

TORONTO STAFF REPORT

August 14, 2003

To: Etobicoke Community Council

From: Director, Community Planning, West District

Subject: Final Report
Amendment to the Etobicoke Zoning Code to Implement the Kingsway/Bloor Street District Urban Design Guidelines
Bloor Street West, between Mimico Creek and Prince Edward Drive
Etobicoke- Lakeshore (Ward 5)

Purpose:

The purpose of this report is to seek Council's approval of an Amendment to the Etobicoke Zoning Code to rezone the Kingsway/Bloor Street District, extending between Mimico Creek, in the west, to Prince Edward Drive, in the east, from Limited Commercial (CL) to Limited Commercial - Avenues (AV), to enable full implementation of the Kingsway/Bloor Street District Urban Design Guidelines, as adopted by Toronto City Council.

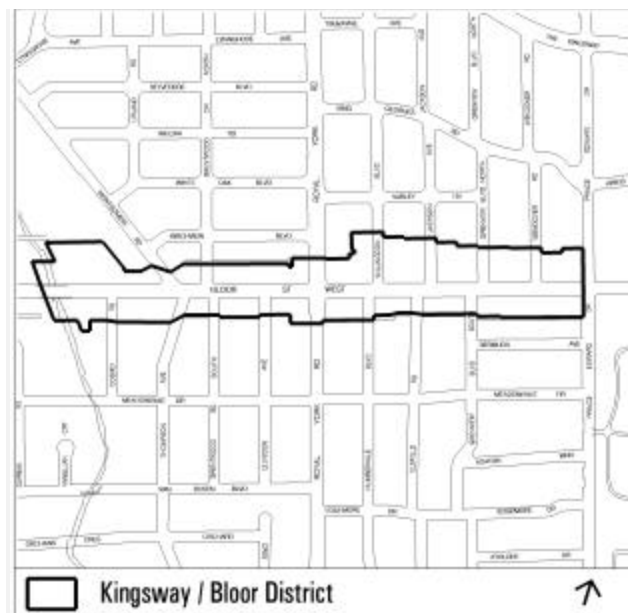
Financial Implications and Impact Statement:

There are no financial implications resulting from the adoption of this report.

Recommendations:

It is recommended that:

- (1) the Etobicoke Zoning Code be amended substantially in accordance with the draft Zoning By-law amendment appended to this report as Attachment 2; and
- (2) the City Solicitor be authorized to make such stylistic and technical changes to the draft Zoning By-law Amendment as may be required.



Background:

At its meeting held on February 1, 2 and 3, 2000, Toronto City Council adopted, without amendment, the Kingsway/Bloor Street District Urban Design Guidelines and their incorporation into the Etobicoke Official Plan as an “Area of Special Identity”.

The purpose of the Urban Design Guidelines for the area was to enhance the existing Etobicoke Official Plan policies and the evaluative criteria used in reviewing new development proposals along Bloor Street, extending from Mimico Creek, in the west, to Prince Edward Drive, in the east (Attachment 1). The Guidelines were designed to ensure a high quality of urban design and building treatment that is sensitive to significant features within this commercial-residential strip and the existing adjoining neighbourhoods (Attachment 3).

The guidelines were premised on six main goals and objectives:

- (a) to identify and reinforce the distinctive character of the area;
- (b) to encourage the ongoing use of the mainstreet in providing local shops, services and amenities;
- (c) to preserve and enhance the pedestrian urban experience;
- (d) to encourage an appropriate building type and design to be achieved in new development; and
- (e) to accommodate intensification and to identify appropriate parking and servicing requirements.

The guiding principles for development were written in consultation with representatives of the Kingsway Business Improvement Area (BIA), the Thompson Orchard Community Association, and the Kingsway Park Ratepayers’ Inc. They were written to better inform and educate the proponents of new development along this section of Bloor Street West on what the community-at-large considered reasonable and appropriate in terms of building massing and proportion, rhythm and articulation, transitions in scale, architectural design treatments, building height and setbacks, fenestration, façade and streetscape treatments, signage, and, parking and servicing arrangements.

