviewPanel-MtgMinutes-28Jan2021.pdf>

Statutory Public Meeting Comments

In making their decision with regard to this application, Council members have been given the 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.

COMMENTS

Provincial Policies and Plans Consistency/Conformity

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 (2020) and conforms with the Growth Plan (2020) as follows:

Provincial Policy Statement and Provincial Plans

The PPS (2020) requires provision to be made for an appropriate range of housing types and densities to meet the projected requirements of current and future residents. This policy for healthy, livable and safe communities is achieved, amongst other means, by accommodating a range of residential, employment, institutional and other uses to meet long-term needs, facilitating all forms of residential intensification and redevelopment, promoting densities for new housing which effectively use land, resources, infrastructure and public services, and support the use of public transit. Specifically, the PPS requires growth and development to focus in settlement areas, and promotes the use of appropriate development standards to support intensification and redevelopment while mitigating risks to public health and safety.

Policy 1.4.3 outlines that one of the ways planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected market-based and affordable housing needs of current and future residents is by directing the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs.

Policy 1.3 requires provision to be made for an appropriate mix and range of employment opportunities to provide a diversified economic base. This policy also encourages compact, mixed-use development which incorporates compatible employment uses to support liveable and resilient communities.

Policy 1.6.7.4 promotes a land use pattern, density and mix of uses that minimizes the length and number of vehicle trips and supports current and future use of transit and active transportation modes.

The proposed development is consistent with the PPS by: making efficient use of the existing infrastructure; proposing an appropriate mix of housing types and uses, including employment, and by being located in close proximity to the Queen's Park Subway Station.

The Growth Plan provides a framework for managing growth in the Greater Golden Horseshoe. Section 2.2.1.2 of the Growth Plan directs the vast majority of growth to occur within settlement areas that have a delineated built boundary, have existing or planned municipal infrastructure including water and waste water systems, and that can support the achievement of complete communities.

Section 2.2.1.4 of the Growth Plan provides further direction on the achievement of complete communities. It articulates a set of objectives including a diverse mix of land uses, and range and mix of housing options to accommodate people at all stages of life, and to accommodate the needs of all household sizes and incomes. Convenient access to a range of transportation options, public service facilities, and open spaces and recreational facilities is also highlighted as a key component of complete communities. Furthermore, this section directs that complete communities ensure the development of high quality, compact built form, an attractive and vibrant public realm, including open spaces, through site design and urban design standards.

The proposed development conforms with the Growth Plan. The proposal provides for a high quality compact built form and meets applicable urban design standards.

Land Use

The proposed development would result in an additional 20,797 square metres of commercial space and the introduction of 39,247 square metres of rental residential space to the lot. The proposed uses conform with the policies of the Official Plan for development in *Mixed Use Areas* within the Downtown Plan and with the zoning provisions which currently apply to the site.

Additional office development in the Health Sciences District will contribute to the clustering of hospitals, treatment, academic, education and research functions by providing commercial office space that can support medical-related businesses and institutions of the District. The rental residential component of the proposal will provide

housing in close proximity to the Queen's Park subway station and the aforementioned medical-related businesses and institutions.

Height and Massing

This application proposes a 5-storey addition on top of the existing 19-storey office building (resulting in an overall height of 92 metres), and a new 56-storey (total height of 196 metres inclusive of the mechanical penthouse) rental residential building on the southwest corner of the lot. The proposed height and massing have been considered within the existing and planned context, and in conjunction with the Tall Building Design Guidelines. The proposed building provides an acceptable built form and appropriate relationships with adjacent buildings, as such, the proposed height and massing is supported by City Planning staff.

Site Organization

The placement of the 56-storey residential tower is supported by City Planning as it is located away from College Street and University Avenue, which mitigates its visual, physical and shadow impacts on the streets, parks and open spaces. Additionally, the proposed tower location preserves the public realm space on the north-east corner of the site, providing valuable pedestrian amenities for workers, patients and visitors of the Health Sciences District.

Height

The subject site is located within *Mixed Use Areas 1 - Growth* of the Downtown Plan, which allows for the tallest heights in the Downtown. The existing context includes buildings and recent approvals at 292 Dundas Street West (49-storeys), 250 Dundas Street West (54-storeys), 480-488 University Avenue (55-storeys), and 481 University Avenue (55-storeys) that share the same *Mixed-Use Areas 1 - Growth* designation and were approved for comparable heights. Upon the initial submission, which proposed a 61-storey tower, City Planning staff expressed concerns that the proposed height did not respect the existing context, and with the resulting shadow impact on the public realm (elaborated in the following section). As a result, the revised plans reduced the height to 56-storeys, bringing it more in-line with the heights in the existing context, and mitigating the shadow impact. The proposed height of 56-storeys is appropriate in its context and conforms with the *Mixed Use Areas 1 - Growth* designation.

