

## **Toronto Metropolitan University (TMU) Zoning By-law Amendment Application – Decision Report – Approval**

Date: February 1, 2024

To: Toronto and East York Community Council

From: Director, Zoning, and Secretary-Treasurer, Committee of Adjustment

Wards: Ward 13 - Toronto Centre

**Planning Application Number: 22-242103-STE-13-OZ**

### **SUMMARY**

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This report recommends approval of the application to bring the entirety of the Toronto Metropolitan University (TMU) campus into Zoning By-law 569-2013 ('the City-wide Zoning By-law') and to extend the existing campus-wide approach to parking requirements to include campus-wide requirements for loading spaces and bicycle parking spaces.

No development is proposed as part of this application.

Due to complex area-specific zoning regulations for post-secondary institutions contained in the Former General Zoning By-laws, these institutions, including TMU, were not included in the new City-wide Zoning By-law. Most of TMU is not included in the City-wide Zoning By-law, and is instead regulated by former City of Toronto Zoning By-law 438-86.

Bringing these lands into the City-wide Zoning By-law will remove barriers, ease administration and will ensure consistent and equitable application of important city-building initiatives such as the removal of parking minimums. The City-wide Zoning By-law is available online, conforms with the City's Official Plan, and is actively consolidated.

### **RECOMMENDATIONS**

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The Director, Zoning, and Secretary-Treasurer, Committee of Adjustment, recommends that:

1. City Council amend City of Toronto Zoning By-law 569-2013 for the Toronto Metropolitan University campus substantially in accordance with the draft Zoning By-law Amendment attached as Attachment 3 to this report.

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

## **FINANCIAL IMPACT**

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The City Planning Division confirms that there are no financial implications resulting from the recommendations included in this report.

The Chief Financial Officer and Treasurer has reviewed this report and agrees with the information as presented in the Financial Impact Section.

## **DECISION HISTORY**

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On January 7, 1980, Council for the former City of Toronto enacted By-law 1980-0097 which amended Zoning By-law 20623, as amended, with respect to certain lands located in the Gerrard Street East, Church Street, Gould Street and Victoria Street area. These were the lands for the Ryerson Polytechnical Institute at the time, and the by-law established campus-wide requirements for parking, common outdoor space and maximum non-residential gross floor area.

On July 14, 1989, Council for the former City of Toronto enacted By-law 1989-0527 which amended By-law 1980-0097 respecting the Ryerson Polytechnical Institute lands and By-law 438-86 respecting the University Open Space (UOS) Zone on and adjacent to the lands known as 87 Gerrard Street East. By-law 1989-0527 amended By-law 1980-0097 by increasing the required minimum campus-wide parking rate and non-residential gross floor area. The by-law also enabled the construction of the Rogers Communication Centre (RCC Building).

On April 3, 2013, City Council adopted Item PG21.1- Final Report on the City-wide Zoning By-law and enacted City-wide Zoning By-law 569-2013. Due to complex area-specific zoning regulations for post-secondary institutions contained in the Former General Zoning By-laws, these institutions, including TMU, were not included in the new City-wide Zoning By-law.

[Agenda Item History - 2013.PG21.1 \(toronto.ca\)](#)

On February 3, 2022, City Council adopted Item PH29.3 - Recommended Parking Requirements for New Development and enacted By-law 89-2022. By-law 89-2022 had the effect of replacing minimum required parking rates for residential occupant and non-residential uses with permitted maximum parking rates. Minimum residential visitor and accessible parking rates continue to apply.

[Agenda Item History - 2021.PH29.3 \(toronto.ca\)](#)

## **PROPOSAL**

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This application proposes to bring the entirety of the TMU campus into the City-wide Zoning By-law with zoning standards that are consistent with the former City of Toronto Zoning By-law 438-86 and in conformity with the Official Plan.

The proposed zoning by-law amendment also extends the existing campus-wide approach to parking requirements to include campus-wide requirements for loading spaces and bicycle parking spaces.

Lands that are subject to this application are shown on Attachment 5: Location Map.

No development is proposed as part of this application.

### **Reasons for Application**

The Zoning By-law Amendment application is required to modernize and simplify the zoning regulations for the TMU campus in conformity with the Official Plan.

Bringing the entire TMU campus into the City-wide Zoning By-law will simplify the Zoning By-law by moving the City toward one by-law of record. This application will also remove barriers and ease administration of the zoning regulations for TMU for future development by implementing as-of-right zoning in conformity with the Official Plan. In addition, bringing the lands into the City-wide Zoning By-law will also ensure the consistent and equitable application of important city-building initiatives such as the removal of minimum required parking.

## **APPLICATION BACKGROUND**

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### **Application Requirements**

The following reports/studies were submitted in support of the application:

- List of applicable TMU addresses;
- Bicycle parking memorandum;
- Map showing TMU properties that are located in former City of Toronto Zoning By-law 438-86, City-wide Zoning By-law 569-2013, or both;
- Cover Letter;
- Draft zoning by-law amendments;
- Loading study;
- Parking study;
- Planning rationale;
- Project data sheet;
- Public consultation plan; and
- Simplified report graphics.

## **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 Zoning By-law standards.

## **Community Consultation**

A virtual community consultation meeting was held on August 23, 2023 to discuss the application. The Applicant, staff from TMU, and City Planning staff described TMU's Campus Master Plan, the purpose of the application, existing campus-wide regulations in former City of Toronto Zoning By-law 438-86, the limitations of TMU being primarily contained in former City of Toronto By-law 438-86, the benefits of bringing TMU into the City-wide Zoning By-law and the proposed approach in doing so, and proposed campus-wide regulations for vehicle parking, loading and bicycle parking.

Notice of the community consultation meeting was circulated to all property owners within 120 metres of the TMU campus, and a total of 10 participants attended the virtual meeting.

The issues raised through the community consultation have been considered through the review of the application.

## **Statutory Public Meeting Comments**

In making their decision with regard to this application, Council members 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 & REGULATION CONSIDERATIONS**

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### **Provincial Land-Use Policies**

All decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the Provincial Policy Statement (2020), and shall conform to provincial plans, including the Growth Plan (2020) for the Greater Golden Horseshoe, the Greenbelt Plan, and others.

### **Official Plan**

The Official Plan Urban Structure Map 2 identifies the TMU campus as *Downtown and Central Waterfront*. The land use designations for the TMU campus are primarily *Institutional Areas* and *Mixed Use Areas*, with a small portion of the campus designated as *Neighbourhoods* and *Parks*. The Official Plan should be read as a whole to understand its comprehensive and integrative intent as a policy framework for priority setting and decision making.

Attachment 2 of this report shows Land Use Map that applies to the campus.

The Official Plan can be found here: <https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/>.

## **Secondary Plan**

The "Downtown Plan" Secondary Plan identifies the TMU campus as a combination of *Mixed Use Areas 1 - Growth*, *Mixed Use Areas 2 - Intermediate*, *Mixed Use Areas 3 - Main Street*, or otherwise non-designated lands. These designations reflect a range of intensification criteria including building typologies and scale of development and they guide future development.

The "Downtown Plan" Secondary Plan can be found here: <https://www.toronto.ca/wp-content/uploads/2022/06/962d-cityplanning-official-plan-41-secondary-plan-downtown-plan.pdf>

## **Site and Area Specific Policies (SASP) 151 and 174**

SASP 151 guides future development and applies to the lands bounded by Yonge Street to the west, Carlton Street to the North, Jarvis Street to the East, and Gerrard Street East to the south. SASP 151 states: "a) The conservation and stability of the McGill Granby Area will be promoted by encouraging the preservation of house-form buildings and their continued use for housing, b) in *Mixed Use Areas*, the development of new housing will be encouraged, and c) new buildings within the *Mixed Use Areas* will be designed to minimize the extent to which they overlook, or block views from existing or committed house-form buildings, and to ensure that the location of new vehicular access routes does not interfere with the use of the private open space of adjacent houses."

SASP 174 applies to Yonge Street between Queen Street East and properties on the north side of Gerrard Street East and West, and contains policies strengthening the role of Downtown Yonge Street as an important retail street and a major shopping focus within the Greater Toronto Area.

While no development is proposed as part of this application, bringing the entirety of the TMU campus into City-wide Zoning By-law will streamline future development processes.

## **Zoning**

### **Former City of Toronto Zoning By-law 438-86**

The TMU campus is primarily subject to former City of Toronto Zoning By-law 438-86 and is not subject to the City-wide Zoning By-law which presents various challenges for development of the campus. For example, Former City of Toronto Zoning By-law 438-86 is not digitally available for review.

In former City of Toronto Zoning By-law 438-86, the TMU campus is located in a combination of Parks Districts (UOS), Residential Districts (R3) and Mixed-Use Districts (CR and Q).

### **Former City of Toronto Ryerson By-law 1980-0097**

On January 7, 1980, Council for the former City of Toronto enacted By-law 1980-0097 which amended the City-wide Zoning By-law for the former City of Toronto, By-law 20623, as amended, with respect to certain lands located in the Gerrard Street East, Church Street, Gould Street and Victoria Street Area. These were the lands for the Ryerson Polytechnical Institute at the time. The By-law introduced a campus-wide minimum required parking rate of 400 spaces, minimum required common outdoor space equal to or greater than 18 percent of the campus, and a maximum permitted non-residential gross floor area of 204,883.8 square metres.