The intent of the guidelines was to ensure compatibility with the existing two-storey “mainstreet” character and pedestrian experience through: the maintenance of a strong two-storey base building condition; the establishment of a strong cornice line or setback (about 0.6 metres) above the second storey up to the 14 metre height limit (4 or 5 storeys depending on the intended use/type of construction); and, by respecting existing massing, height, window styles, roofing patterns and use of local materials, to successfully blend into the existing streetscape. Above the 14 metre height limit, the guidelines recommend that the upper storeys should be recessed about 3.0 metres, and a change of building materials encouraged, in order to break up the building mass, ensure adequate sun conditions, and reduce the visual impact of the upper storey. The guidelines also give some design recommendations for maintaining a strong pedestrian retail shopping area, which is compatible with the adjacent residential areas and encourages general “good neighbour” policies.

In general, staff received favourable comments about the design guidelines at the Community Open House/Information Session, held on October 14th, 1999, to present the Urban Design Guidelines to the community-at-large and solicit public comments. Given resident remarks regarding the general appearance of the commercial strip's rear elevations, adjustments to the guidelines were made to further strengthen the interface between residential and commercial uses, particularly along rear lanes. The Guidelines were approved by the Etobicoke Community Council on January 20, 2000, and subsequently adopted by Toronto City Council on February 1, 2 and 3, 2000.

As a follow-up, staff agreed to review the Etobicoke Zoning Code to determine if changes are required to implement the proposed guidelines (such as minimum building setbacks from the street line, height and parking provisions, etc.).

More recently, the Kingsway Park Ratepayers' Inc., through the Official Plan process, requested that an Avenue Study be undertaken for this area. They also identified the need for streetscape and pedestrian improvements.

At the Planning and Transportation Committee meeting held on May 14, 2003, the Committee, in giving consideration to a staff report on "Selected Avenue Studies for 2003 and 2004", directed the Commissioner of Urban Development Services to fast track a review of the existing zoning for the Kingsway/Bloor Street District that has been an impediment to area improvement and growth.

The Kingsway BIA and Kingsway Park Ratepayer's Inc. are supportive, in principle, of this review and the forwarding of an amending by-law to Toronto City Council, that fully implements the Kingsway/Bloor Street District Urban Design Guidelines.

Comments:

Planning staff have reviewed the existing zoning and propose that the existing Limited Commercial (CL) zoning classification for this portion of Bloor Street West, be changed to Limited Commercial – Avenues (AV), in recognition of its status as an Avenue within the new City of Toronto Official Plan. The (AV) zoning classification contains zoning standards that have been created, based primarily on the Kingsway/Bloor Street District Urban Design Guidelines, to permit an appropriate mix of residential and non-residential uses along the Bloor Street frontage, while recognizing the existing residential areas that abut the Avenue to the rear. These standards also include provisions related to maximum and minimum building heights, minimum building frontages, build-to lines and setbacks in order to create appropriate building envelopes, as well as other provisions relating to the full implementation of the Kingsway/Bloor Street District Urban Design Guidelines.

City staff have also reviewed opportunities to reduce the minimum parking requirements in this area to achieve desired transit supportive densities and built-form, given that surface parking is land consumptive and can hinder the achievement of urban design objectives, and, that underground parking, while desirable from an urban design perspective, may not always be

feasible. Staff have concluded that the proposed amending by-law should include reduced parking requirements for new mixed residential/commercial developments and that shared parking should be permitted, particularly residential visitor and commercial parking.

The draft Zoning By-law Amendment incorporating the above-referenced standards is attached (Attachment 2).

Conclusions:

This report recommends that the Etobicoke Zoning Code be amended in accordance with the draft Zoning By-law amendment appended to this report as Attachment 2.

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West District

List of Attachments:

Attachment 1: Zoning/Location Map
Attachment 2: Draft Zoning By-law Amendment
Attachment 3: Kingsway/Bloor Street District Urban Design Guidelines

Attachment 1



R1	Residential First Density	CL	Commercial Limited
R2	Residential Second Density	U	Utilities
R3	Residential Third Density		
I	Institutional		
POS	Private Open Space		



Attachment 2

Authority: Etobicoke Community Council Report No.____, Clause No.____, as adopted by City of Toronto Council on _____ and _____, 2003.

Enacted by Council: _____ and _____, 2003

**CITY OF TORONTO
BY-LAW No. _____-2003**

To amend Chapter 320 of the Etobicoke Zoning Code with respect to certain lands fronting on the north and south sides of Bloor Street West, between the Mimico Creek Valley and Prince Edward Drive, to introduce an Avenue zoning area and associated development standards.