Tower Floor Plate

The proposed residential tower floor plate of 870 square metres exceeds the 750 square metres stipulated in the Tall Building Design Guidelines. However, Section 3.2.1 of the Guidelines provide flexibility in the maximum floor plate size for very tall buildings (e.g. residential or mixed-use buildings greater than 50 storeys) to accommodate modest increases for additional servicing and structural requirements. Additionally, the siting of the tower, in the south-west corner of the lot, away from the major intersection of College Street and University Avenue, mitigates the impact of the larger tower floor plate on the public realm.

South Side Separation Distance

The initial submission proposed an 8-metre separation distance from the tower to the centre line of Orde Street. City Planning identified this as a concern and had requested that a greater separation distance be explored to ensure built form compatibility with potential future additions to Princess Margaret Hospital to the south. The resubmitted plans increased the setback from the centre line of Orde Street to 10 metres above the base building. Ten metres is less than the 12.5 metre as stipulated in the Tall Building Design Guidelines. However, given the size of the Princess Margaret Hospital site and the location of the heritage designated portion of the building in the north-east corner, which will require heritage related step backs as part of future additions, it is reasonable to assume that future development of the Princess Margaret Hospital is able to be sited to accommodate a minimum 25 metres separation distance from the proposed 700 University Avenue tower, thereby mitigating the light, view and privacy concerns and meeting the intent of the Tall Building Guidelines.

West Side Separation Distance

As initially proposed, the residential units facing the west would have only been set back approximately 3 metres from the west property line and the 1-storey TTC substation building, which would impact access to sunlight for the residential units if the adjacent site were to be redeveloped. As such, City Planning staff asked the applicant to reconsider the tower's relationship to the west property. The resubmission retained the 3-metre setback condition from the west property line, but replaced all the west facing residential units on floors 1-9 with non-residential spaces. Given the limitations of the TTC substation lot, it is unlikely that a future redevelopment would result in a building greater than 9-storeys, or with east facing windows. As such, this revision addressed City Planning's concerns, as residential units would not be impacted by future redevelopment of the TTC substation lot.

Office Tower Addition

Due to the unique nature of the proposal and relationship with the residential tower, the proposed office building functions as a de facto base building. The proposed base building height of 92 metres is a modest increase over the as-of-right 76 metre as-of-right height permission for the site. The proposed office addition maintains the scale and curvilinear character of the existing office building. A one metre set back on the 20th floor (first floor of the office addition) along the face of the building provides a visual break between the new development and the existing office building.

Sun, Shadow and Wind

The sun shadow study shows that the proposed development would not cast any shadow on the Queen's Park Legislative Building grounds, or any net-new shadow on the outdoor spaces of the adjacent Orde Street Junior Public School between 9:18 am to 4:18 pm during the spring and fall equinoxes.

In the initial proposal, the residential tower was 61-storeys tall, and cast significant shadows on the designated *Open Space Areas*, including the Fire Fighters Memorial, at the north-west and north-east corners of College Street and Queen's Park. Although not sun protected parks in the Official Plan or Downtown Plan, these areas were identified by City Planning staff as important pedestrian thoroughfares and meeting points where shadow impacts should be minimized. To address City Planning's concerns, the applicant revised the proposal by reducing the number of storeys to 56. The resulting decrease in height (15 metres) ensures that the tower will never shadow more than 50% of these *Open Space Areas* during any period between 9:18 am to 4:18 pm during the spring and fall equinoxes. City Planning staff are satisfied with the revised proposal's shadow impact.

The computational fluid dynamics wind study, dated June 11, 2021, indicates that summer conditions are mostly expected to remain comfortable. During the winter months, the north-west and south-west corners on the ground level of the proposed development may experience higher winds and uncomfortable conditions. A more detailed 3D wind tunnel test will be conducted during the Site Plan Control application process. If the results are confirmed, mitigation measures will be introduced to improve the conditions on these corners.

Public Realm and Streetscape

The proposed changes to the public realm are substantial and include many positive aspects, including: more accessible and seamless open space at street level; reduction in visual and physical barriers; wider sidewalk zones for pedestrian movement; and a better relationship between the building face and public realm.

The existing sunken courtyard, which creates a significant obstacle in the accessibility and usability of the space, is proposed to be replaced with a ground level glass enclosure that connects the main access points of the office building to the broader public realm, while maintaining the existing public access to the Queen's Park Subway Station, located at the northeast corner of the site.

The existing access to the Queen's Park subway station, located in the north-east corner of the site, and which is currently not universally accessible, is proposed to be upgraded with a pavilion entrance that provides universal access to the station and direct access to the proposed building.

Significant public realm improvements are also proposed to be implemented along the College Street, University Avenue and Orde Street frontages by widening of the sidewalks, landscaping improvements and removal of visual and physical barriers. Details of the public realm plan, including the amount and location of landscaping and trees, will be secured through the Site Plan Control application process.