### **Former City of Toronto Ryerson By-law 1989-0527**

On July 14, 1989, Council for the former City of Toronto enacted By-law 1989-0527 which amended By-law 1980-0097 respecting the Ryerson Polytechnical Institute Lands and By-law 438-86 respecting the University Open Space (UOS) Zone on and adjacent to the lands known as 87 Gerrard Street East. By-law 1989-0527 amended By-law 1980-0097 by increasing the required minimum campus-wide parking rate to 583 parking spaces and redistributed permitted maximum non-residential gross floor area based on updated zone designations. The by-law also enabled the construction of the Rogers Communication Centre (RCC Building).

### **City-wide Zoning By-law 569-2013**

A small portion of the TMU campus, mostly on the south side of the campus, is located in the City-wide Zoning By-law and is primarily within the Commercial Residential (CR) Zone.

### **TMU Campus Master Plan**

The Toronto Metropolitan University Campus Master Plan contains goals and principles to shape the future of the TMU campus. The Plan describes existing campus conditions, opportunities, built form, public spaces, transportation and circulation. The Plan also identifies areas of anticipated future growth and provides a concept plan for the campus alongside implementation guidelines. The TMU Campus Master Plan can be found here:

<https://www.torontomu.ca/content/dam/facilities-management-development/campus-design-construction/docs/ryerson-campus-master-plan-2020-full.pdf>

While no development is proposed as part of this application, bringing the TMU campus into the City-wide Zoning By-law will play a critical role in implementing the TMU Campus Master Plan by having up-to-date zoning regulations that are in conformity to the City's Official Plan and readily available for review online.

## COMMENTS

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### **Provincial Policy Statement and Provincial Plans**

Staff's review of this application has had regard for the relevant matters of provincial interest set out in the *Planning Act*. Staff have reviewed the current proposal for consistency with the Provincial Policy Statement (2020) and conformity with the Growth Plan (2020). Staff find the proposal to be consistent with the PPS and conforms with the Growth Plan.

### **Land Use**

This application has been reviewed against the Official Plan described in the Policy and Regulation Considerations Section of the Report as well as the policies of the Official Plan as a whole.

The TMU campus is primarily designated *Institutional Areas* and *Mixed Use Areas* with a few small areas designated as *Neighbourhoods* and *Parks and Open Space Areas*.

Staff find the proposed Zoning By-law Amendment conforms with the Official Plan.

### **Density, Height, Massing**

The proposed permitted maximum densities and heights are consistent with the former City of Toronto Zoning By-law 438-86. No development is proposed as part of this application.

### **Campus-wide Traffic Impact, Access, Parking**

Former City of Toronto Zoning By-law 438-86 applied parking requirements on a campus-wide basis instead of applying the requirements to each lot on the campus. However, the TMU campus has expanded significantly since the development of required parking rates for the campus in 1980, and an updated approach is needed.

This application proposes to implement a maximum permitted number of parking spaces on a campus-wide basis in the City-wide Zoning By-law, with minimum required accessible parking spaces. The campus-wide parking area is proposed to be implemented through an overlay map that encompasses the entire TMU campus and applies to an area bounded by Dundas Street West and Shuter Street to the South, Bay Street to the West, Grenville and Wood Street to the North and Jarvis Street to the east. This overlay map is proposed to be larger than the existing campus area to allow for expansions of the campus over time. In the future, if a TMU building is erected beyond the overlay map, an amendment to expand the overlay map will be required to have parking requirements apply to the new building.

The proposed campus-wide parking rate for new post-secondary school developments including associated uses is a maximum of 3.5 parking spaces per 100 square metres of gross floor area. A minimum campus-wide accessible parking rate of 5 plus 0.008

accessible parking spaces per 100 square metres of any post-secondary school or associated use is proposed.

The proposed campus-wide bicycle parking rate for new post-secondary school developments including associated uses is a minimum of 0.15 "short-term" and 0.06 "long-term" bicycle parking spaces for each 100 square metres of interior floor area provided for these uses on the campus. These rate reflect the predominant bicycle travel patterns for the campus, being predominantly short-term bicycle parking.

The proposed campus-wide loading space rate for new post-secondary school uses, including associated uses, is a minimum of 1.67 loading spaces for each 100,000 square metres of gross floor area on campus.

If a development is proposed that is not a post-secondary school use or an associated use, then that development will proceed to be evaluated based on the general city-wide regulations, Site-Specific Exceptions, or Prevailing By-laws and Prevailing Sections for vehicle parking, bicycle parking, and loading spaces.

Staff are of the opinion that the proposed vehicle parking, bicycle parking and loading space regulatory framework is acceptable and is consistent with the approach to regulate parking on a campus-wide basis that has been in place since 1980.

### **Determining Post Secondary School "Associated Uses" for Vehicle Parking, Bicycle Parking and Loading Space Requirements**

As noted above, the campus-wide approach to regulating parking for TMU will include uses that are associated with a post-secondary school use. For a use to be "associated" with a post-secondary school use, it must be 1) located in the same building as a post-secondary school, 2) be owned or operated by a post-secondary school and 3) be located within the Toronto Metropolitan University Overlay area (the Campus area).

Uses that are associated with a post-secondary school use include art gallery, artist studio, club, community centre, day nursery, eating establishment, entertainment place of assembly, laboratory, library, massage therapy, medical office, museum, office, performing arts studio, personal service shop, production studio, recreation use, retail service, retail store, service shop, software development and processing, sports place of assembly, student residence, take-out eating establishment, or wellness centre.

Other uses that are not a post-secondary school or associated use will have vehicle parking, bicycle parking and loading space requirements calculated based on the general City-wide regulations of the City-wide Zoning By-law which will be applied to the lot instead of based on the campus area.

### **Open Space/Parkland**

The proposed zoning by-law amendment retains existing open space and parkland by applying the Open Space (O) Zone in the City-wide Zoning By-law to the lands

designated *Parks* in the Official Plan located on the southeast corner of Gould Street and Victoria Street. The open space located in the interior of the Kerr Hall Building, also known as "The Quad" is proposed to be zoned Institutional Education (IE) in conformity with the *Institutional Areas* land use designation of the Official Plan. A Site-specific Exception to prohibit above-ground development on the existing open space is proposed with the effect of retaining the open space area.

### **Proposed Zones to Implement Official Plan Designations for the TMU Campus**

The following table outlines the proposed zone for each applicable Official Plan land use designation:

<b>OFFICIAL PLAN LAND USE DESIGNATION</b>	<b>CITY-WIDE ZONING BY-LAW 569-2013 - ZONE APPLICATION</b>
<i>Institutional Areas</i>	Institutional Education (IE) Zone
<i>Mixed Use Areas</i>	Commercial Residential (CR) Zone
<i>Neighbourhoods</i>	Residential (R) Zone
<i>Parks</i>	Open Space (O) Zone

Many lands in the TMU campus are subject to site-specific regulations in former City of Toronto Zoning By-law 438-86. Where this was the case, those regulations are proposed to be carried forward as Site-Specific Exceptions or Prevailing By-laws contained in Chapter 900 of the City-wide Zoning By-law. Regulations in Chapter 900 of the City-wide Zoning By-law prevail over any inconsistent regulations found in Chapters 5 to 800 of the By-law.

The proposed zones for the TMU campus are shown on detail on Attachment 4: Existing and Proposed Zone Labels and as an overview on Attachment 6: Proposed Zoning of Subject Lands.

### **Conclusion**

The proposal has been reviewed against the policies of the PPS (2020), the Growth Plan (2020), and the Official Plan. Staff are of the opinion that the proposal has regard for matters of provincial interest, is consistent with the PPS (2020), conforms with the Growth Plan (2020), and conforms with the Official Plan. Staff recommend that City Council approve the application.

## **CONTACT**

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Caroline Samuel, Manager, Zoning Section, City Planning Division  
Tel. No. (416) 392-8781, E-mail: [Caroline.Samuel@toronto.ca](mailto:Caroline.Samuel@toronto.ca)

## **SIGNATURE**

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Kyle Knoeck, M.Sc.PI, MCIP, RPP  
Director, Zoning and Secretary-Treasurer, Committee of Adjustment

## **ATTACHMENTS**

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### **City of Toronto Data/Drawings**

- Attachment 1: Application Data Sheet
- Attachment 2: Official Plan Land Use Map
- Attachment 3: Draft Zoning By-law Amendment
- Attachment 4: Existing and Proposed Zone Labels

### **Applicant Submitted Drawings**

- Attachment 5: Location Map
- Attachment 6: Proposed Zoning of Subject Lands

## Attachment 1: Application Data Sheet

Municipal Address: 350 Victoria Street (and others)

Date Received: December 23, 2022

Application Number: 22 242103 STE 13 OZ

Application Type: Rezoning

Project Description: This is an application that is to address two main objectives: 1) to bring the portion of the university's lands currently zoned under the former City of Toronto Zoning By-law 438-86 into the City-wide Zoning By-law 569-2013; and 2) to establish bicycle parking, loading space, and automobile parking rates for lands owned and operated by Toronto Metropolitan University as an overlay approach in By-law 569-2013. No development is proposed as part of this application.

Applicant: Ian Graham, MCIP, RPP, R.E. Millward & Associates Ltd.