WHEREAS authority is given by Section 34 of the *Planning Act*, R.S.O. 1990, c.P 13, as amended, to pass this By-law; and

WHEREAS the matters herein set out are in conformity with the provisions of the former City of Etobicoke Official Plan and new City of Toronto Official Plan, as adopted by the Council of the City of Toronto; and

WHEREAS Council of the City of Toronto has provided adequate information to the public and held at least one public meeting in accordance with the *Planning Act*;

THEREFORE The Council of the City of Toronto HEREBY ENACTS as follows:

1. THAT the Zoning Map referred to in Section 320-5, Article II of the Zoning Code, and originally attached to Township of Etobicoke By-law 11,737, be and the same is hereby amended by changing the classification of lands located in the former Township of Etobicoke as described in Schedule 'A', attached hereto, from Limited Commercial (CL) to Limited Commercial – Avenues (AV).
2. Where the provisions of this By-law conflict with the provisions of the Etobicoke Zoning Code, the provisions of this By-law shall apply, otherwise the provisions of the Etobicoke Zoning Code shall continue to apply.
3. The following development standards shall now be applicable to the (AV) lands described on Schedule 'A', attached hereto.

A. Permitted Uses

Residential: Dwelling units above a business use, retail and/or office use.

All Business, Institutional and Public Uses permitted under the Limited Commercial (CL) zone, and shall include public parking areas and holistic clinics.

The following uses shall be prohibited: service stations and public garages; new and used car sales rooms and lots; and, drive-through facilities.

B. Building Heights

- (1) For the purpose of this By-law, the maximum building height permitted on lands zoned Limited Commercial – Avenues (AV) on Schedule ‘A’ shall be 6 storeys (18 metres) for new buildings.
- (2) Notwithstanding Section 3.B.(1) of this By-law, the maximum building height on lands that back directly onto residential areas on the north side of Bloor Street, shall be 14 metres.
- (3) All new buildings and structures shall maintain a minimum building height of two (2) storeys or 6.5 metres in height, excluding the mechanical penthouse. Parking attendant booths and monuments shall be excluded from this requirement.
- (4) Notwithstanding Section 320-109 (B)(1) of this By-law, one mechanical penthouse shall be permitted having a maximum size of 25 square metres. The said mechanical penthouse shall not encroach within the 45-degree angular plane of the property.
- (5) Where a new building exceeds two (2) storeys, a cornice line or minimum 0.6 metre setback shall be required above the second storey to separate the bulk of the height above from the building base.
- (6) Where a new building exceeds five (5) storeys, the sixth storey level shall be setback a minimum of 3.0 metres from all sides to ensure adequate sun conditions and to reduce the visual impact of the upper storey.

C. Angular Plane

- (1) All new buildings and structures shall maintain a 45-degree angular plane, as defined, beyond which no building or structure shall be permitted from any lot line abutting properties that are zoned Second Density Residential (R2). Where a public laneway abuts the development site, the portion of the laneway that abuts an (R2) zone may be included for the purposes of establishing the 45-degree angular plane.

D. Building Setbacks

- (1) Front Yard:
 - i) A minimum 1.2 metre setback from the street line on both sides of Bloor Street shall be required for new buildings.

(2) Side Yard:

- i) No side yard setback is required.

(3) Rear Yard:

- i) No rear yard setback is required.

E. Density

- (1) For the purposes of this By-law, the maximum gross Floor Space Index (FSI) permitted on lands zoned Limited Commercial – Avenues (AV) on Schedule ‘A’, attached hereto, shall be 3 times the lot area, as defined by Section 304-3 of the Etobicoke Zoning Code.

F. Build-to Area

- (1) The Build-to Area, as defined, for any lot within the lands identified on Schedule ‘A’, attached hereto, shall be a minimum of seventy (70) percent of the lot frontage abutting a public street.

G. Lot Frontage

- (1) A minimum lot frontage of more than 24 metres shall be required in order to permit any new development having a building height of six (6) storeys.

H. Lot Coverage

- (1) No minimum or maximum lot coverage is required.

