

2nd Essentials of Real Estate Development Course (Federated Press Publications)

June 11 and 12, 2007



The Land Development Approvals Process: Government, the Public and the Proponent

June 11, 2007



About Wood Bull LLP and Dennis Wood

About Wood Bull LLP



- Wood Bull is a specialty practice law firm that focuses on municipal, planning and development law, including environmental approvals, from both the private sector and public sector perspective.
- Wood Bull has a distinct approach to client service. Our team consists of five lawyers assisted by four specially trained, land use planners. This combination of professionals means that the firm can provide high quality service on a cost effective basis.

About Dennis Wood



- A founding partner of Wood Bull LLP.
- Recognized as an expert in all aspects of the land use approvals process, including land use planning and development law, municipal law, development charges, environmental assessment, employment land conversion and residential intensification.
- Advises public bodies and private sector clients, specializing in site selection and approval processes for major facilities.
- Has particular expertise on retail, shopping centre, office building, conversion of employment lands and residential intensification projects.

About Dennis Wood



- Understands the business issues and dynamics that influence a project, and is able to advance an integrated strategy to effectively deal with political, business, public relations, environmental and regulatory obstacles.
- Has extensive hearings experience.
- Has taught at Osgoode Hall Law School, York University, Toronto and at the University of Waterloo.
- Leading author in his areas of specialty, including *The Planning Act: A* Sourcebook. Past chair of the Municipal Law Section, Canadian Bar Association (Ontario).
- A member of the Advocates Society. Received his B.Comm. and LLB from the University of Toronto. Called to the Ontario Bar in 1972.

The Wood Bull Approach



Our objective for our private sector clients is to develop solutions to the issues raised in the approvals process which are acceptable to our clients from a business perspective, while at the same time addressing the concerns of municipalities and other approval authorities in an effective manner.

It is our philosophy that early identification of all necessary approvals will minimize duplication of process and will avoid unnecessary delays.

Wood Bull has particular expertise in the areas of residential intensification and employment land conversions.

The Wood Bull Approach (cont'd)



Where appropriate, we are able to identify a multi-disciplinary team of experts with appropriate skills and to work with these experts to develop and implement an effective strategy for obtaining the necessary approvals.

In our experience the most effective approvals processes are achieved through:

•an understanding of all the approvals that are required to enable the proposed development to be constructed;

•a comprehensive identification of the issues that must be addressed to achieve each approval;

•the identification of appropriately skilled and experienced experts to address the identified issues and to work as part of a cooperative, inter-disciplinary team;

•a willingness on the part of the proponent/developer to address issues early in the approvals process and in a flexible manner;

•a single-minded focus of all members of the approvals team on the achievement of the necessary approvals, on a time and cost effective basis; and

•an understanding that the approvals process might end up at the Ontario Municipal Board in an adversarial process with the result that all documentation that is prepared by the consulting team must be "hearings ready and defensible" (because it is inordinately expensive and sometimes fatal to try to fix problems late in the approvals process).

The Wood Bull Approach (cont'd)



Within the context of this philosophy, we assist our clients with the following:

- identifying the necessary approvals required to permit the construction of the Development;
- preparing and submitting applications;
- coordinating the work of experts in various disciplines to ensure that it is internally consistent and defensible;
- liaising with the staff and elected officials at the various municipal levels and other approval authorities;
- representation at community meetings, public meetings, Committees of Council and Council, Committees of Adjustment and other approval authorities;
- developing a strategy for addressing the issues of potential objectors, including adjacent landowners;
- negotiating, drafting and reviewing Official Plan amendment(s), Zoning By-law amendment(s), site plan agreement(s), servicing agreement(s), development agreement(s) and other agreements;
- addressing municipal cost sharing and related issues, such as development charge bylaws; and
- Representation before the Ontario Municipal Board, the Environmental Assessment Board, and courts, if necessary.

Wood Bull Services



We assist our private and public sector clients with regard to the following development related matters:

- Official plan amendments;
- Zoning amendments;
- Consents Site plan approvals and agreements;
- Subdivision and condominium plans and agreements;
- Minor variances;
- Consents to severance, easements or long-term leases;
- Development charges;
- Front ending agreements;
- Development agreements;
- Private developer cost sharing agreements.

Wood Bull Services (cont'd)



We assist our private and public sector clients in addressing the requirements of municipal, provincial and federal legislation, including:

•Planning Act;

•Municipal Act;

•City of Toronto Act;

•Ontario Municipal Board Act;

•Greenbelt Protection Act

•Places to Grow Act;

•Development Charges Act;

•Ontario Heritage Act;

•Environment Assessment Act,

•Environmental Protection Act;

•Ontario Water Resources Act;

•Niagara Escarpment Planning and Development Act;

•Public Transportation and Highway Improvement Act;

•Navigable Waters Protection Act;

•Fisheries Act;

•Public Lands Act;

•Conservation Authorities Act.

Wood Bull Projects



We have considerable practical skill in dealing with large development projects that involve a wide range of challenging issues and which require a multidisciplinary consulting team. These projects include:

- Smart!Centres (formerly First Pro Shopping Centres) over 40 shopping centre projects across the Province of Ontario;
 - Eastern Avenue mixed-use infill brownfield redevelopment project (retail/office/residential)
- Oxford Properties Group a large mixed-use block in the Financial District, City of Toronto.
- Wal-Mart, Loblaws, Costco and other retailers extensive experience in regard to commercial projects across the Province of Ontario;
- **Mink Dynasty** Residential intensification condominium project (West Toronto)

Wood Bull Projects (cont'd)



- Marathon Realty mixed-use development project in the City of Toronto Railway Lands;
- Festival Hall Developments a large-scale entertainment and commercial development at John and Richmond Streets in the City of Toronto;
- Metrus Developments Inc. 1,400 residential units and related retail and service commercial on the site of a former refinery in Oakville, Ontario;
- Port Royal Developments a seven building condominium development at Dundas and Islington in the City of Toronto; and
- **Town of Ajax** Secondary Plan for the A6 Secondary Planning Area in northern Ajax, involving over a dozen plans of subdivision, school sites, parks and related retail and service facilities;



"The Universe" on University Ave: A Case Study

Provincial / Municipal Planning Structure



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Planning Act: Legislative Framework







"The Universe" on University Ave: A Case Study:

Who are the Players?