Owner: Toronto Metropolitan University

### EXISTING PLANNING CONTROLS

Official Plan Designations: (Various) Institutional Areas, Mixed Use Areas, Neighbourhoods, Parks

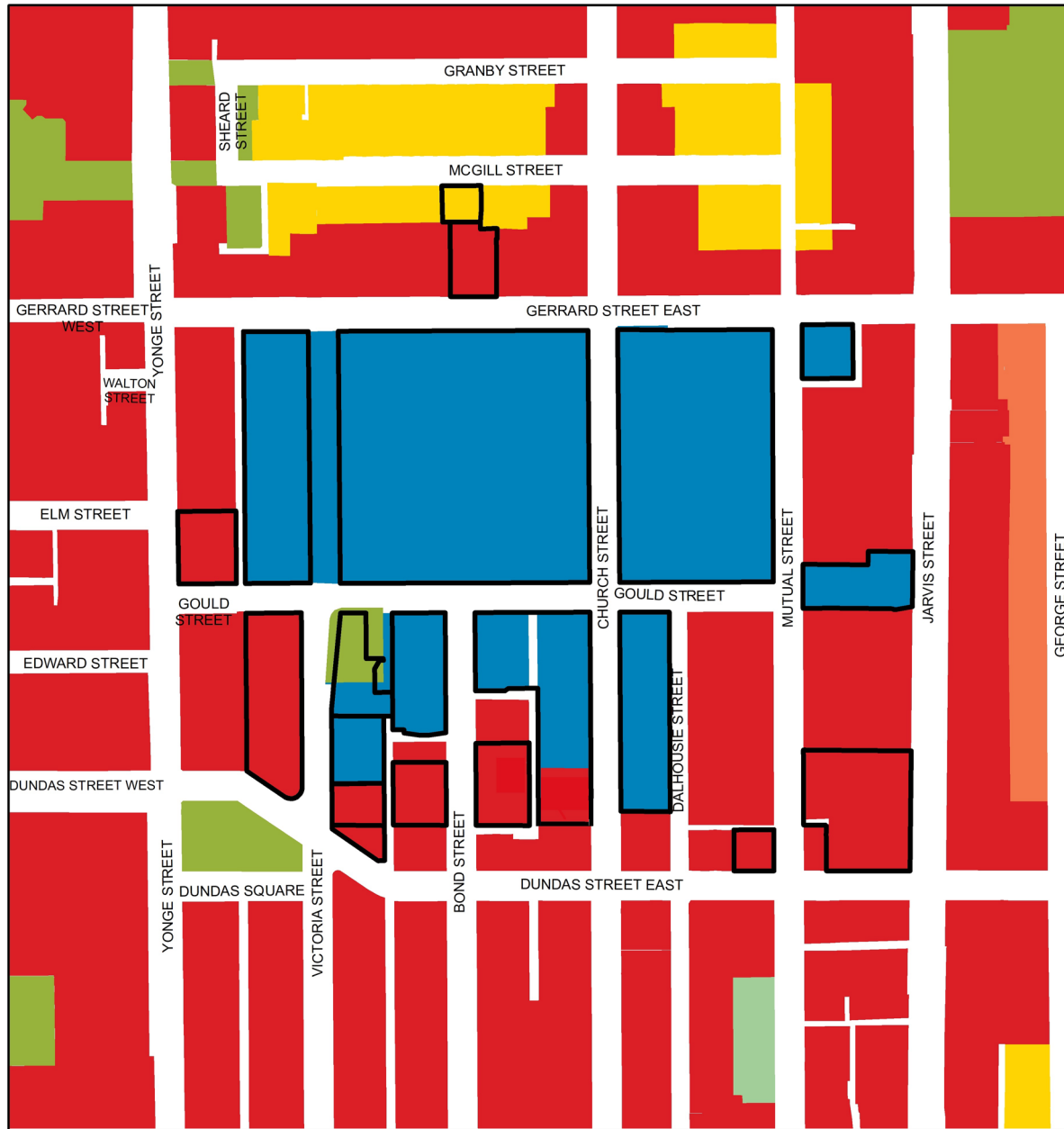
Zoning (former City of Toronto Zoning By-law 438-86): CR, Q, USO, R3

### PROJECT INFORMATION:

Building Data	Existing	Proposed	Total
Number of buildings	26	0	26
Ground floor area (sq. m)	371,612.1	0	371,612.1

No development is proposed as part of this application

# Attachment 2: Official Plan Land Use Map



## Official Plan Land Use Map #18

File # 22 242103 STE 13 0Z

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

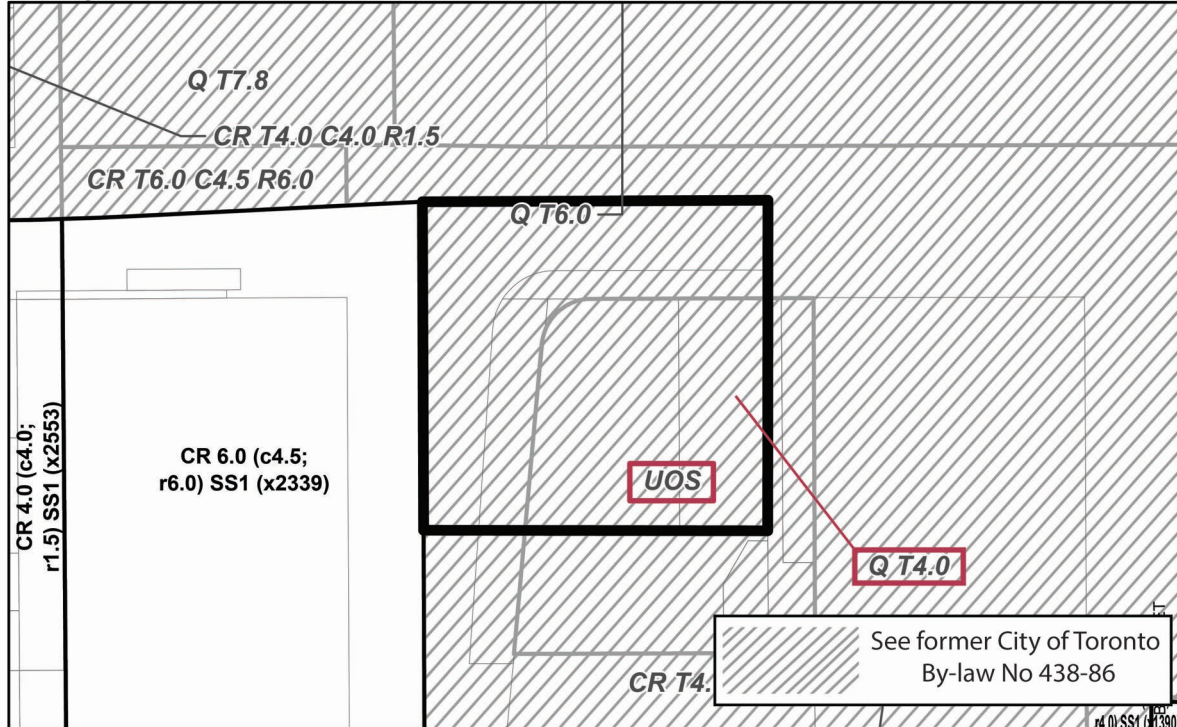
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### Attachment 3: Draft Zoning By-law Amendment

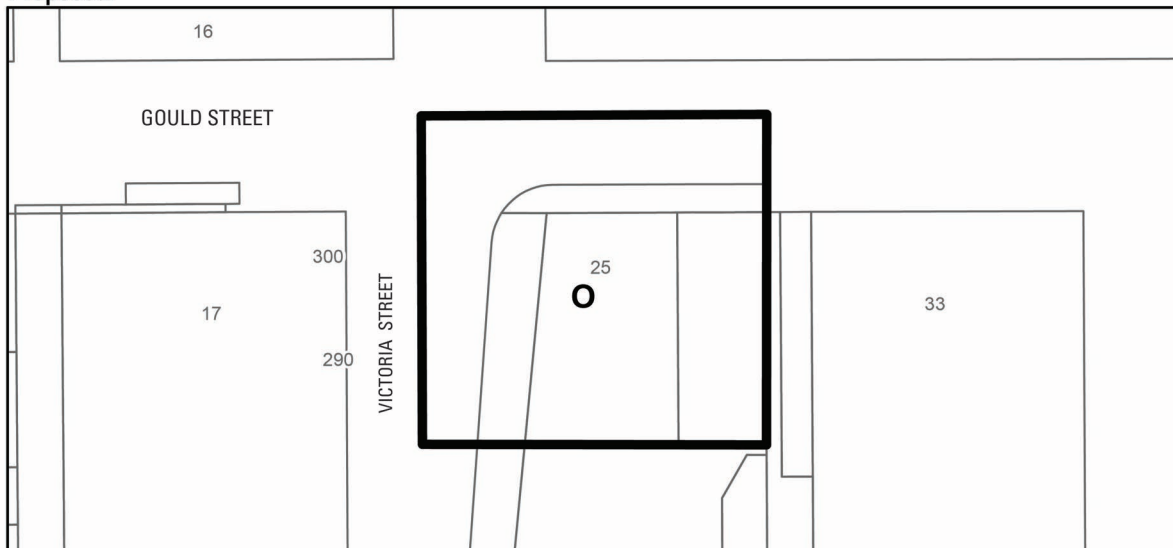
Refer to the separate PDF Attachment 3 for copy of By-law.