I. Parking

- (1) Notwithstanding Section 320-18 B), C), and E) of the Zoning Code, the following parking requirements shall apply:
 - (a) Parking for business uses (excluding restaurants greater than 150 square metres in gross floor area, hotels, theatres, undertaking establishments, athletic/fitness establishments, bowling alleys/curling rinks, nursery schools/day nurseries, race tracks, stadia and animal hospitals) shall be required on the basis of 2.0 parking spaces per 93 square metres of gross floor area.

- (b) Residential Dwelling Units (excluding townhouses) having less than 3 bedrooms:

Minimum 1.0 parking spaces per dwelling unit of which 0.2 parking spaces per dwelling unit are reserved for visitor parking; and,

Maximum 1.25 parking spaces per dwelling unit of which 0.2 parking spaces per dwelling unit are reserved for visitor parking.

- (c) Residential Dwelling Units (excluding townhouses) having 3 or more bedrooms:

Minimum 1.0 parking spaces per dwelling unit of which 0.2 parking spaces per dwelling unit are reserved for visitor parking; and,

Maximum 1.4 parking spaces per dwelling unit of which 0.2 parking spaces per dwelling unit are reserved for visitor parking.

- (d) For the purposes of this by-law, residential visitor and commercial parking may be shared. The total number of residential visitor and commercial parking spaces shall be the greater of either the residential visitor parking requirement or the commercial parking requirement on the same parcel of land and/or situated within the same building or structure; and,
- (e) Where a lot is abutting a flanking street or laneway, all vehicular access for parking shall be restricted to the flanking street or laneway.

J. Miscellaneous

- (1) For the purpose of the Avenues (AV) zone lawful non-conforming uses shall be subject to Section 320-13 to 320-15.3 inclusive, of the Etobicoke Zoning Code.
- (2) Main building entrances shall front onto and be directly accessible to the public street.
- (3) Where a new building is on a corner lot, a minimum 2.0 metre wide, 45 degree angular entrance shall be required.
- (4) Where a lot abuts a flanking street or laneway, all vehicular access shall be restricted to the flanking street or laneway.
- (5) Every building containing more than 400 square metres of gross floor area shall provide a loading space with minimum dimensions of 15 metres in length, 4.0 metres in width, and with a vertical clearance of 4.5 metres.

4. For the purpose of this By-law, the following definitions shall apply:
 - (i) **'Minor projections'** means minor building elements which may project from the main wall of the building into required yards, including but not limited to roof eaves, window sills, railings, cornices, canopies, guard rails, balustrades, porches, balconies and bay windows.
 - (ii) **'Height'** shall mean the vertical distance between grade and the highest point of the roof surface of the building, but shall exclude mechanical equipment, mechanical penthouses, parapets, stairs and stair enclosures located on the roof of the building.
 - (iii) **'Grade'** shall mean the average elevation of the finished ground level at the main front wall of the building.
 - (iv) **'Build-to Line'** means the area of the lands within which a streetwall of a building or structure shall be located.
 - (v) **'45 degree Angular Plane'** shall mean a point originating at existing grade at the residential lot line and projecting at a 45 degree angle towards the Bloor Street streetline.
5. Notwithstanding the provisions of this by-law, no person shall use the lands or premises to which the following by-laws apply except in accordance with all zoning regulations in effect on the day of passing of this By-law: By-law No. 646-1999; By-law No. 1997-233; By-law 1997-16; By-law No. 1988-62; By-law No. 1987-10; By-law No. 1984-221; By-law No. 83-115; By-law No. 1979-302; By-law No. 1979-171; By-law No. 13899; By-law No. 13810; By-law No. 13051; By-law No. 12908; By-law No. 11,869; By-law No. 11843; and, By-law No. 69.
6. For the purpose of this By-law, gross floor area and coverage as per Section 304-2 of the Etobicoke Zoning Code do not apply.
7. Chapter 324, Site Specifics, of the Etobicoke Zoning Code, is hereby amended to include reference to this by-law by adding the following Section 324-1, Table of Site Specific By-laws:

BY-LAW NUMBER ENACTMENT DATE	DESCRIPTION OF PROPERTY	PURPOSE OF BY-LAW
_____-2003 _____, 2003	Lands located on the north and south sides of Bloor Street West, between the Mimico Creek Valley and Prince Edward Drive.	To rezone the lands from Limited Commercial (CL) to Limited Commercial – Avenues (AV).