Transportation: Bikes, Cars and Trucks

The proposed development includes a total of 664 bicycle parking spaces on the ground level and in the 1-level underground garage, of which 570 will be dedicated towards residential units and 73 towards the retail and office uses.

The proposal also includes a total of 11 on-site vehicular parking spaces in the garage and an additional 488 parking spaces off-site at 40 Murray Street (approximately 150 metres from the site) to support the proposal. Vehicular access to the 1-level underground garage would be provided from Orde Street at the south-west corner of the site.

A total of 6 loading spaces, including 1 Type 'G' loading space, 1 Type 'B' loading space and 4 Type 'C' loading spaces. The loading spaces would be enclosed within the building and located in the southwest corner of the site and access would be provided off Orde Street.

Transportation Services staff have reviewed the applicant's original Transportation Impact Study (dated July 24, 2020) and the Transportation Response Letter (dated June 15, 2021) and find the traffic impacts, parking and loading supply of the proposal acceptable.

Construction Management Plan

In order to ensure that the development of the proposed building occurs in a manner that is least disruptive to the community, in particular the Orde Street Junior Public School, the owner will submit a Construction Management Plan (CMP) prior to any excavation or shoring work. The CMP will include, but not be limited to, details regarding the following:

- Measures to mitigate noise and dust impacts on adjacent properties;
- Size and location of construction staging areas;
- Details on concrete pouring activities;
- Measures to ensure site lighting does not negatively impact adjacent residences;
- Construction vehicle parking locations;
- Refuse storage;
- Site security and site supervisor contact information, and;
- Any other matters deemed necessary to the satisfaction of the Chief Planner and Executive Director, City Planning Division, the General Manager of Transportation Services, and the Chief Building Official, in consultation with the Ward Councillor.

Servicing

Engineering & Construction Services staff have requested additional information regarding the submitted Functional Servicing Report in the memo to City Planning, dated September 3, 2021. The applicant will be required to address the comments in this memo, and any subsequent memo, prior to City Council enacting the site specific zoning by-laws for this application.

Unit Mix

Of the 475 residential units that are being proposed, 90 (19%) would be studio units, 190 (41%) would be 1-bedroom units, 138 (29%) would be 2-bedroom units and 52 (11%) would be 3-bedroom units. The proposal provides 40% multi-bedroom units, and therefore satisfies the unit mix policies of the Downtown Plan to accommodate a broad range of households, including families with children, within the proposed development.

Amenity Space

The proposal includes 2 square metres of indoor and outdoor residential amenity space per residential unit, for a total of 4 square metres of amenity space per unit. The indoor amenity space is proposed to be located on floors six to nine and on the 26th floor. The outdoor amenity space is located on the 26th floor of the residential building, as well as on the portion of the rooftop of the proposed office building addition. The proposed residential indoor and outdoor amenity space meets the City-wide zoning by-law requirements. In addition to the residential amenity space, indoor and outdoor office amenity space is also proposed on the rooftop of the proposed 5-storey office building addition.

Open Space/Parkland

The Official Plan contains policies to ensure that Toronto's systems of parks and open spaces are maintained, enhanced and expanded. Map 8B of the City of Toronto Official Plan shows local parkland provisions across the City. The lands which are the subject of this application are in an area with 0.43 to 0.79 hectares of local parkland per 1,000 people. The site is in the second lowest quintile of current provision of parkland. The site is in a parkland priority area, as per Chapter 415, Article III, of the Toronto Municipal Code.

In accordance with Chapter 415, Article III of the Toronto Municipal Code, the applicant is required to satisfy the parkland dedication requirement through cash-in-lieu. The residential nature of this proposal is subject to a 10% parkland dedication, while the non-residential is subject to 2%.

Tree Preservation

As a result of the proposed public realm improvements, the development requires the removal of 10 trees in the City right-of-way along College Street and University Avenue. The applicant is required to replace all 10 of the City trees. The 26 existing privately owned trees on the subject property do not require removal as all the trees are growing in planting beds above the building's substructure with a soil depth of 1.2 metres.

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. TGS performance measures are secured on site plan drawings and through a Site Plan Agreement or Registered Plan of Subdivision.

The applicant is proposing to meet Tier 2 of the TGS. The site specific Zoning By-law will secure TGS performance measures such as cycling infrastructure and bird friendly design. Other performance measures, such as the retention of rainwater runoff and the building's energy performance measures will be secured through the Site Plan Approval process.

Section 37

The Official Plan contains policies pertaining to the provision of community benefits in exchange for increases in height and/or density pursuant to Section 37 of the Planning Act. While the proposed development exceeds the height limits of the existing Zoning By-law, the application is consistent with the objectives and policies of the Official Plan, and constitutes good planning.