Attachment 4: Existing and Proposed Zone Labels

Existing:



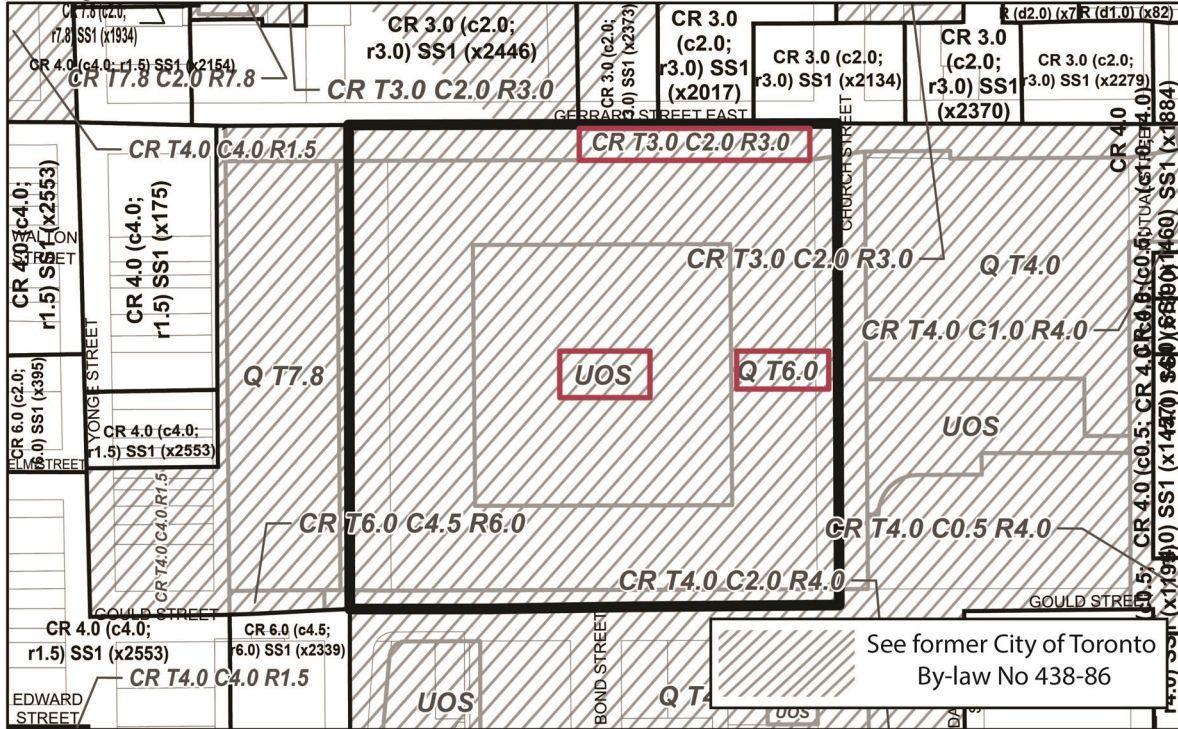
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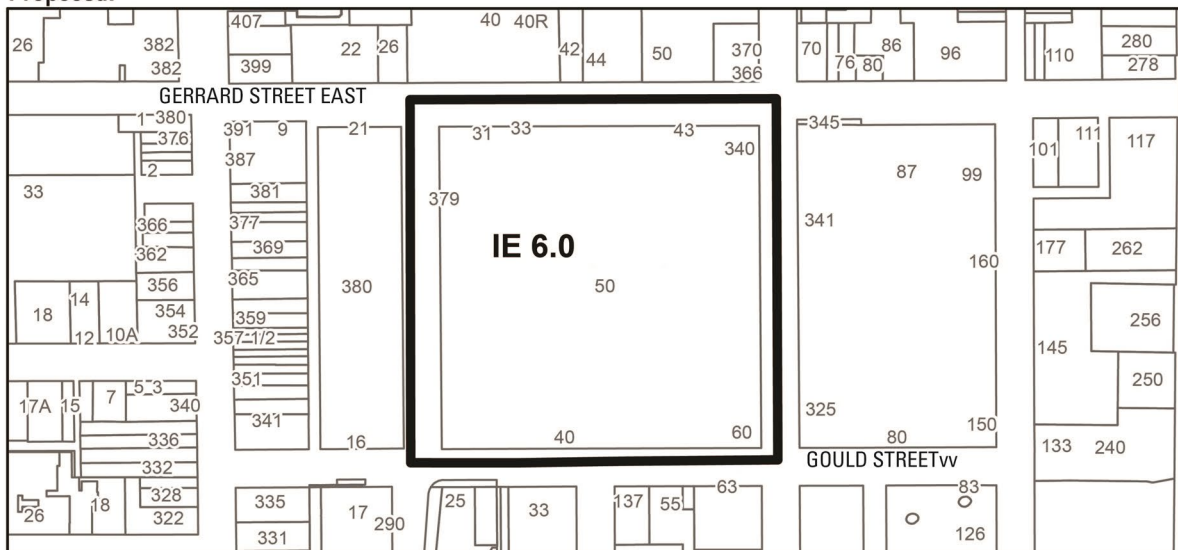
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City of Toronto By-law 569-2013  
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12/18/2023

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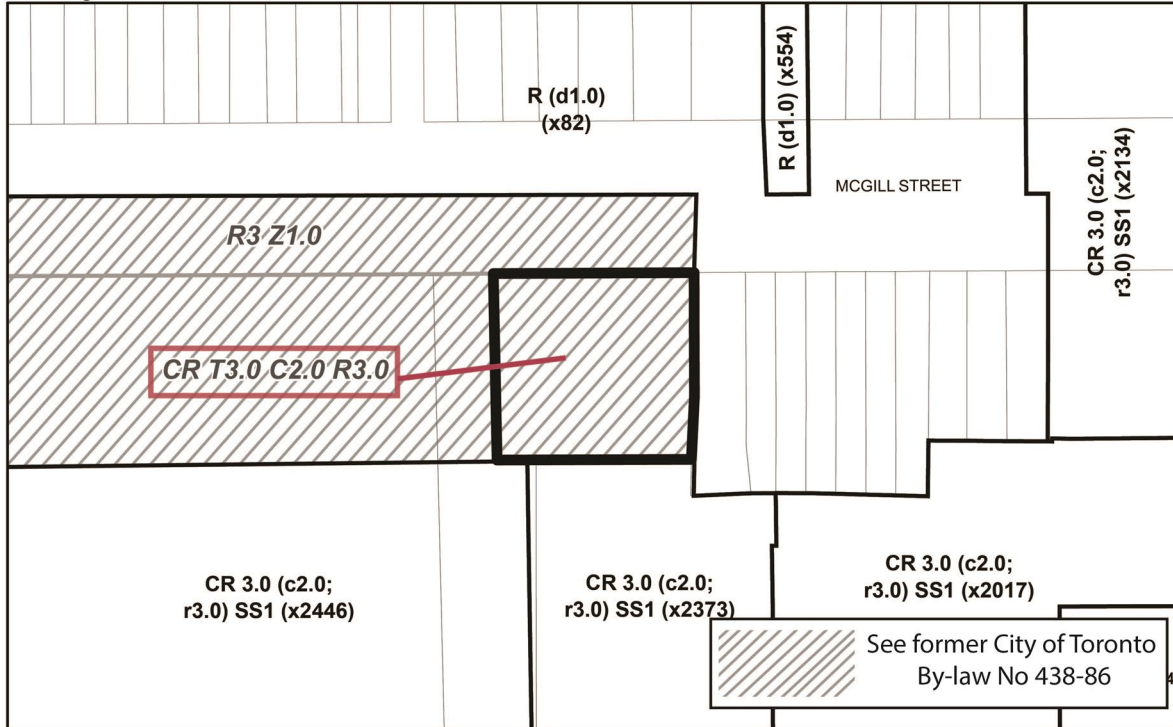
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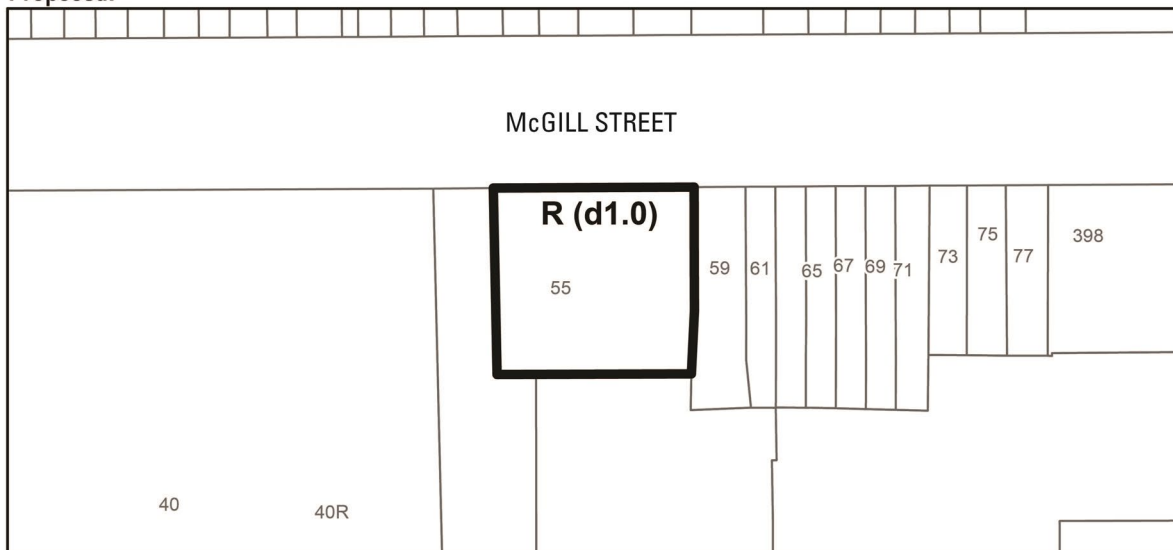
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 City of Toronto By-law 569-2013  
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 12/18/2023

Existing:



Proposed:

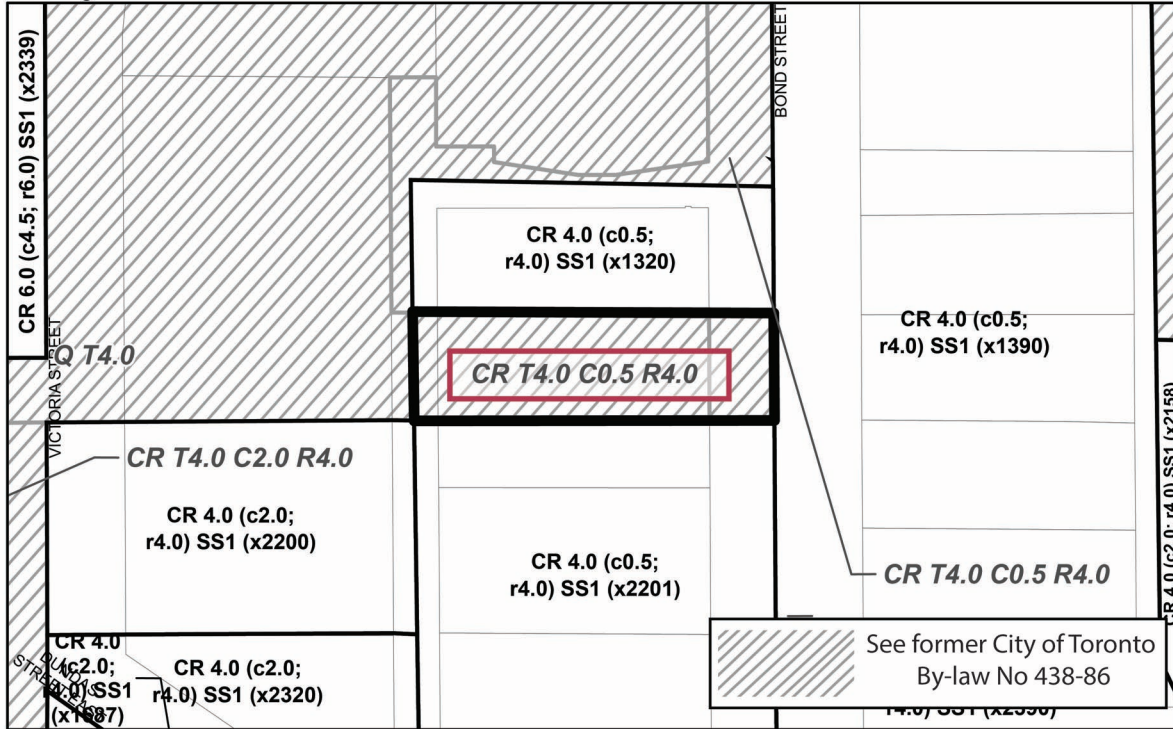


55 McGill Street

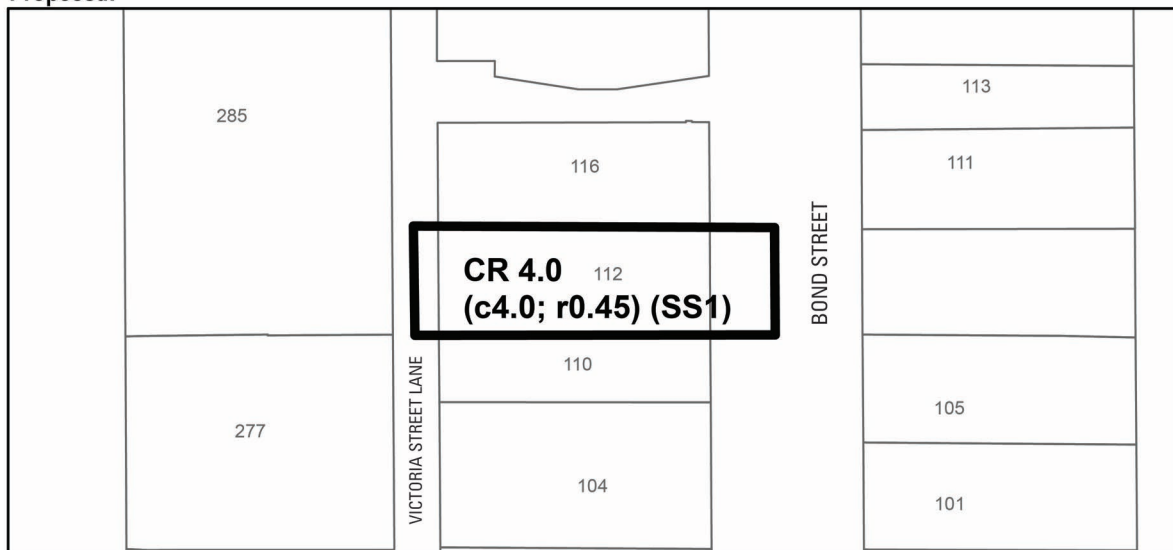
City of Toronto By-law 569-2013  
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12/18/2023




Existing:



Proposed:

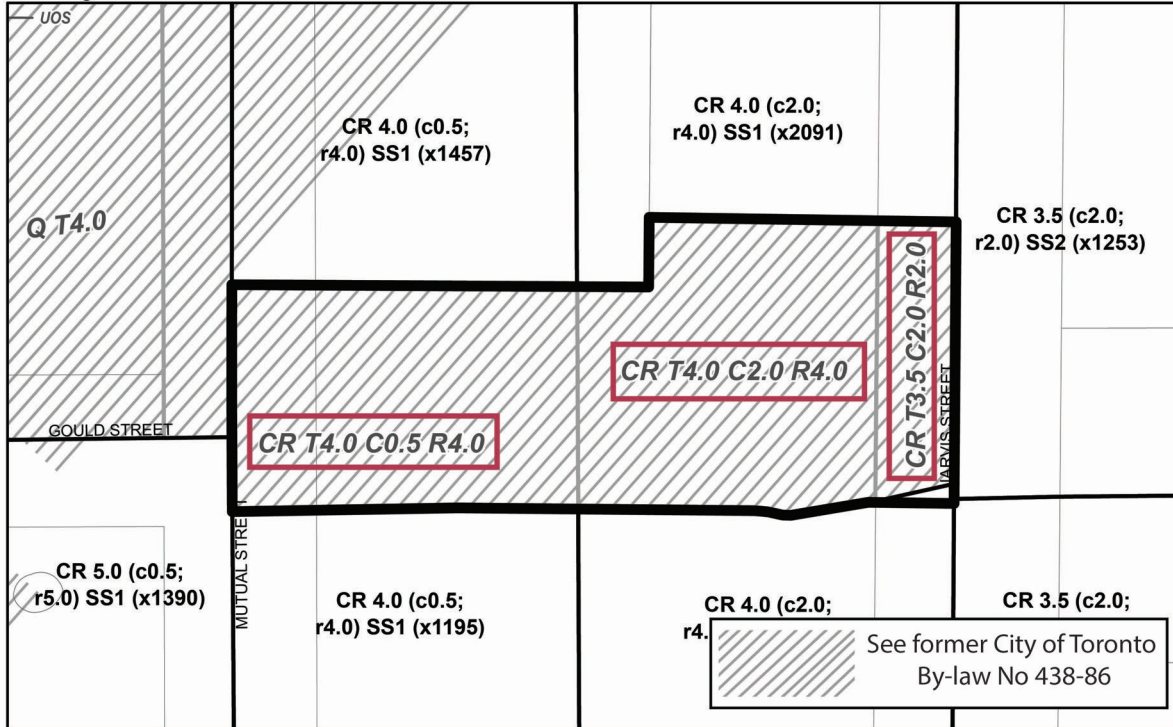


112 Bond St

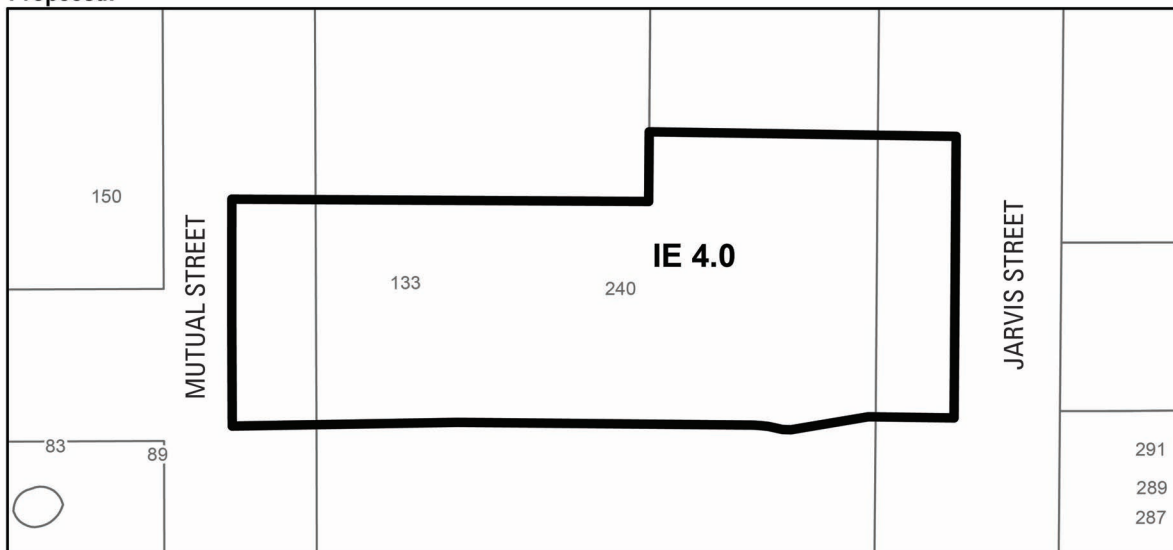
  
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 12/18/2023



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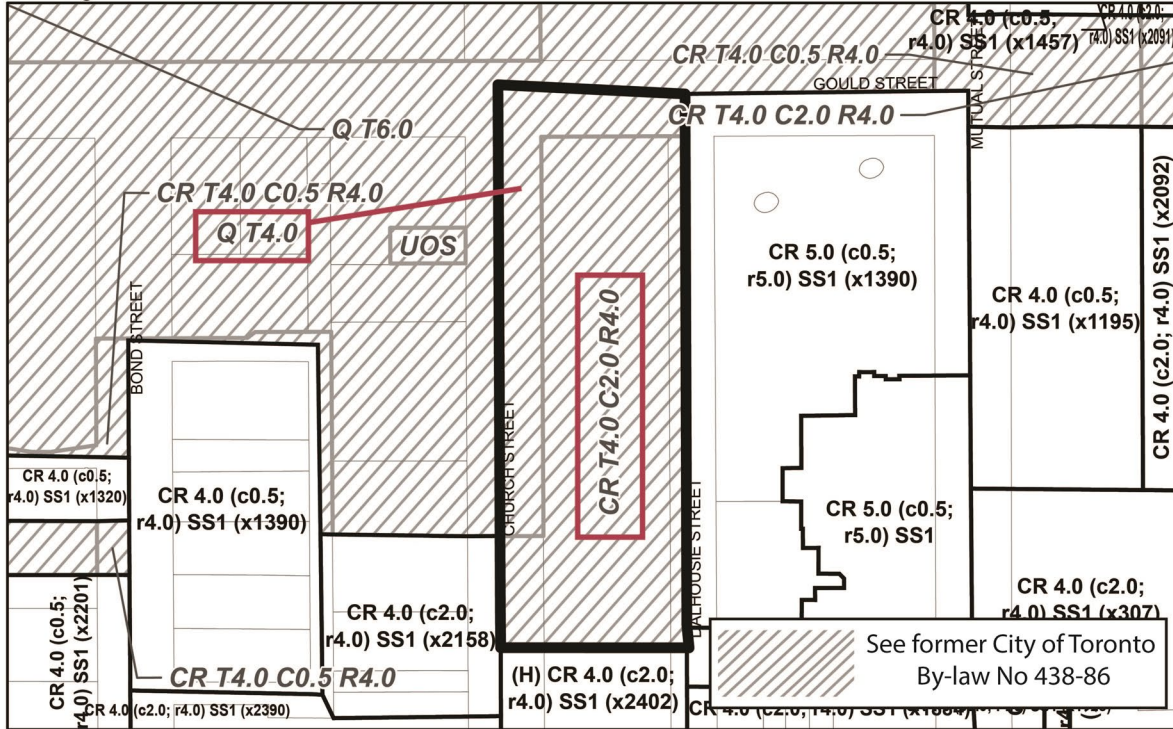
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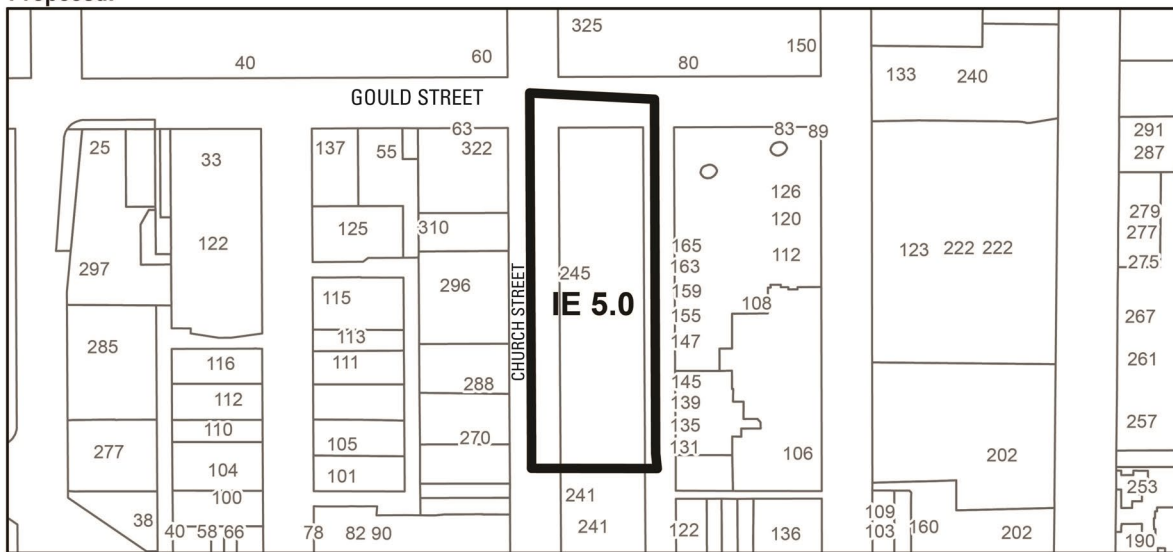
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 City of Toronto By-law 569-2013  
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 12/18/2023


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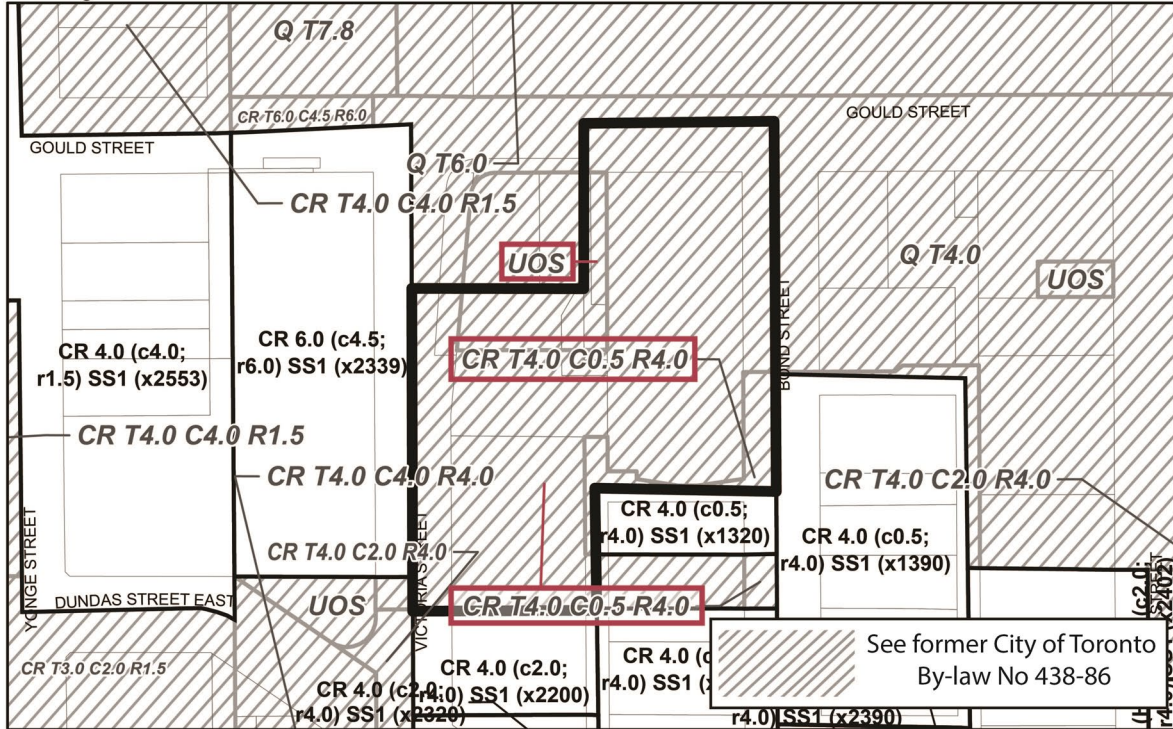
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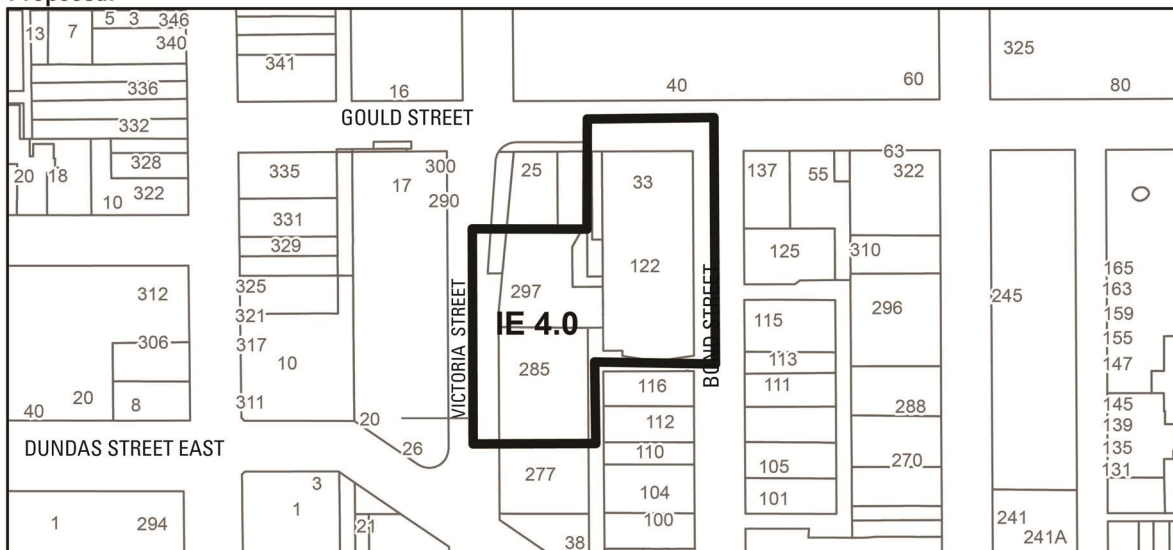
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 12/18/2023

