



**TO:** Planning and Budget Committee

**SPONSOR:** Elizabeth Sisam, Assistant Vice-President, Campus and Facilities Planning

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**DATE:** March 29, 2011 for April 6, 2011

**AGENDA ITEM:** 2011 Campus Master Plans for the University of Toronto

**JURISDICTIONAL INFORMATION:**

The Planning and Budget committee recommends to the Academic Board approval in principle of capital projects and infrastructure projects over \$2 million.

**BACKGROUND**

The 2011 Campus Master Plans for the University of Toronto campuses provide a framework for future development that is consistent with City strategies and sensitive to contextual relationships. Careful analysis undertaken for each of the plans demonstrate that planned growth in enrolment and expanded research initiatives articulated in *Towards 2030* can occur through balanced intensification of built form together with facility renewal.

The plans identify development potential and opportunities on land within the defined boundaries of each campus while building on their strength that draw from unique campus environments with high quality buildings and open space, each connected through a pedestrian friendly walkable environment. Similar to the campus master plans now in place, the plans that are proposed will have a horizon for implementation that will span beyond the next decade.

To achieve the University's stated mission and continue to build on its strengths, long term planning must include consideration of several key factors:

1. University needs, determined by evaluating space requirements for academic programs;
2. Opportunities for facilities renewal, addressing deferred maintenance, repurposing and infrastructure;
3. Existing and potential site capacity on University owned property, necessary to address the central concerns of the University, its instructional and research objectives while preserving and building a sense of community;
4. Funding parameters;
5. Opportunities for acquisition and divestments of real estate, and mechanisms for development.

The term ‘master plan’ is broadly used, and as such subject to broad definition. The master plans evaluate and review each campus as a whole. They indicate the location of existing and future facilities, building type, size, circulation patterns, landscape, historical designation, and also include design standards. They inform strategy regarding the placement of specific facilities and will inform the acquisition and disposition of property over the long term. As such, they must reflect the central concerns of the University, its instructional and research objectives, and sense of community.

The University has demonstrated leadership in maintaining a high level of excellence in architecture and campus planning on all three campuses throughout the past 15 years of capital expansion. During this period of time, the interior and exterior campus environments have dramatically improved reflecting the University’s new standards of excellence in the built environment. This effort has been recognized by numerous national and international awards for planning and design. Articulating plans for balanced development will enable the University to achieve its goal for necessary physical expansion, fulfilling the academic mission to meet the future objectives identified in *Towards 2030*.

The most recent campus master plans to have been formally approved were for the St. George Campus in 1994 (and accepted by the City of Toronto in 1997), and in 2000 for each of the Scarborough and Mississauga campuses. The principles that have been discussed through broad consultation and put forward in the plans have effectively guided the University in planning its facilities and grounds.

Seven campus planning principles, carefully crafted through a process of broad consultation from on and off campus communities provide a framework to the Master Plans. There have been extensive early meetings supplemented by focus group discussions and review of the planning principles. Widely accepted, they have been used to frame the development envelopes and will support re-zoning efforts required to make proposed changes. The planning principles are:

### **Campus Environment**

The University fosters a safe and vibrant campus that supports the aspirations of academic life, and a welcoming atmosphere to the broader community of which it is a part. The campuses should continue to respect and embrace seasonal change with a comprehensive system of open spaces, pedestrian and bicycle paths and pedestrian friendly vehicular routes that link built-form and landscape features, and provide places to pause, contemplate, inspire, play, gather, and seek shelter.

### **Land Uses**

The use of physical resources of all kinds should aim to promote the University’s academic goals and serve the overall mission. Non-academic uses that are compatible with and contribute to the life of the University community should be considered where appropriate.

### **Massing**

The form and scale of future expansion should define and develop appropriate relationships with surrounding buildings and landscapes. New construction must take into account impact on micro-climatic conditions of existing and new buildings, create an animated pedestrian realm and minimize shadow and wind conditions.