The community benefits recommended to be secured in the Section 37 Agreement are as follows:

- i) Prior to the issuance of the first above-grade building permit, a cash contribution of \$4,125,000 towards streetscape and/or public realm improvements in the vicinity of the site, to the satisfaction of the Chief Planner and Executive Director, City Planning Division, in consultation with the Ward Councillor;
- ii) Prior to the issuance of the first above-grade building permit, a cash contribution of \$4,125,000 towards the provision of affordable housing in the vicinity of the site, to the satisfaction of the Chief Planner and Executive Director, City Planning Division, in consultation with the Ward Councillor;

iii) All cash contributions referred to in Recommendation 3(a)i-ii shall be indexed upwardly in accordance with the Statistics Canada Construction Price Index for Toronto, calculated from the date of registration of the Section 37 Agreement to the date the payment is made.

iv) In the event the cash contributions referred to in Recommendation 3(a)i-ii have not been used for the intended purposes within 3 years of the By-laws coming into full force and effect, the cash contribution may be redirected for another purpose, at the discretion of the Chief Planner and Executive Director, City Planning Division, in consultation with the Ward Councillor, provided that the purpose is identified in the Toronto Official Plan and will benefit the community in Ward 11.

Conclusion

The proposal has been reviewed against the policies of the PPS, the Growth Plan, the Toronto Official Plan and the Downtown Plan. Staff are of the opinion that the proposal is consistent with the PPS and conforms with Growth Plan. Furthermore, the proposal conforms with the Toronto Official Plan and the Downtown Plan.

In the opinion of City Planning staff, the proposal has been designed and massed to fit within its area context and limit impacts on the public realm. Further, the proposed development provides for a mix of uses, including various residential rental unit sizes, office space, and improvements to the existing sunken courtyard space. Planning staff recommend approval of the proposed Zoning By-law Amendments subject to the conditions set out in the Recommendations section of this Report.

CONTACT

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SIGNATURE

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

ATTACHMENTS

Attachment 1: Location Map
Attachment 2: Application Data Sheet
Attachment 3: Official Plan Land Use Map
Attachment 4: Existing Zoning By-law Map
Attachment 5: Draft Zoning By-law Amendment (569-2013)
Attachment 6: Site Plan
Attachment 7: North Elevation
Attachment 8: West Elevation
Attachment 9: South Elevation
Attachment 10: East Elevation

Attachment 1: Location Map



Attachment 2: Application Data Sheet

APPLICATION DATA SHEET

Municipal Address: 700 University Avenue 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 56-storey rental residential tower. The proposal consists of a total of 39,247 of new residential gross floor area and 20,797 of non-residential gross floor area, for a total of 170,440 square metres of gross floor area on the site, resulting in an overall proposed density of 17.41 FSI.

Applicant	Agent	Architect	Owner
BOUSFIELDS INC		KPMB	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):	112	Depth (m):	87
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Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):	4,376	3,257	4,195	7,452
Residential GFA (sq m):			39,247	39,247
Non-Residential GFA (sq m):	110,438	110,396	20,797	131,193
Total GFA (sq m):	110,438	110,396	60,044	170,440
Height - Storeys:	19	19	56	56
Height - Metres:	67	67	189	189

Lot Coverage Ratio (%):	76.14	Floor Space Index:	17.41
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Floor Area Breakdown	Above Grade (sq m)	Below Grade (sq m)
Residential GFA:	39,247	406
Retail GFA:	3,231	13,723
Office GFA:	114,239	
Industrial GFA:		
Institutional/Other GFA:		

Residential Units by Tenure	Existing	Retained	Proposed	Total
Rental:			475	475
Freehold:				
Condominium:				
Other:				
Total Units:			475	475

Total Residential Units by Size

	Rooms	Bachelor	1 Bedroom	2 Bedroom	3+ Bedroom
Retained:					
Proposed:		90	195	138	52
Total Units:		90	195	138	52

Parking and Loading

Parking Spaces:	499	Bicycle Parking Spaces:	664	Loading Docks:	6
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CONTACT:

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Attachment 3: Official Plan Land Use Map