Who is "Government" in an Approvals Process?



- "public body" means:
 - a municipality;
 - a local board;
 - a ministry, department, board, commission, agency or official of a provincial or federal government; or
 - a First Nation; (*Planning Act, s.1*)

Who is "Government" in an Approvals Process?



- "local board" means:
 - any school board;
 - public utility commission;
 - transportation commission;
 - public library board;
 - board of park management;
 - board of health;
 - police services board;
 - planning board; or
 - any other board, commission, committee, body or local authority established or exercising any power or authority under any general or special Act with respect to any of the affairs or purposes of a municipality or of two or more municipalities or portions thereof; (*Planning Act, s.1*)

Who is "Government" in an Approvals Process?



- Includes:
 - Municipalities (Cities, Towns, Regions and Counties)
 - Conservation Authorities
 - Provincial Ministries
 - Public Infrastructure Renewal
 - Municipal Affairs and Housing
 - Transportation
 - Environment
 - Natural Resources
 - Culture & Citizenship (Heritage Act)
 - Federal Departments
 - Department of Fisheries and Oceans
 - Transport Canada
 - Department of Indian and Northern Affairs
 - Utilities (Hydro, Gas Bell, etc.)
 - CN/GO

Who is "the Public" in an Approvals Process?



- Includes:
 - Ratepayers (individuals or groups)
 - Environmental organizations
 - Other special interest groups (non-profit housing association, developer groups, etc.)
 - Competitors



"The Universe" on University Ave: A Case Study:

What are the Facts?

"The Universe" on University Ave: The Site





"The Universe" on University Ave: The Proposal





"The Universe" on University Ave: The Facts



- "The Universe" is a fictional mixed use development project that includes hotel, retail, and office components, along with a desire by city for an affordable housing component.
- Total site size is 1.52 acres with densification for up to 800,000 s.f. buildable
- 50,000 s.f. is to be retail, 300,000 s.f. is condo hotel, 350,000 is office and 100,000 is affordable housing.
- There is a Brownfield component as the site was previously occupied by a drycleaner and a gas station.

"The Universe" on University Ave: The Facts (cont'd)



- Publicly owned lands by provincial government Crown Corporation providing a ground lease and requesting, in addition to ground lease payments, participation in cash flow by ground lessor.
- Land owner is requesting architecturally significant building on the site.
- Built immediately adjacent to Queens Park Subway line with below grade linkage thereto.
- Requires new below grade parking structure.
- Needs to respect the heritage designated property next door to ensure it is not disturbed or damaged.
- It is located on the corner of University and College as outlined in the below rendering as Phase 2



"The Universe" on University Ave: A Case Study:

What are the Land Use Changes that are required?

"The Universe" on University Ave: Required Rezoning



Existing Zoning

Zoning by-law 438-86 zones the site 'Q T3.0' which permits institutional uses to a maximum density of three times the area of the lot.

Site Specific By-law 531-83 zones the site 'QR L5 U480' which permits both hospital and residential uses. A density of five times the area of the lot is permitted provided the heritage building at 101 College Street is maintained in its entirety. There is a height limit of 76 metres for the block and a parking requirement of 193 parking spaces for the existing uses.

Required Zoning By-law Amendment

The proposed density would be approximately 12.1 times the area of the lot. This exceeds both the five times the lot area permitted in By-law 531-83 provided the heritage building is retained in its entirety and the three times the lot area permitted in By-law 438-86.

The applicant proposes to replace the existing 'QR' or Institutional/Residential zoning on the north portion of the site with permission for Commercial/Residential development. Commercial uses are not currently permitted on the site.

"The Universe" on University Ave: Relationship of Zoning to Official Plan



- 24. (1) Despite any other general or special Act, where an official plan is in effect, no public work shall be undertaken and, except as provided in subsections (2) and (4), no by-law shall be passed for any purpose that does not conform therewith. (*Planning Act*)
- **Implication**: Need to review Official Plan policies prior to making rezoning application.



Existing Official Plan Designation (2001)

The former City of Toronto Official Plan designates the block as 'Hospital Area'. Section 11 'Hospital Policies', applies to the site.

• Hospital policies do not permit commercial and private residential uses.

Required Official Plan Amendment (2001)

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Map 2, Urban Structure



Downtown and Central Waterfront, Policies

Policies

- 3. The quality of the *Downtown* will be improved by:
 - a) developing programs and activities to maintain and upgrade public amenities and infrastructure;
 - b) recognizing the high maintenance needs of streets, open spaces and City services in this heavy demand area;
 - c) enhancing existing parks and acquiring new parkland where feasible; and
 - d) preserving and strengthening the range and quality of the social, health, community services and local institutions located *Downtown*.
- 4. A full range of housing opportunities will be encouraged through:
 - a) residential intensification in the *Mixed Use Areas* and *Regeneration Areas* of *Downtown*; and
 - b) sensitive infill within *Downtown Neighbourhoods* and *Downtown Apartment Neighbourhoods*.





Downtown and Central Waterfront, Policies (cont'd)

- The architectural and cultural heritage of *Downtown* will be preserved by designating buildings, districts and open spaces with heritage significance and by working with owners to restore and maintain historic buildings.
- Design guidelines specific to districts of historic or distinct character will be developed and applied to ensure new development respects the context of such districts in terms of the development's fit with existing streets, setbacks, heights and relationship to landmark buildings.
- A campaign to improve *Downtown* over time and to achieve a healthy and competitive future will be pursued by setting priorities for local improvements.



Map 18, Land Use Plan



Existing Official Plan Designation – Institutional

Policies

- Institutional Areas are made up of major educational, health and governmental uses with their ancillary uses, cultural, parks and recreational, religious, commercial and institutional residence facilities, including the full range of housing associated with a health institution, as well as utility uses. Our major health and educational institutions are important employers and service providers and will continue to grow to serve the needs of an increasing city and regional population.
- Strong linkages between major institutions and the private sector for joint research, innovation and the creation of new products and services will be encouraged by:
 - a) permitting firms engaged in a joint venture with a major institution, research and development facilities and professional offices affiliated with, or in combination with major institutions, to locate in *Institutional Areas*; and
 - b) promoting the creation of "science parks" or campuses within or in the vicinity of *Institutional Areas*, outside of established *Neighbourhoods*.