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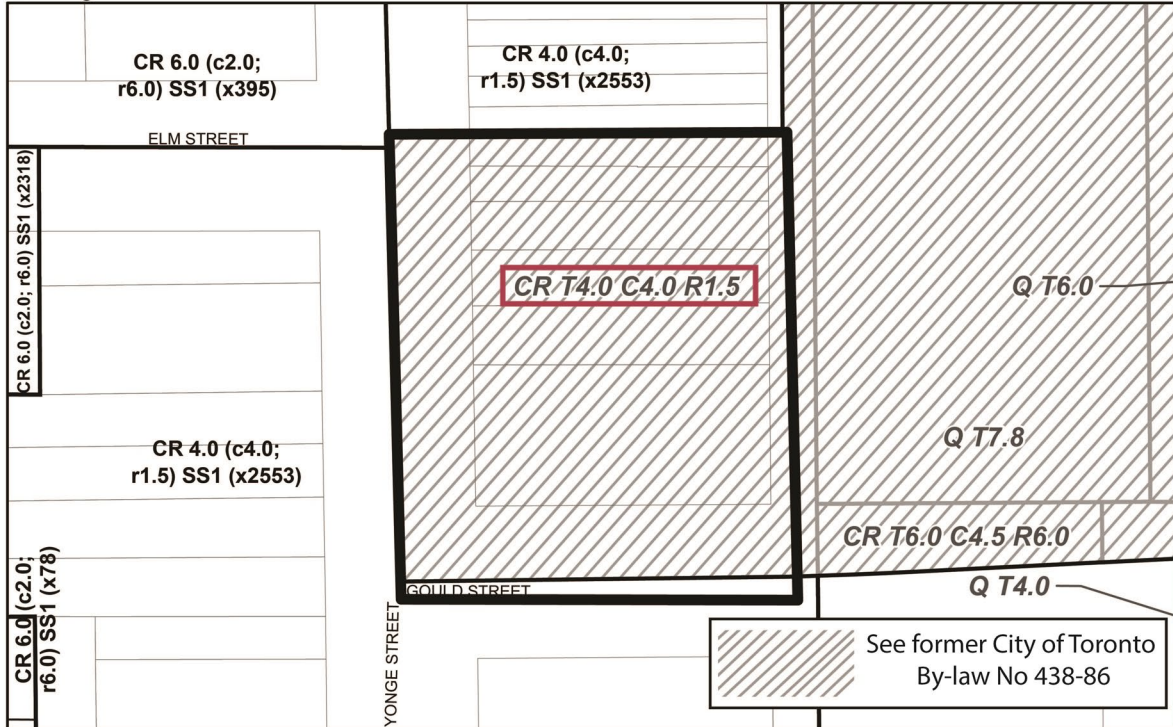
Proposed:



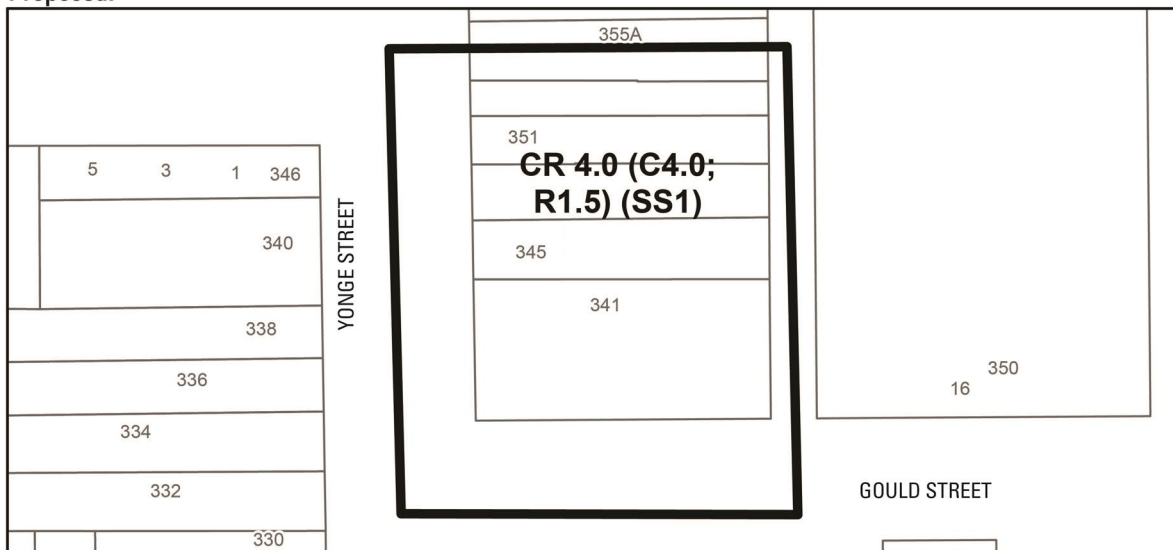
285, 297 Victoria St, 122 Bond Street

City of Toronto By-law 569-2013  
Not to Scale  
12/18/2023

Existing:



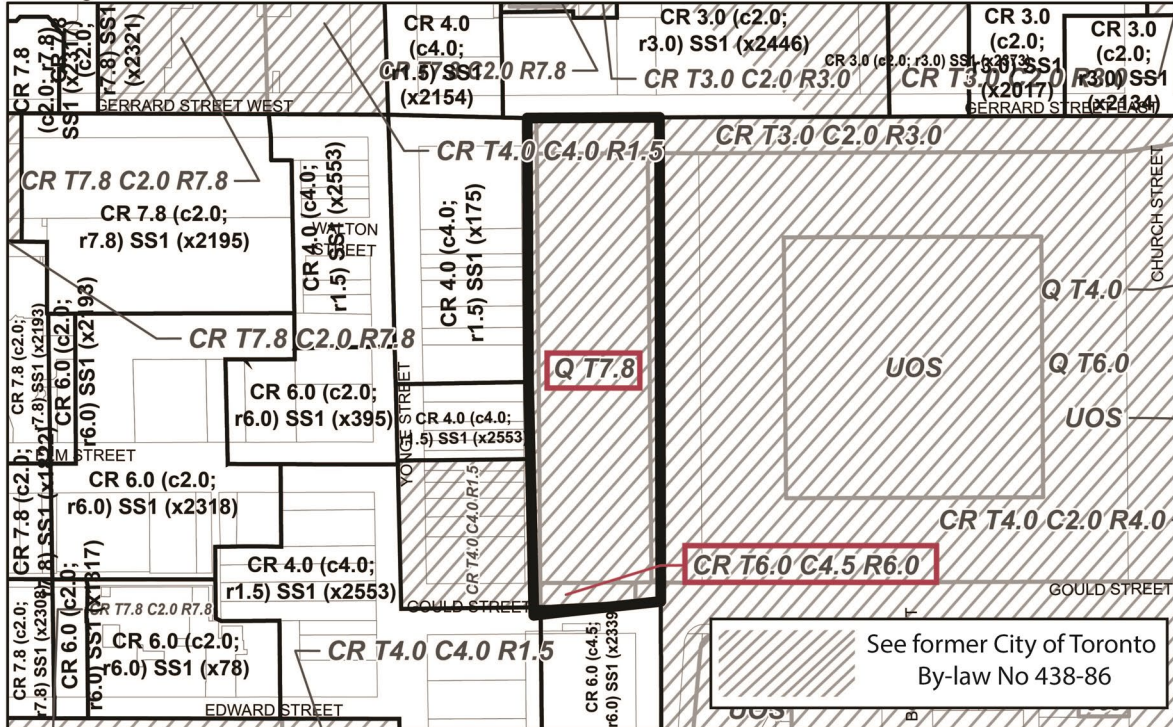
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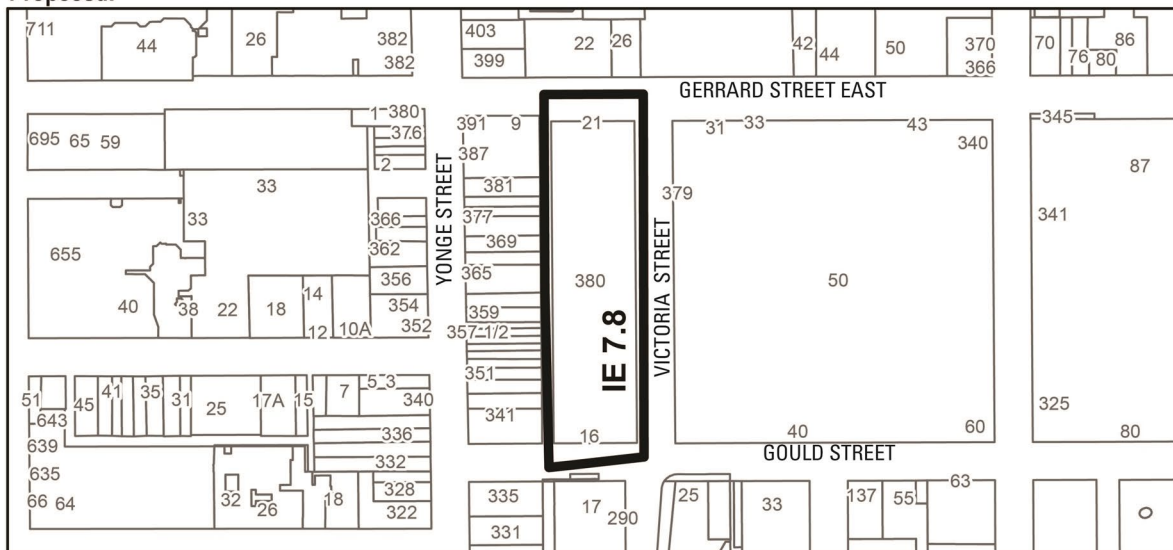
341 Yonge St