700 University Avenue

Official Plan Land Use Map #18

File # 19 181659 STE 11 0Z

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


Not to Scale
08/06/2021

Attachment 4: Existing Zoning By-law Map



Zoning By-law 569-2013

700 University Avenue

File # 19 181659 STE 11 02



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

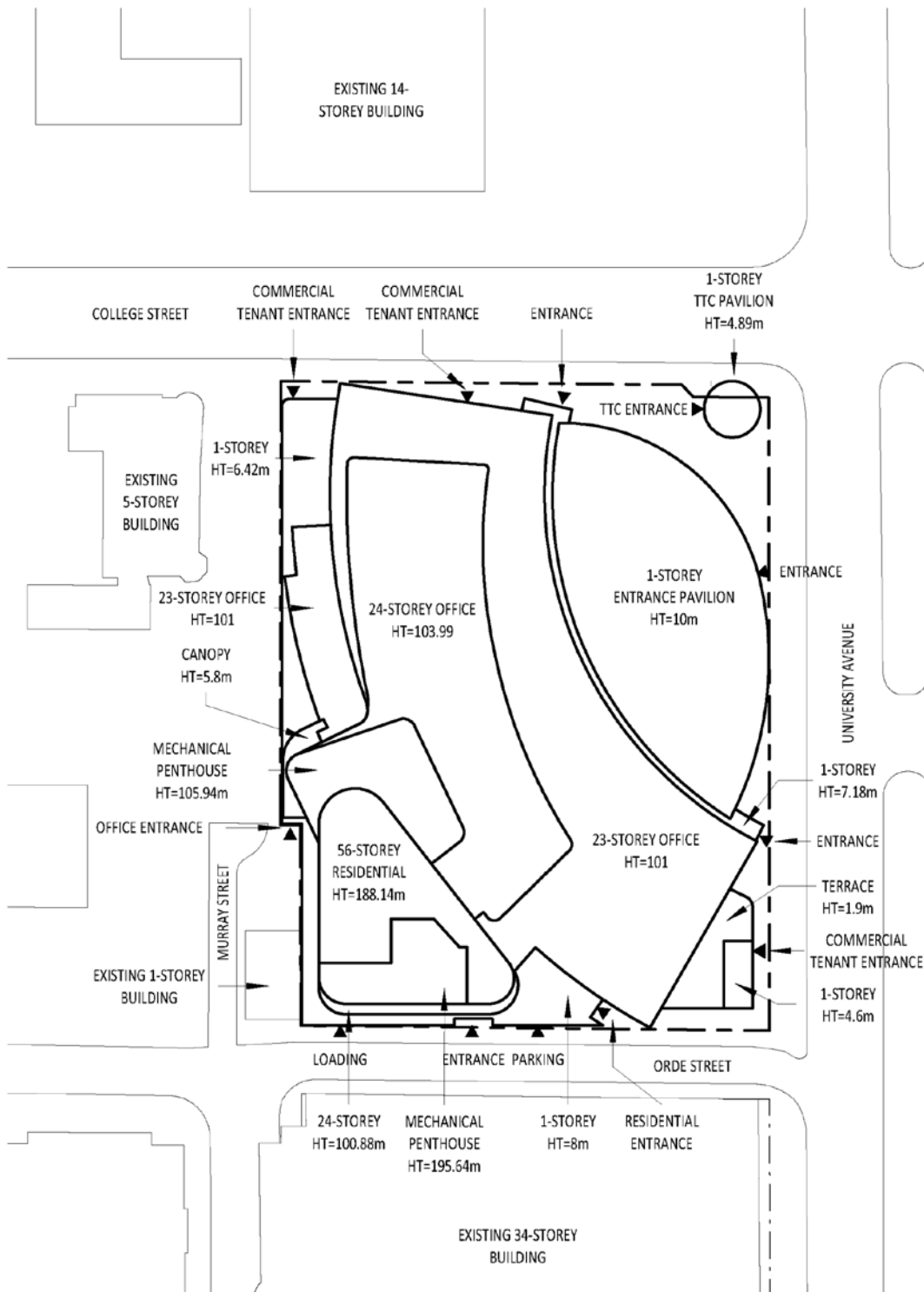


Not to Scale
 Extracted: 08/06/2021

Attachment 5: Draft Zoning By-law Amendment

The draft By-law will be made available on or before the November 24, 2021 Toronto and East York Community Council Meeting.