Existing Official Plan Designation – Institutional (cont'd)

- 3. Institutional facilities that serve a broader regional population should, wherever possible, locate close to an existing rapid transit line. Where an existing university, college or hospital campus, or major cultural institution is not directly served by rapid transit, the provision of excellent surface transit to these institutions will be pursued.
- New buildings and structures in the vicinity of hospital heliports will be sited and massed to protect the continued use of flight paths to hospital heliports.



Existing Official Plan Designation - Institutional (cont'd)

- Universities, colleges and hospitals will be encouraged to create campus plans in consultation with nearby communities that will:
 - a) identify heritage buildings and landscapes, accessible open spaces, natural areas and important views to be conserved and integrated;
 - b) be compatible with adjacent communities;
 - create visual and physical connections that integrate campuses with adjacent districts of the City;
 - d) identify the network of pedestrian routes to be maintained, extended and improved;
 - examine existing transportation modes and create policies and programs that emphasize the use of public transit, walking and cycling over automobile travel;
 - f) minimize traffic infiltration on adjacent neighbourhood streets;
 - g) provide bicycle parking for employees, students and visitors and sufficient off-street automobile parking;
 - h) identify development sites to accommodate planned growth and set out building envelopes for each site; and
 - identify lands surplus to foreseeable campus needs that can be leased for other purposes.



Existing Official Plan Designation - Institutional (cont'd)

6. When lands in *Institutional Areas* or the sites of major government, health care or educational institutions are declared to be surplus, the owner is encouraged to investigate the possible use of the site for an alternative suitable public institutional purpose, affordable housing or public open space, before applying to redesignate the lands for other purposes. Institutional owners of well-located parcels of surplus lands are encouraged to lease rather than sell such properties wherever possible.



166 . Southeast Corner of College Street and University Avenue

Residential uses are permitted.







Key Official Plan Policy

 Institutional Areas are made up of major educational, health and governmental uses with their ancillary uses, cultural, parks and recreational, religious, commercial and institutional residence facilities, including the full range of housing associated with a health institution, as well as utility uses. Our major health and educational institutions are important employers and service providers and will continue to grow to serve the needs of an increasing city and regional population.

Required Official Plan Amendment

An Official Plan Amendment may be required to permit commercial uses, inclusive of office and retail uses, unrelated to institutional uses in an Institutional Area.

Official Plan Amendment Process: Planning Act





OMB PROCESS

Zoning By-law Amendment Process: Planning Act



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OMB PROCESS



Official Plan Amendments, Zoning By-law Amendments and Combined Applications



"The Universe" on University Ave: Pre-Application Consultation



Pre-Application Consultation and Submission of "Complete" Applications

Pre-application consultation and submission of "complete" applications are central to the City's commitment to complete the review of your application within our timeline targets.

• **Pre-application consultation** allows you to discuss your proposal with City staff and identify and address any potential areas of concern early in the process. This will save you both time and money. (*Toronto Development Guide*)



Submission of a Complete Application

The City will consider your application(s) to be "complete" if it is accompanied by the required information identified in this Guide and through your pre-application consultation discussions. Submission of a complete application is crucial to the City's commitment to meet the STAR target timelines. A complete application will allow a more efficient and comprehensive review of all supporting material by the City.

If you submit an incomplete application, the City may respond in a number of ways. Usually, the City will return your application and request that you submit the outstanding information. Making your submission in person is recommended as this provides an opportunity for immediate confirmation of the completeness of your submission.

If you submit an application that meets the minimum submission requirements of the *Planning Act* but do not submit the additional information, the City will process your application and will not be subject to its STAR timeline commitments. (*Toronto Development Guide*)



Compulsory Requirements

- Application Fees
- Completed Application Form(s), including Authorization of Agent form
- Covering Letter, which briefly outlines the nature of the application(s), details of the pre-application consultations, full contents of the submission package and contact names for the application(s)
- Appropriate Plans/Drawings
- Planning Rationale
- Transportation Impact Study
- Servicing Report, including stormwater management considerations
- Arborist/Tree Preservation Report (*Toronto Development Guide*)



Other Possible Requirements

- <u>Community Services and Facilities Studies</u> may be required for large sites that are inadequately serviced or located in areas experiencing major growth or change.
- <u>Housing Issues Report</u> if seeking to demolish existing rental residential properties, intensify existing rental sites, convert existing rental housing to condominium or proposing a residential development in excess of 5 hectares.
- <u>Section 37 Community Benefits</u> if seeking a significant increase in height or density through a rezoning.
- Computer Generated Building Mass Model.



Other Possible Requirements (cont'd)

- <u>Pedestrian Level Wind Study</u> if the proposal is for buildings six storeys (20 metres) or greater in height.
- <u>Sun/Shadow Study</u> if the proposal is for buildings six storeys (20 metres) or greater in height.
- <u>Loading Study</u> if the proposal is seeking to amend existing City Bylaw loading standards. (*Toronto Development Guide*)
- <u>Parking Study</u> if the proposal is seeking to amend existing City Bylaw parking standards.



Other Possible Requirements (cont'd)

- <u>Contaminated Site Assessment</u> if the property is a potentially contaminated site that is going to a more sensitive land use or is in the area of influence of a former waste disposal site.
- <u>Natural Heritage Impact Study</u> if the proposal is likely to have impacts on the natural heritage system shown on Map 9 of the Official Plan.
- <u>Environmental Impact Study</u> if the proposal is likely to have impacts on aspects of the natural environment not considered in a Natural Heritage Impact Study.



Other Possible Requirements (cont'd)

- <u>Archaeological Assessment</u> if the property is on the City's database of lands containing archaeological potential.
- <u>Heritage Impact Statement (Conservation Strategy)</u> if the property is on the City of Toronto's Inventory of Heritage Properties, which includes both listed and designated properties.
- <u>Other reports/studies</u> identified through staff consultation.