City of Toronto By-law 569-2013  
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12/18/2023

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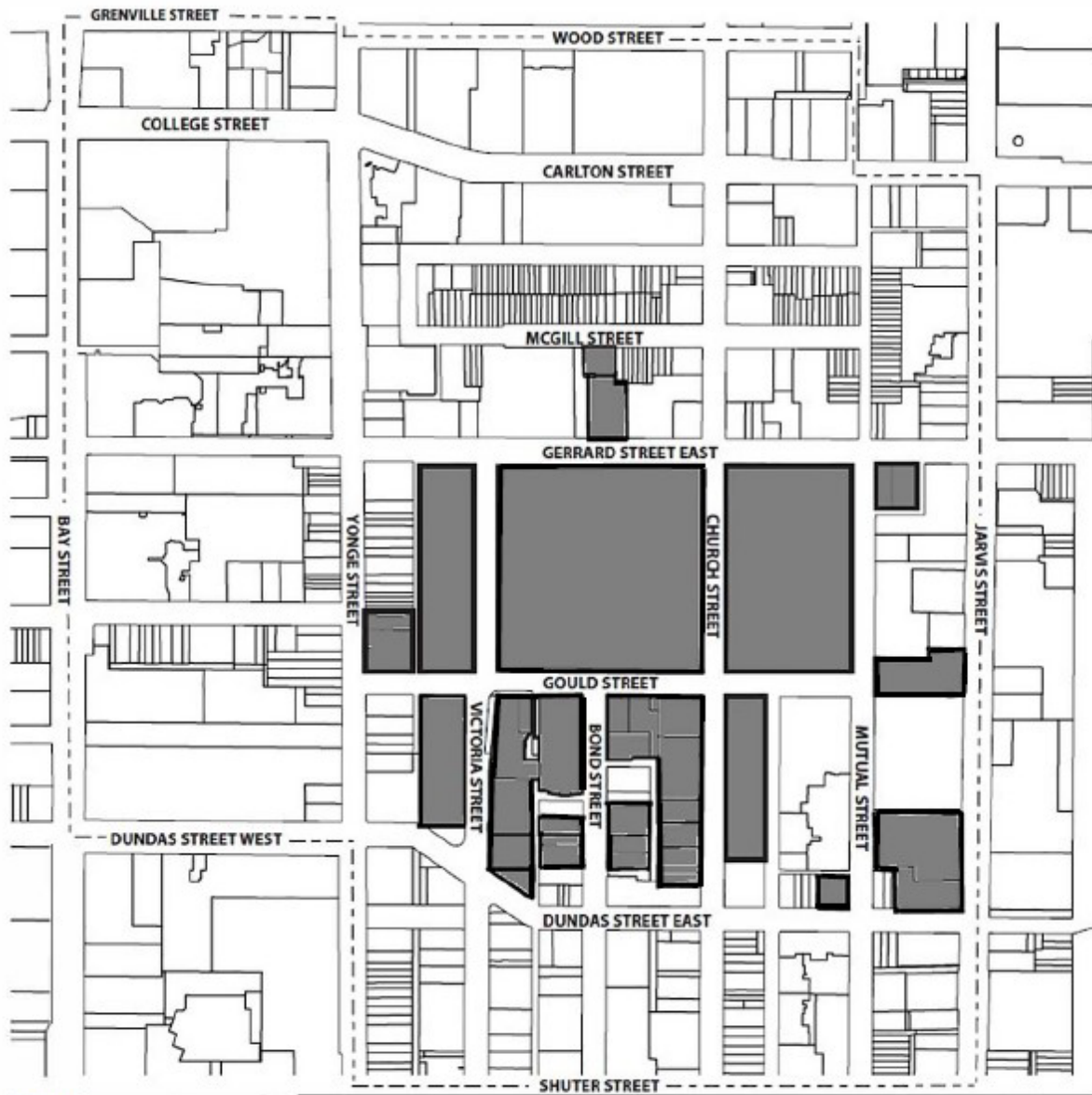
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380 Victoria St

  
 City of Toronto By-law 569-2013  
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 12/18/2023

Attachment 5: Location Map



Toronto Metropolitan University

Lands Subject to By-law Amendment Application

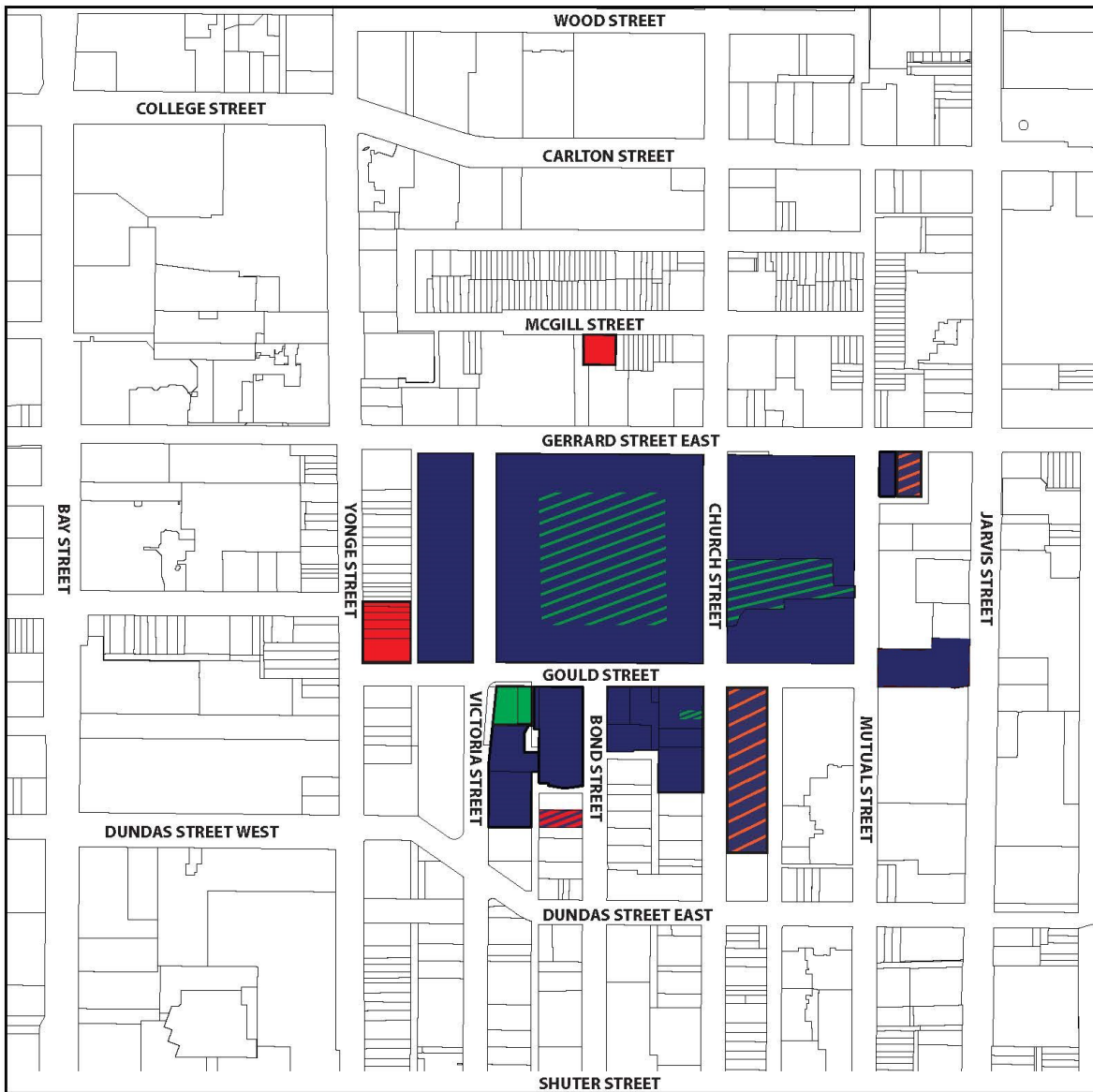
File # 22 242103 STE 13 OZ

- Properties subject to this By-law
- Proposed Toronto Metropolitan University Overlay District Map



January 2024







# Attachment 6: Proposed Zoning of Subject Lands



Toronto Metropolitan University

## Proposed Rezoning of Subject Lands in By-law 438-86

File # 22 242 103 STE 13 0Z

-  Properties Zoned "Commercial Residential" (CR) Under Former Zoning By-law 438-86, to be Rezoned as "Commercial Residential" (CR) under Zoning By-law 569-2013
-  Properties Zoned "Institutional" (Q) Under Former Zoning By-law 438-86, to be Rezoned as "Institutional Education" (IE) under Zoning By-law 569-2013
-  Properties Zoned "University Open Space" (UOS) Under Former Zoning By-law 438-86, to be Rezoned as "Open Space" (O) under Zoning By-law 569-2013
-  Properties Zoned "University Open Space" (UOS) Under Former Zoning By-law 438-86, to be Rezoned as "Institutional Education" (IE) under Zoning By-law 569-2013
-  Properties Zoned "Institutional" (Q) Under Former Zoning By-law 438-86, to be Rezoned as "Commercial Residential" (CR) under Zoning By-law 569-2013
-  Properties Zoned "Commercial Residential" (CR) Under Former Zoning By-law 438-86, to be Rezoned as "Institutional Education" (IE) under Zoning By-law 569-2013



Not to Scale

January 2024