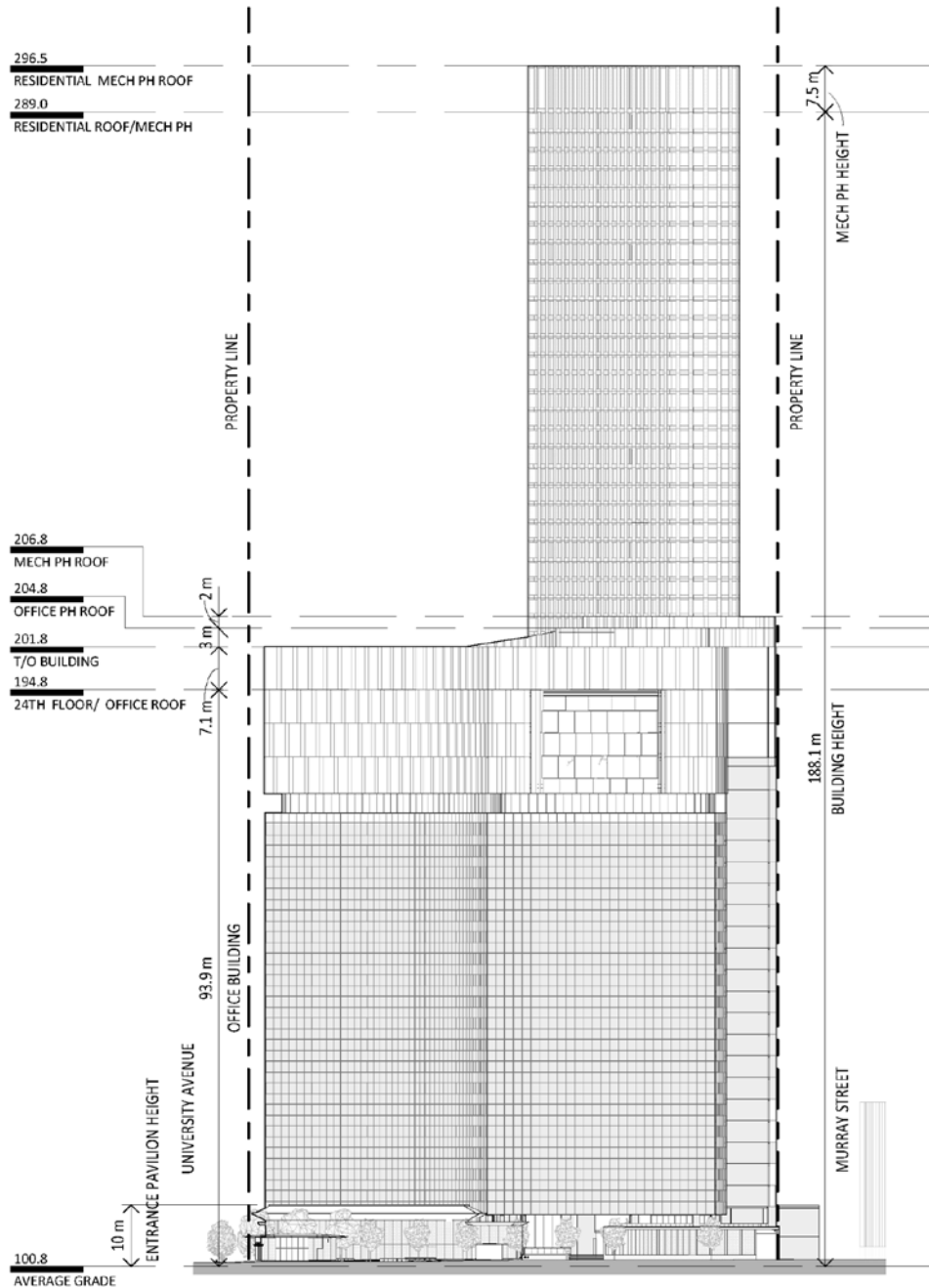
Attachment 6: Site Plan



Site Plan

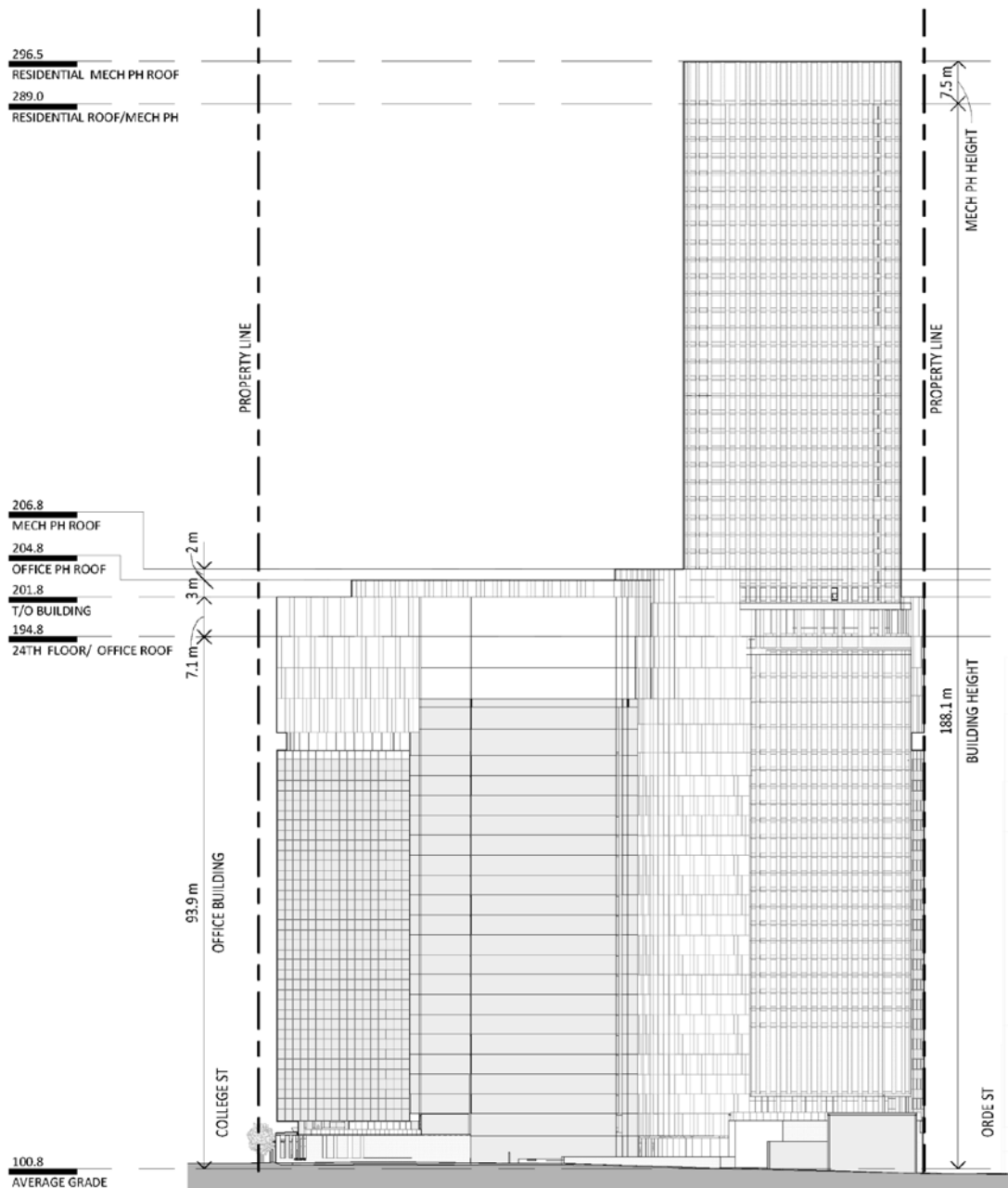