(Toronto Development Guide)



"The Universe" on University Ave: OPA, Rezoning: Required Plans

Official Plan Amendment

•Boundary Plan of Survey

Context Plan

Concept Site and Landscape Plan

Zoning By-law Amendment

- •Boundary Plan of Survey
- Context Plan
- •Concept Site and Landscape Plan
- •Underground Garage Plan(s) (when applicable)
- •Floor Plans
- •Elevations and Site Sections
- •Tree Preservation Plan
- (Toronto Development Guide)

"The Universe" on University Ave: Terms of Reference for Studies



The Toronto Development Guide provides Terms of Reference for the following Studies and Reports:

City Planning

- Planning Rationale
- Community Services and Facilities Studies
- Housing Issues Report
- Architectural Control Guidelines
- Computer Generated Building Mass Model
- Pedestrian Level Wind Study
- Sun/Shadow Study
- Urban Design Guidelines (*Toronto Development Guide*)

"The Universe" on University Ave: Terms of Reference for Studies (cont'd)

Works and Emergency Services

- Loading Study
- Parking Study
- Traffic Operations Assessment
- Transportation Impact Study
- Servicing Report
- Stormwater Management Report

Heritage Preservation Services

- Archaeological Assessment
- Heritage Impact Statement (Conservation Strategy)
- Natural Heritage Impact Study

Urban Forestry

• Arborist/Tree Preservation Report (*Toronto Development Guide*)



Official Plan Amendments, Zoning By-law Amendments and Combined Applications Wood

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"The Universe" on University Ave: A Case Study:

Staff Recommendations

Approvals Process: Staff Recommendations (cont'd)



It is recommended that City Council:

- (1) amend the Official Plan for the former City of Toronto substantially in accordance with the draft Official Plan Amendment attached as Appendix B;
- (2) amend Zoning By-laws 531-83 and 438-86 for the lands known as 101 College Street substantially in accordance with the draft Zoning By-law Amendment attached as Appendix C;
- (3) authorize the City Solicitor to make such stylistic and technical changes to the draft Official Plan Amendment and draft Zoning By-law Amendment as may be required;
- (4) before introducing the necessary Bills to City Council for enactment, require the owner to enter into a Section 37 Agreement to secure the restoration of the retained portions of the heritage building at 101 College Street and to provide for a public art commitment equal to one percent of the gross construction cost;
- (5) before introducing the necessary Bills to City Council for enactment, require the owner to enter into an amended Heritage Easement Agreement to the satisfaction of the City Solicitor and the Commissioner of Economic Development, Culture and Tourism;



- (6) grant authority for the execution of an amending Heritage Easement Agreement under Section 37 of the Ontario Heritage Act using substantially the form of the easement agreement prepared in February 1987 by the City Solicitor and on file with the City Clerk, subject to such amendments as may be deemed necessary by the City Solicitor in consultation with the Manager, Heritage Preservation Services;
- (7) grant authority for the introduction of Bills in Council authorizing execution of the Heritage Easement Agreement, and:
 - a) require the owner to provide the Commissioner of Economic Development, Culture and Tourism with two (2) copies of the required replacement photographs of 101 College Street for inclusion in the Heritage Easement Agreement; and
 - b) authorize the appropriate City Officials to take whatever action is necessary to give effect hereto;



(8) require the Heritage Easement Agreement to secure the following:

- a) require that the development of this property conform to:
 - i) the Open Space Guidelines prepared by Hough, Woodland, Naylor, Dance, Leinster dated February 2001;
 - ii) the Heritage Strategy and Restoration Plan prepared by William Greer, Architect, dated January 2001; and
 - iii) the Design Guidelines prepared by William Greer, Architect/Bregman + Hamann Architects, dated January 2001;

all as approved by the Commissioners of Economic Development, Culture and Tourism and Urban Development Services;



- b) prior to the issuance of a building permit, require the owner to submit a final Open Space/Landscape Plan that meets with the approval of the Commissioners of Urban Development Services and Economic Development, Culture and Tourism (the Manager of Heritage Preservation Services);
- c) prior to the issuance of a building permit, require the owner to post Letters of Credit with the City in amounts satisfactory to the Commissioner of Economic Development, Culture and Tourism to ensure restoration of the heritage building and protection for it during construction of the development Areas;
- d) prior to the issuance of any permit related to the redevelopment of these lands require the owner to provide a shoring and underpinning design to the satisfaction of the Commissioner of Economic Development, Culture and Tourism (the Manager of Heritage Preservation Services); and



"The Universe" on University Ave: A Case Study:

The Site-Specific Official Plan Amendment

Site Specific Official Plan Amendment No. 184

- Section 18 of the Official Plan, for the former City of Toronto is hereby amended by adding the following Section 18.524 and the attached Map 18.524.
 - "18.524 Lands bounded by College Street, Elizabeth Street, Gerrard Street West and University Avenue.

Notwithstanding any of the provisions of this Plan, Council may pass by-laws applicable to the lands delineated by heavy lines on Map 18.524, to permit increases in the density and height of development otherwise permitted, to permit the erection and use on Parcel A, as shown on Map 18.524, of buildings containing *commercial, residential* and *institutional* uses and any combination thereof and on Parcel B, as shown on Map 18.524, of *institutional* buildings provided that:

 the lands, being the *lot*, consist of Parcels A and B, which Parcels are shown on Map 18.524;

Notwithstanding the definition of "lot", contained in the Plan, Parcels A and B shall comprise a "lot" notwithstanding more than one building is or is to be erected thereon, and all such buildings shall be deemed to have a common basement;

- (2) the residential gross floor area, non-residential gross floor area or a combination of residential and non-residential gross floor area of all buildings to be erected and used on Parcel A does not exceed 130,060 square metres. For the purposes of determining the maximum gross floor area permitted by this subsection, the gross floor area contained within the existing building identified as College Wing on Map 18.524 shall be excluded;
- the non-residential gross floor area of buildings within Parcel B does not exceed 172,600 square metres;
- (4) the owner of the lands is required by by-law to:
 - A. retain, restore, conserve and maintain the College Wing in accordance with the approved Open Space Guidelines dated February, 2001 prepared by Hough, Woodland, Naylor, Dance, the approved Heritage Strategy and Restoration Plan prepared by William Greer, Architect (dated January, 2001) and the approved Design Guidelines prepared by William Greer, architect/Bregman and Hamann Architects (dated January 2001);