### **Balanced Intensification**

The University strives to accommodate its needs within the boundaries of its campuses. Development must enhance, not overwhelm, existing University environs while making efficient use of limited campus lands.

### **Sustainability**

The University of Toronto is dedicated to maintaining its position as a leader in sustainable campus practices, places and innovation. New development and renewal must adhere to University of Toronto Design Standards and, where appropriate, incorporate advancements in technology and design to reduce environmental impact. Sustainable projects will increasingly provide opportunities for linkages with research innovation and teaching.

### **Heritage Preservation**

The University of Toronto seeks to protect and maintain the extraordinary concentration of heritage structures and landscape features located on its St. George campus and buildings that are listed or designated on the Scarborough and Mississauga Campuses. Properties listed and designated for their heritage value, as well as those identified as important by the University, should not be considered in isolation, but as character-defining elements within the overall campus context. Development should respect the contextual value of these heritage elements, while recognizing the dynamic nature of the urban campus setting.

### **Accessibility**

The University's buildings, landscape and grounds must accommodate a diverse population in an open and inclusive campus. The campus environment should adhere to the principles of universal design met with all new construction on the campuses. Where full accessibility may not be achievable due to existing conditions or the historic nature of a particular building, the University policy of accommodation will be met.

The University's Capital Planning and Capital Project Policy requires that all planned facilities undergo considerable deliberation prior to implementation, first reviewing the academic program requirements and determining a detailed space program; then peer

review of concept plans by the University's Design Review Committee and continuing discussions with the user groups. Review by these bodies serves to ensure excellence in design and compliance with the overarching principles of the Master Plans. Such development makes a significant contribution to the University as a place of excellence. The Master Plans and checks and balances that follow offer balance between quantity and quality, while facilitating the University's primary goal for necessary physical expansion required to fulfill academic objectives and to address evolving academic needs.

Although there are an array of input measures used to calculate the space requirements (which are based on the Council of Ontario Universities (COU) space guidelines), the key input measure that affects space is the number of full time equivalent students. In addition to the number of full time equivalent students, the mix of students, i.e. undergraduate versus graduate and also of programmes: arts and sciences, the professional faculties and the intensity of research activity have strong impact on space. Consideration of the adequacy of space depends upon not only the amount of space available, but also on the condition and design of space. Applying the COU space guidelines, by 2030, the University will have significant shortages of space on each campus. Efficient utilization of space will continue to be an important part of managing planned growth. The master plans take into consideration the deficiencies related to the quality of space and provide for the necessary construction of additional space to compensate for this factor.

The relationship between the campuses and the surrounding city fabric, particularly at the periphery, continue to be an important factor in campus planning, in terms of University and City planning guidelines and policies. Over the course of the past year, the University has engaged in discussions with the internal University community, the local neighbourhood residence groups and city of Toronto and Mississauga staff to consider potential revisions to the existing master plans and zoning provisions with respect to the remaining development sites, and to review the additional sites that have been identified on the campuses.

Such discussions and planning provisions help ensure that the City and the adjacent communities understand the University's requirements for expansion and are comfortable that growth within the university precinct is achievable and complementary to the principles set out in the Cities' Official Plans, and are supportive of any proposed secondary plan and by-law revisions.

Proposed development envelopes, allowing for the construction of facilities, identified in the plans follow stated principles and guidelines for each campus. Modern, sound academic infrastructure is the foundation supporting quality educational experiences, growing university enrolment, and the leading edge research undertaken at Ontario's universities. The 2011 Campus Master Plans for the University of Toronto campuses are intended to create this framework. Descriptions of each plan follow:

### **University of Toronto Mississauga Master Plan 2011**

- campus identity is defined by the natural environment

- minimal intrusion on open space and wooded areas, through consolidated and compact built form was formative in the original plan of the 2000 master plan and remains a primary factor in development moving forward
- space shortfall of 100,000 nasm to 2030 (at 85% of COU space standards);
- building envelopes illustrate future building sites within the campus boundaries;
- the master plan will provide 200,000 gross square metres of development potential.
- consistent with the UTM Campus Master Plan 2000 but allows for intensification primarily on remaining development sites and surface parking lots.
- specifics of the potential of each site and contextual information can be found in Document 3 of the detailed plan section
- has been discussed and approved at Erindale College Council

### **University of Toronto Scarborough Master Plan 2011**

- the UTSC campus provides an opportunity to engage with the surrounding community to create an active urban place, and bring new activities to the campus
- space shortfall of 100,000 nasm to 2030 (at 85% of COU space standards);
- as determined in the UTSC Campus Master Plan 2000, expansion requires remediation and containment of the remaining portions of the Morningside Land Fill site, enabled by City/University partnership in the Pan Am Aquatic facility;
- once remediation is complete, the north campus can accommodate all foreseen institutional expansion up to and beyond 2030 and will have lands surplus to academic requirements;
- illustrates opportunities that will exist for additional development beyond the requirements of the University which, through partnership or sale of surplus land could fund academic and complementary initiatives and enhance the profile of the campus.
- the plan has been developed to align with a long term objective of connecting with an integrated public transit system;
- care must be taken to ensure that the cost of infrastructure (new roads, water lines, etc.) that are required for full development of the lands are provided through development outside of University responsibility;
- academic expansion can occur through phased implementation and without requiring the introduction of the identified road grid.
- has been discussed and approved at Scarborough College Council

### **University of Toronto St. George Campus**

- the relationship between the St George campus and the surrounding city fabric, particularly at its periphery is an important factor in campus planning, in terms of both City and University policy
- consistent with existing use permissions, residential, commercial and institutional activities are encouraged along the edge of the University precinct to create a permeable campus within the City.
- theoretical space shortfall of 130,000 nasm to 2030 (at 85% of COU space standards).
- consideration of existing space that cannot be economically repurposed, or that has other restrictions, such as heritage designations that could effectively increase the shortfall to

250,000 nasm, or up to approximately 500,000 gross square metres (at 100 % of COU space standards),

- the master plan will provide 437,000 gross square metres (400,000 net new gross square metres) of development potential.
- increased graduate enrolment will require more space proportionally than for undergraduate expansion, since graduate students require approximately three times as much space as undergraduates.
- 14 of the initial 21 development sites approved in 1997 as part of the University of Toronto Area Secondary Plan remain.
- zoning also includes permitted 'use', with some specific areas along Bloor, Spadina and College having a mixed use designation, allowing for commercial, residential and institutional uses.
- much intensification has occurred around the periphery of the campus on property not owned by the University
- this plan seeks to have the University fall in line with the direction of the City of Toronto Official Plan and allow for intensification where appropriate within the downtown core area.

## **SCHEDULE**

Discussions regarding each plan must follow a process prescribed by the Municipal Planning Act as the enactment of changes to the Official Plans of the City of Mississauga and City of Toronto and subsequent development permissions outlined in the Zoning By-Laws will have legal status.

Typically, discussions of this nature and scope would require a 12 to 24 month period. Achieving consensus on the directions identified in the master plans with City planning staff, local councilor and community residents associations will permit timely approvals related to individual capital projects thus allowing the University to respond to funding opportunities as they arise.

## **RECOMMENDATIONS**

Be It Recommended to the Academic Board

- a. THAT the Campus Master Plan for the University of Toronto Mississauga be approved in principle to allow the University to negotiate municipal acceptance and municipal approvals;
- b. THAT the Campus Master Plan for the University of Toronto St. George Campus be approved in principle to allow the University to negotiate municipal acceptance and municipal approvals;
- c. THAT the Campus Master Plan for the University of Toronto Scarborough be approved in principle to allow the University to negotiate municipal acceptance and municipal approvals;