Attachment 7: North Elevation



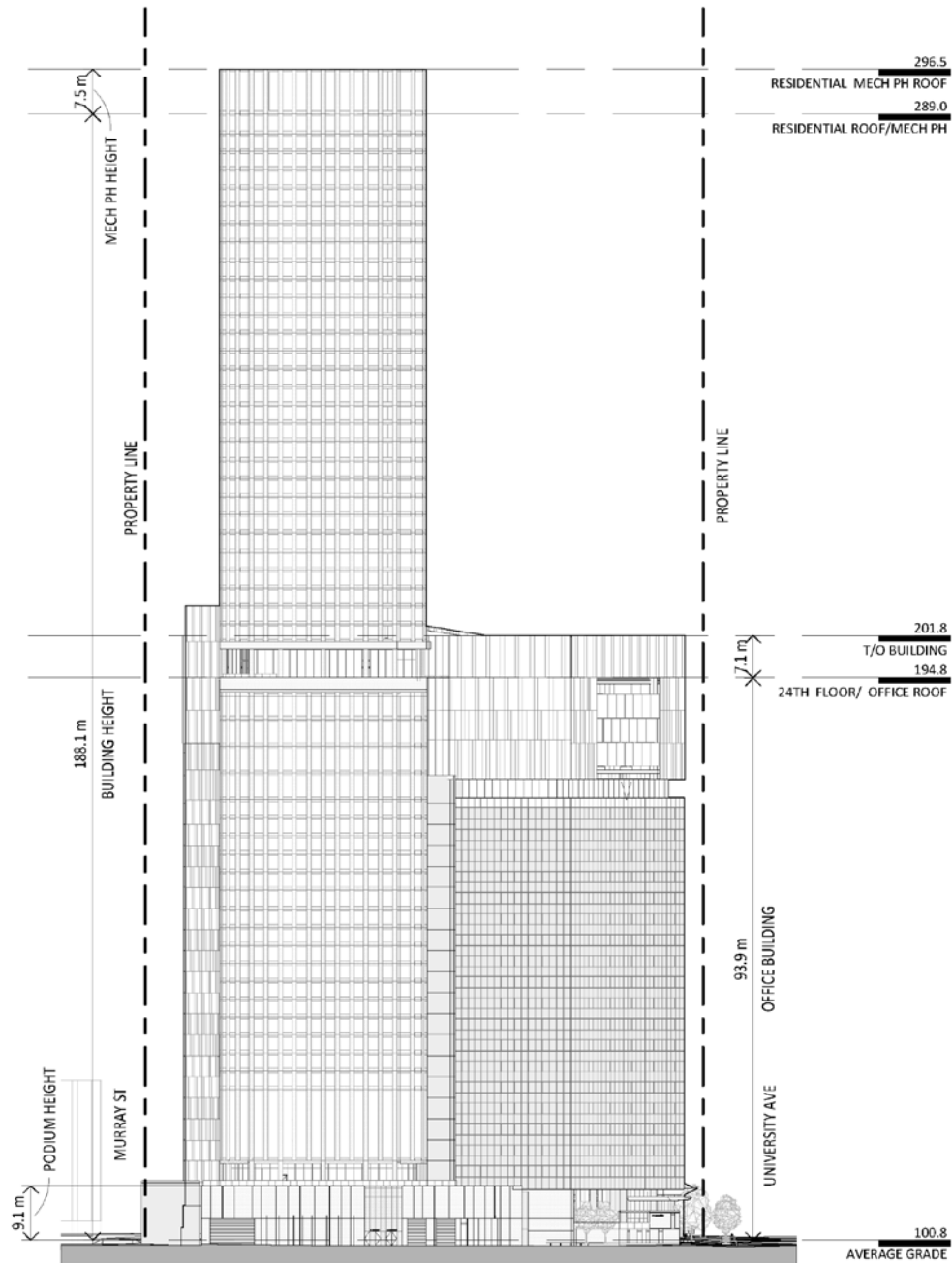
North Elevation

Attachment 8: West Elevation



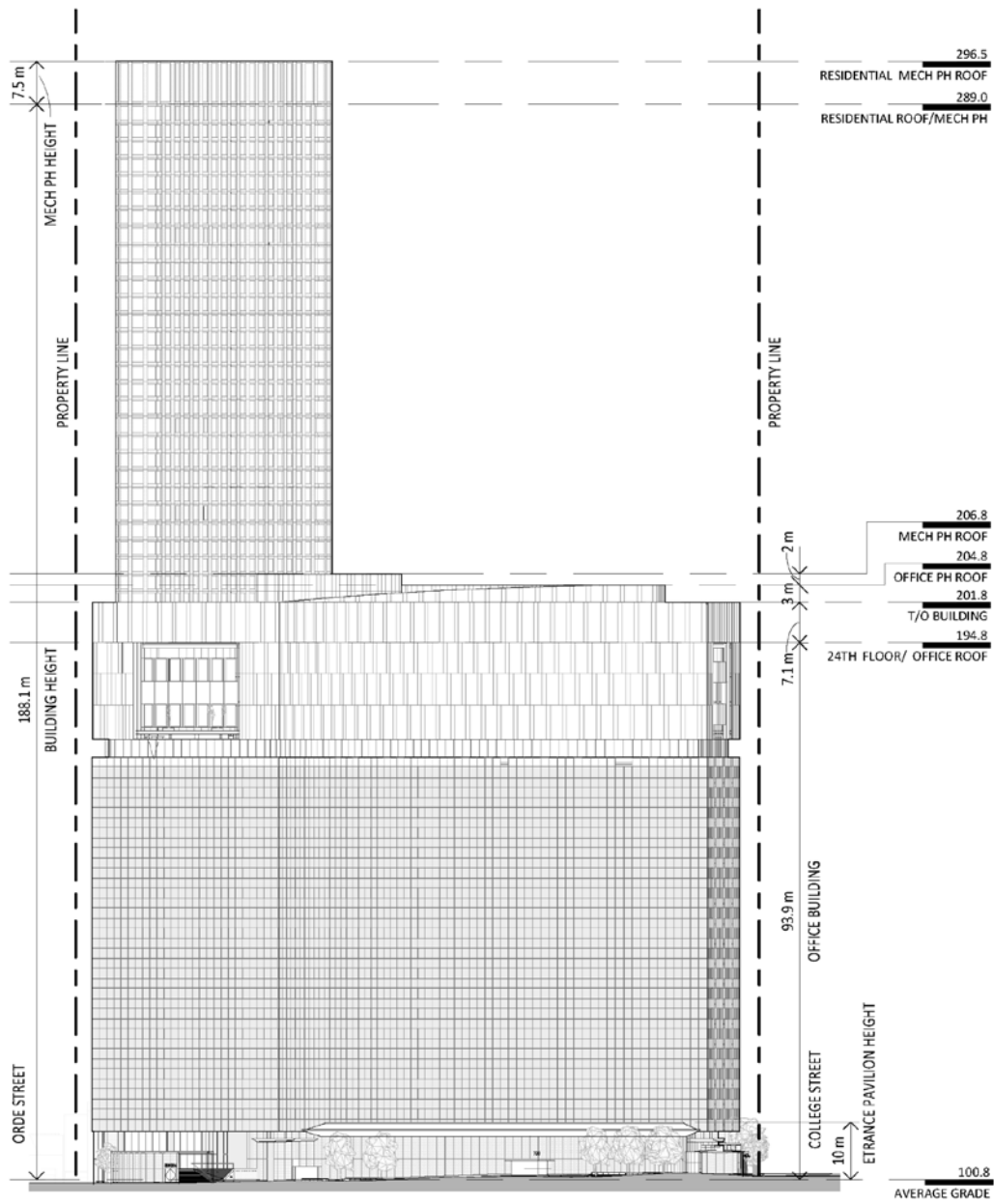
West Elevation

Attachment 9: South Elevation



South Elevation

Attachment 10: East Elevation



East Elevation