Site Specific Official Plan Amendment No. 184

- B. deposit with the City, letters of credit in amounts satisfactory to the Commissioner of Economic Development, Culture and Tourism prior to the demolition of any part of the College Wing identified in the heritage easement agreement and prior to the restoration of the College Wing;
- C. provide and maintain one or more works of art pursuant to a public art program in publicly accessible portions of the *lot* of a value not less than one per cent of the cost of construction of all new buildings, structures and additions erected on Parcel A on or after the date of passing of this By-law, provided that the costs related to obligations under the agreements drawn pursuant to Section 37 of the *Ontario Heritage Act* and costs related to public art and public hospital and facilities, shall not be included in such valuation;
- D. provide, maintain and operate the development in accordance with the Noise Impact Statement approved by the Commissioner of Works and Emergency Services;
- E. provide space within the development for the construction of any transformer vaults, Hydro and Bell maintenance holes, sewer maintenance holes and any other collateral matters which are required in connection with this development; and
- F. enters into one or more agreements with the City pursuant to Section 37 of the *Planning Act* to secure all the facilities, services and matters referred to in this By-law, and such agreement or agreements are appropriately registered against the title of the lands."





Site Specific Official Plan Amendment No. 184



MAP 18.524



"The Universe" on University Ave: A Case Study:

The Site-Specific Zoning By-law Amendment

Site Specific Zoning By-law 503-2001 Notwithstanding the definition of "lot" contained in section 2(1) of the aforesaid By-law No. 438-86, Parcels A and B as shown on the attached Plan 1, shall comprise a "lot" notwithstanding more than one building is or is to be erected thereon, and all such buildings shall be deemed to have a common basement;

- (2) no part of the buildings to be erected on Parcel A, above grade, are located otherwise than wholly within the area shown delineated by a heavy line on Plan 2 attached hereto;
- (3) landscaped open space is provided and maintained at least as shown on Plan 3 attached hereto;
- (4) the area adjacent to College Street shown as Open Space on Plan 3 is used for no purpose other than open recreation area accessible to the public and contains no structure above or below grade, except any below grade connection to a subway entrance or facility and except for any below grade parking structure beneath the portion of the Open Space adjacent to lands on which the easterly and westerly extremities erected circa 1927 of the College Wing are located provided such extremities have been removed;
- (5) the residential gross floor area, non-residential gross floor area or a combination of residential and non-residential gross floor area of all buildings to be erected and used on Parcel A does not exceed 130,060 square metres. For the purposes of determining the maximum gross floor area permitted by this subsection, the gross floor area contained within the existing building identified as "College Wing" on Plan 3 shall be excluded;
- (6) the non-residential gross floor area of buildings within Parcel B shown on Plan 3 does not exceed 172,600 square metres;
- uo parking spaces or loading spaces are required for the "College Wing";
- (8) no part of any building or structure shall exceed those *heights*, in metres, following the symbol "H", shown on the attached Plan 4, exclusive of those rooftop facilities and matters otherwise permitted by section 4(2)(a) of By-law No. 438-86, as amended;
- (9) except as provided in section 1(7) of this By-law, the owner or occupant of Parcel A provides and maintains motor vehicular parking in accordance with the provisions of By-law No. 438-86, as amended, except to the extent of providing for each one-bedroom and two-bedroom dwelling units within a building containing more than 6 dwelling units, 0.7 and 1.0 parking spaces respectively; and
- (10) notwithstanding the provisions of this By-law or By-law No. 438-86, as amended, no person shall erect or use a building or structure within Parcel B unless the



Site Specific Zoning By-law 503-2001 owner or occupant provides and maintains within Parcel B at least 81 *parking spaces* and at least 8 loading spaces, which loading spaces, notwithstanding By-law No. 438-86, as amended, shall have a length of at least 4.87 metres, a width of at least 2.59 metres and a vertical clearance of at least 2.43 metres.

- Sections 12(1) 334 and 12(1) 335 of By-law No. 438-86, as amended, are amended by deleting the phrase, "101 College Street By-law 531-83".
- 3. Notwithstanding Section 1 hereof, the density and height of development permitted by Section 1 is permitted subject to compliance with the conditions set out therein and in return for the provision by the owner of the *lot* referred to in Section 1 of the following facilities, services and matters to the City of Toronto, namely:
 - retain, restore, conserve and maintain the College Wing in accordance with the approved Open Space Guidelines dated February, 2001 prepared by Hough, Woodland, Naylor, Dance, the approved Heritage Strategy and Restoration Plan prepared by William Greer, Architect (dated January, 2001) and the approved Design Guidelines prepared by William Greer, architect/Bregman and Hamann Architects (dated January 2001);
 - (2) deposit with the City, letters of credit in amounts satisfactory to the Commissioner of Economic Development, Culture and Tourism prior to the demolition of any part of the College Wing identified in the heritage easement agreement and prior to the restoration of the College Wing;
 - (3) provide and maintain one or more works of art pursuant to a public art program in publicly accessible portions of the *lot* of a value not less than one per cent of the cost of construction of all new buildings, structures and additions erected on Parcel A on or after the date of passing of this By-law, provided that the costs related to obligations under the agreements drawn pursuant to Section 37 of the *Ontario Heritage Act* and costs related to public art and public hospital and facilities, shall not be included in such valuation;
 - provide, maintain and operate the development in accordance with the Noise Impact Statement approved by the Commissioner of Works and Emergency Services;
 - (5) provide space within the development for the construction of any transformer vaults, Hydro and Bell maintenance holes, sewer maintenance holes and any other collateral matters which are required in connection with this development; and
 - (6) enters into one or more agreements with the City pursuant to Section 37 of the *Planning Act* to secure all the facilities, services and matters referred to in this By-law, and such agreement or agreements are appropriately registered against the title of the lands.



Site Specific Zoning By-law 503-2001

- For the purposes of this By-law, each word or expression which is italicized herein shall have the same meaning as each word and expression as defined in the aforesaid By-law No. 438-86, as amended.
- By-law No. 531-83 being, "A By-law to amend By-law No. 20623, as amended, respecting certain lands of the Toronto General Hospital bounded by College Street, Elizabeth Street, Gerrard Street West and University Avenue", is repealed.
- Section 13 of By-law No. 438-86, as amended, is further amended by deleting from the Schedule, the line, "By-law No. 531-83 respecting 101 College Street.".

ENACTED AND PASSED this 1st day of June, A.D. 2001.

CASE OOTES, Deputy Mayor JEFFREY A. ABRAMS, Acting City Clerk

(Corporate Seal)



PLAN 1

Site Specific Zoning By-law 503-2001







Site Specific Zoning By-law 503-2001

AVENUE

UNVERSITY



PLAN 2







PLAN 3
"The Universe" on University



Site Specific Zoning By-law 503-2001



PLAN 4



"The Universe" on University Ave: A Case Study: Heritage Easement Agreement

"The Universe" on University Ave: Ontario Heritage Act: Heritage Easements



Easements

37. (1) Despite subsection 36 (1), after consultation with its municipal heritage committee, if one is established, the council of a municipality may pass by-laws providing for the entering into of easements or covenants with owners of real property or interests in real property, for the conservation of property of cultural heritage value or interest. 2002, c. 18, Sched. F, s. 2 (19). (*Ontario Heritage Act*)

"The Universe" on University Ave: Heritage Easement Agreement:



Staff Recommendation:

Require the Heritage Easement Agreement to secure the following:

- (a) Require that the development of this property conform to:
 - the Open Space Guidelines prepared by Hough, Woodland, Naylor, Dance, Leinster dated February 2001;
 - the Heritage Strategy and Restoration Plan prepared by William Greer, Architect, dated January 2001; and
 - the Design Guidelines prepared by William Greer, Architect/Bregman + Hamann Architects, dated January 2001;

all as approved by the Commissioners of Economic Development, Culture and Tourism and Urban Development Services;

"The Universe" on University Ave: Heritage Easement Agreement



Staff Recommendation (cont'd):

- (b) Prior to the issuance of a building permit, require the owner to submit a final Open Space/Landscape Plan that meets with the approval of the Commissioners of Urban Development Services and Economic Development, Culture and Tourism (the Manager of Heritage Preservation Services);
- (c) Prior to the issuance of a building permit, require the owner to post Letters of Credit with the City in amounts satisfactory to the Commissioner of Economic Development, Culture and Tourism to ensure restoration of the heritage building and protection for it during construction of the development Areas;
- (d) Prior to the issuance of any permit related to the redevelopment of these lands require the owner to provide a shoring and underpinning design to the satisfaction of the Commissioner of Economic Development, Culture and Tourism (the Manager of Heritage Preservation Services); and























"The Universe" on University Ave: A Case Study:

Section 37 (Planning Act) Agreement

"The Universe" on University Ave: The Planning Act: Section 37



<u>37. (1)</u> The council of a local municipality may, in a by-law passed under section 34, authorize increases in the height and density of development otherwise permitted by the by-law that will be permitted in return for the provision of such facilities, services or matters as are set out in the by-law.

Condition

(2) A by-law shall not contain the provisions mentioned in subsection (1) unless there is an official plan in effect in the local municipality that contains provisions relating to the authorization of increases in height and density of development.

Agreements

(3) Where an owner of land elects to provide facilities, services or matters in return for an increase in the height or density of development, the municipality may require the owner to enter into one or more agreements with the municipality dealing with the facilities, services or matters.

Registration of agreement

(4) Any agreement entered into under subsection (3) may be registered against the land to which it applies and the municipality is entitled to enforce the provisions thereof against the owner and, subject to the provisions of the *Registry Act* and the *Land Titles Act*, any and all subsequent owners of the land. R.S.O. 1990, c. P.13, s. 37.

"The Universe" on University Ave: The Planning Act: Section 37



Staff Recommendation:

(4) before introducing the necessary Bills to City Council for enactment, require the owner to enter into a Section 37 Agreement to secure the restoration of the retained portions of the heritage building at 101 College Street and to provide for a public art commitment equal to one percent of the gross construction cost;



Subsection 5.1.1 Height and/or Density Increases

- Zoning by-laws, pursuant to Section 37 of the Planning Act, may be enacted to permit more height and/or density than is otherwise permitted by the Zoning By-law in return for the provision of community benefits in the form of facilities, services or matters that are set out in the Zoning By-law. Development involving increases in height and/or density must constitute good planning and be consistent with the objectives and development policies of this Plan.
- An owner may elect to either develop at the increased density and/or height in return for providing specified community benefits, or develop in accordance with the height and density permitted by the Zoning By-law in the absence of any such increase(s). Where the owner elects to provide the community benefits, they will be secured in one or more agreements that are registered on title to the lands.



Increases in height and/or density are to be measured from the higher of:

- a) the maximum height and/or density for the use in the Zoning By-law or a prevailing Secondary Plan or a site or area specific policy in this Plan, whichever is greatest; or
- b) the maximum height and/or density for the use in the predecessor municipal Official Plan, as a transition measure, where:
 - i) the new comprehensive City of Toronto Zoning By-law that implements this Plan has not yet been approved; and
 - ii) all conditions required under the predecessor Plan have been satisfied.



- 4. Section 37 may be used for development excepting non-profit developments, with more than 10,000 square metres of gross floor area where the zoning by-law amendment increases the density by at least 1,500 square metres and/or significantly increases the permitted height. Where the Zoning By-law measures residential density in units per hectare (UPH), the units are converted to gross floor area at the rate of 100 square metres per unit in order to determine whether these thresholds are exceeded.
- Despite the previous policy, Section 37 may be used irrespective of the size of the project or the increase in height and/or density:
 - a) to conserve heritage resources or rental housing;
 - b) to replace rental housing in accordance with Council-adopted guidelines;
 - c) where a Secondary Plan or site-specific policies in this Plan contain Section 37 provisions that prevail; and
 - as a mechanism to secure facilities, services or matters required to support development.

- Section 37 community benefits are capital facilities and/or cash contributions toward specific capital facilities, above and beyond those that would otherwise be provided under the provisions of the *Planning Act* or *Development Charges Act* including:
 - a) the conservation of heritage resources that are designated and/or listed on the City of Toronto Inventory of Heritage Properties;
 - b) fully furnished and equipped non-profit child care facilities, including start-up funding;
 - c) public art;
 - d) other non-profit arts, cultural, community or institutional facilities;
 - e) parkland, and/or park improvements;
 - f) public access to ravines and valleys;
 - g) streetscape improvements on the public boulevard not abutting the site;
 - h) rental housing to replace demolished rental housing, or preservation of existing rental housing;
 - purpose built rental housing with mid-range or affordable rents, land for affordable housing, or, at the discretion of the owner, cash-in-lieu of affordable rental units or land;
 - j) local improvements to transit facilities including rapid and surface transit and pedestrian connections to transit facilities;
 - k) land for other municipal purposes; and
 - other local improvements identified through Community Improvement Plans, Secondary Plans, Avenue Studies, environmental strategies, sustainable energy strategies, such as deep lake water cooling, the capital budget, community service and facilities strategies, or other implementation plans or studies.





- Section 37 community benefits will be selected on the basis of local community needs, the nature of the development application, any implementation guidelines or plans adopted by Council and the strategic objectives and policies of this Plan. Priority will be given to on-site or local community benefits.
- Section 37 policies may be adopted for defined areas or purposes that include a quantitative relationship between the increases in density and/or height and the community benefits to be provided.
- All zoning by-law provisions enacted pursuant to Section 37 and agreements in effect at the time of adoption of the Plan are authorized by this Plan and deemed to comply with this Plan.



"The Universe" on University Ave: A Case Study:

Site Plan Control



(5) No person shall undertake any development in an area designated under subsection (2) unless the City or, where a referral has been made under subsection (15), the Ontario Municipal Board has approved one or both, as the City may determine, of the following:

1. Plans showing the location of all buildings and structures to be erected and showing the location of all facilities and works to be provided in conjunction therewith and of all facilities and works required under clause (11) (a).





- 2. Drawings showing plan, elevation and cross-section views for each building to be erected, except a building to be used for residential purposes containing less than 25 dwelling units, which drawings are sufficient to display.
 - i. the massing and conceptual design of the proposed building,
 - ii. the relationship of the proposed building to adjacent buildings, streets, and exterior areas to which members of the public have access,
 - iii. the provision of interior walkways, stairs, elevators and escalators to which members of the public have access from streets, open spaces and interior walkways in adjacent buildings,



- iv. matters relating to exterior design, including without limitation the character, scale, appearance and design features of buildings, and their sustainable design, but only to the extent that it is a matter of exterior design, if an official plan and a by-law passed under subsection (2) that both contain provisions relating to such matters are in effect in the City, and
- v. the sustainable design elements on any adjoining highway under the City's jurisdiction, including without limitation trees, shrubs, hedges, plantings or other ground cover, permeable paving materials, street furniture, curb ramps, waste and recycling containers and bicycle parking facilities, if an official plan and a by-law passed under subsection (2) that both contain provisions relating to such matters are in effect in the City. 2006, c. 11, Sched. A, s. 114 (5).



Exclusions from site plan control

(6) The following matters are not subject to site plan control:

- 1. The interior design.
- 2. The layout of interior areas, excluding interior walkways, stairs, elevators and escalators referred to in subparagraph 2 iii of subsection (5).
- 3. The manner of construction and construction standards. 2006, c. 11, Sched. A, s. 114 (6).

"The Universe" on University Ave: Site Plan Control Process



Wood

Bull

Barristers & Solicitors

"The Universe" on University Ave: Site Plan Control (cont'd)





"The Universe" on University Ave: Site Plan Approval Process



Review Procedure for Site Plan Control Applications

There are two types of review procedures for Site Plan Control applications. Approval authority for Site Plan Control applications has been delegated to the Chief Planner or his/her designates by City Council. However, City Councillors retain the right to request that any individual application be reported to City Council for its decision. These are termed "bumped-up" applications. (*Toronto Development Guide*)

"The Universe" on University Ave: Site Plan: Application Requirements



Compulsory Requirements

- Application Fees
- Completed Application Form(s), including Authorization of Agent form
- Covering Letter, which briefly outlines the nature of the application, details of the pre-application consultations, full contents of the submission package and contact names for the application
- Appropriate Plans/Drawings
- Planning Rationale
- Stormwater Management Report
- Arborist/Tree Preservation Report (*Toronto Development Guide*)

"The Universe" on University Ave: Site Plan: Application Requirements



Other Possible Requirements

- Computer Generated Building Mass Model.
- <u>Pedestrian Level Wind Study</u> if the proposal is for buildings six storeys (20 metres) or greater in height.
- <u>Sun/Shadow Study</u> if the proposal is for buildings six storeys (20 metres) or greater in height.
- Loading Study if no City By-law standards exist.
- <u>Parking Study</u> if no City By-law standards exist.
- <u>Traffic Operations Assessment</u> if proposing a significant development.
- <u>Contaminated Site Assessment</u> if the property is a potentially contaminated site that is going to a more sensitive land use or is in the area of influence of a former waste disposal site. (*Toronto Development Guide*)

"The Universe" on University Ave: Site Plan: Application Requirements



Other Possible Requirements (cont'd)

- <u>Natural Heritage Impact Study</u> if the proposal is likely to have impacts on the natural heritage system shown on Map 9 of the Official Plan.
- <u>Environmental Impact Study</u> if the proposal is likely to have impacts on aspects of the natural environment not considered in a Natural Heritage Impact Study.
- <u>Archaeological Assessment</u> if the property is on the City's database of lands containing archaeological potential.
- <u>Heritage Impact Statement</u> (Conservation Strategy) if the property is on the City of Toronto's Inventory of Heritage Properties, which includes both listed and designated properties.
- <u>Other reports/studies</u> identified through staff consultation (*Toronto Development Guide*)

TERMS OF REFERENCE FOR REPORTS ARE THE SAME AS FOR OPAS AND REZONINGS.

"The Universe" on University Ave: Site Plan: Required Plans



Site Plan Control Applications (Complex, Routine & Quick Stream)

- Boundary Plan of Survey
- Context Plan
- Site Plan
- Grading, Surface Water and Stormwater Management Plan (if applicable)
- Underground Garage Plan(s) (when applicable)
- Floor Plans
- Building Cross-Sections
- Building Elevations
- Roof Plan
- Perspective Drawing (not required for projects under 4000m2)
- Landscape Plan
- Tree Preservation Plan
- Public Utilities Plan (Toronto Development Guide)



"The Universe" on University Ave: A Case Study:

Parking

"The Universe" on University Ave: Parking



Staff report (2001)

"Existing Above Grade Parking Structure

With this redevelopment proposal, a surface parking lot containing approximately 80 spaces will be removed, reducing the on-site parking supply related to hospital uses to the 81 spaces proposed below grade in the Bell Building. However, the Hospital's recent expansion of the Elizabeth Street parking garage from 688 parking spaces to 1,129 parking spaces results in a parking supply of 3,976 spaces for hospitals within the area. This figure is about mid-way between the minimum and maximum under the provisions of the Zoning By-law. The reduction of on-site hospital parking spaces is, therefore, acceptable.

Proposed Underground Parking

No parking or below grade services will be permitted under either the historic building or the landscaped open space. There are two possible exceptions to this prohibition. One would be a subway connection from University Avenue to the below grade level of any building located at the corner of University Avenue and College Street, should the developer chose to provide such a connection. The other would be underground parking extending under the landscaped open space to the east and the west of the retained portions of the heritage building.

"The Universe" on University Ave:

Proposed Non-residential Parking Standard (2007)

Category	Description	Jurisdiction	Proposed Parking Standard (spaces/100 m ² GFA)		
			Minimum	Maximum	
		Downtown Toronto & Central Waterfront	0.4	0.8	
General	Also include Government Office	Centres ⁽¹⁾	1	1.4	
Office	use	Avenues	1	2	
		Rest of City	1.5	-	
		Downtown Toronto & Central Waterfront	0.3	3	
Medical Office		Centres	1	3.5	
		Avenues	1.5	6	
		Rest of City	3	-	
	also includes Large Format Retail and Personal Services	Downtown Toronto & Central Waterfront	1(2)	3.5	
General		Centres and Avenues	1(2)	4	
Retail		Rest of City, GFA<10,000m ²	1.5(2)	-	
		Rest of City, GFA>10,000m ²	3	-	
		Downtown Toronto & Central Waterfront	0.4 0.8 1 1.4 1 2 1.5 - 0.3 3 1 3.5 1.5 6 3 - 1(2) 3.5 1(2) 3.5 1(2) - 3 - 2(2) 3.5 2(2) 4.5 4(³) - 1 4.5 2.5 - 0 3.5 0 4 0 5 0 - 3 -	3.5	
Bank		Centres and Avenues	2(2)	4.5	
		Rest of City	4 ⁽³⁾	-	
Large Grocery		Downtown Toronto & Central Waterfront, Centres, and Avenues	1	4.5	
Clocery		Rest of City	2.5	-	
	all types	Downtown Toronto & Central Waterfront	0	3.5	
		Centres	0	4	
Restaurant		Avenues	0	5	
		Rest of City, GFA<150m ²	0	-	
		Rest of City, 150m ² <gfa<500m<sup>2</gfa<500m<sup>	3	-	
		Rest of City, GFA>500m ²	5	-	



"The Universe" on University Ave:



Proposed Residential Condo Parking Standard (2007)

	Resident Standard (to accommodate personal vehicles)							Visitor	
Location	Bachelor		1 Bedroom		2 Bedrooms		3+Bedrooms		Parking (Minimum&
	Minimum	Maximum	Minimum	Maximum	Minimum	Maximum	Minimum	Maximum	maximum
Downtown Core	0.30	0.45	0.50	0.75	0.70	1.05	0.90	1.35	0.10
Downtown and Central Waterfront	0.30	0.45	0.50	0.75	0.80	1.20	1.00	1.50	0.10
Centres and Avenues on Subway	0.60	0.90	0.70	1.05	0.90	1.35	1.00	1.50	0.10
Other Avenues (well served by Surface Transit)	0.70	1.05	0.80	1.20	0.90	1.35	1.10	1.65	0.15
Rest of City	0.80	-	0.90	-	1.00	-	1.20	-	0.20

Note: Maximum standards are 50% higher than the minimum standards except the Rest of the City where there are no maximum standards.

"The Universe" on University Ave:

Proposed Residential Rental Parking Standard (2007)

	Resident Standard (to accommodate personal vehicles)							Visitor	
Location	Bachelor		1 Bedroom		2 Bedrooms		3+Bedrooms		Parking (Minimum&
	Minimum	Maximum	Minimum	Maximum	Minimum	Maximum	Minimum	Maximum	maximum
Downtown Core	0.20	0.30	0.40	0.60	0.50	0.75	0.70	1.05	0.10
Downtown and Central Waterfront	0.20	0.30	0.40	0.60	0.60	0.90	0.80	1.20	0.10
Centres and Avenues on Subway	0.40	0.60	0.50	0.75	0.70	1.05	0.80	1.20	0.10
Other Avenues (well served by Surface Transit)	0.50	0.75	0.60	0.90	0.70	1.05	0.90	1.35	0.15
Rest of City	0.80	-	0.90	-	1.00	-	1.20	-	0.20





"The Universe" on University Ave: A Case Study:

Affordable Housing

"The Universe" on University Ave: Affordable Housing



Policy 4.8.6 – Institutional Areas (Official Plan 2007)

6. When lands in *Institutional Areas* or the sites of major government, health care or educational institutions are declared to be surplus, the owner is encouraged to investigate the possible use of the site for an alternative suitable public institutional purpose, affordable housing or public open space, before applying to redesignate the lands for other purposes. Institutional owners of well-located parcels of surplus lands are encouraged to lease rather than sell such properties wherever possible.

Policy 5.1.1 – Height and/or Density Increases (Official Plan 2007)

- Section 37 community benefits are capital facilities and/or cash contributions toward specific capital facilities, above and beyond those that would otherwise be provided under the provisions of the *Planning Act* or *Development Charges Act* including:
 - purpose built rental housing with mid-range or affordable rents, land for affordable housing, or, at the discretion of the owner, cash-in-lieu of affordable rental units or land;



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