ENACTED AND PASSED this _____ day of _____, 2003.

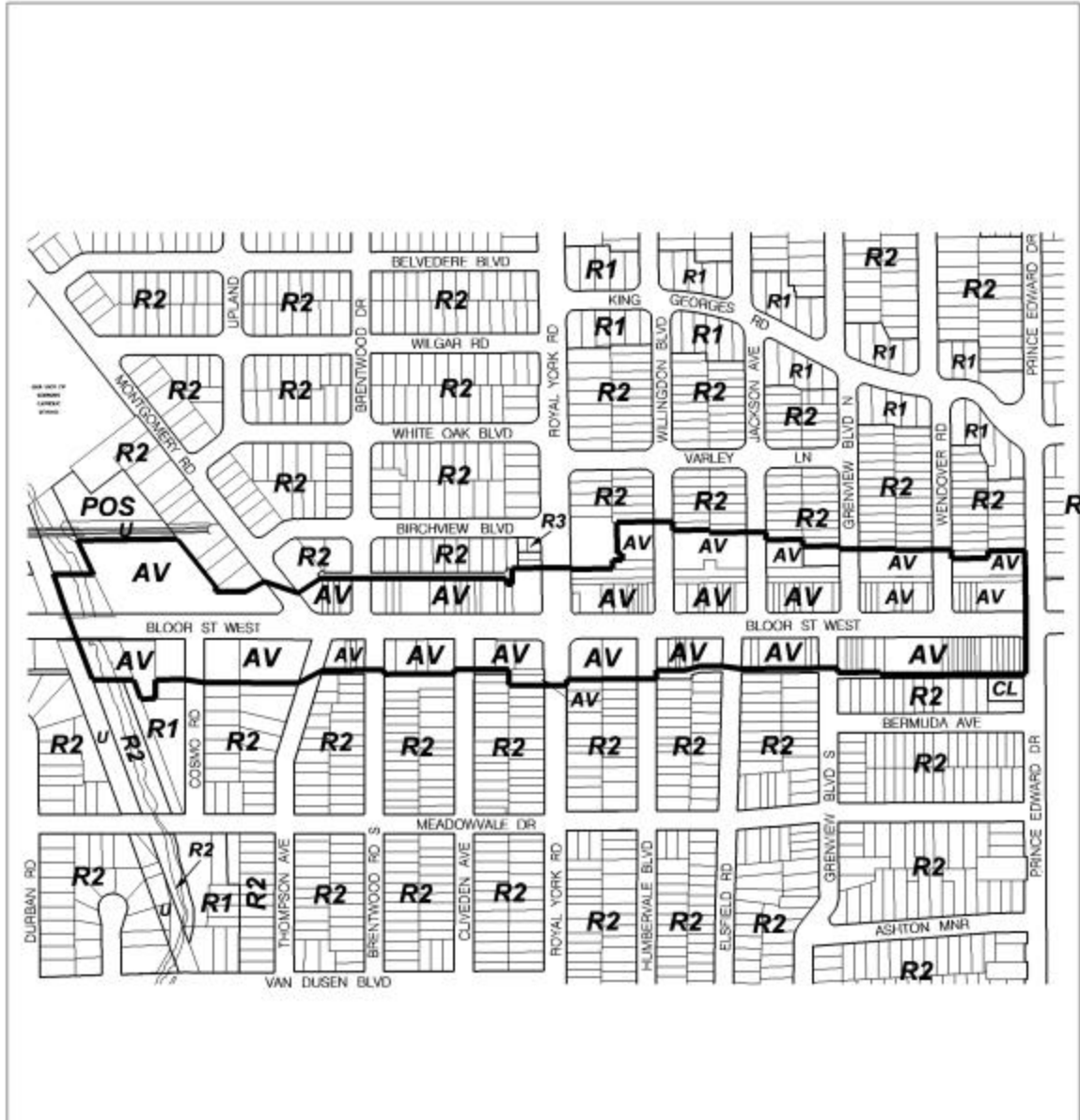
Mel Lastman

Mayor

Uli Watkiss

City Clerk

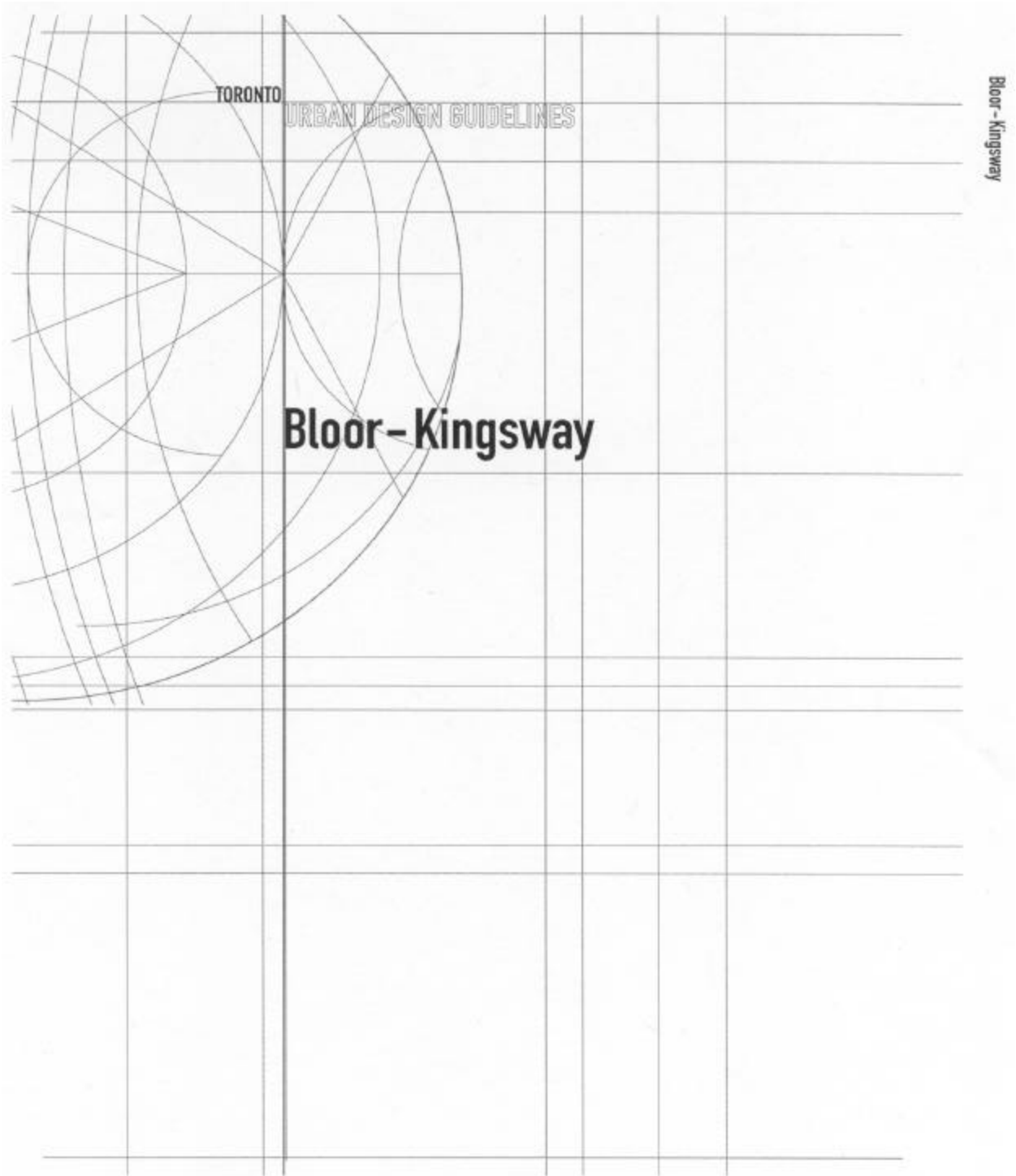
TORONTO Schedule 'A' BY-LAW



**THE AVENUES – KINGSWAY /BLOOR DISTRICT
ZONING MAP**

Applicant's Name:		CITY OF TORONTO	
Assessment Map	Zoning Code Map/s	scale: 0 120 240 60 180 m	
File No.	Drawing No.	Drawn By: K.P.	

Attachment No. 3



BLOOR-KINGSWAY

Development in the Bloor Street West-Kingsway area will have regard for the following urban design guidelines. The guidelines are to be read in conjunction with the urban design policies in the Official Plan.

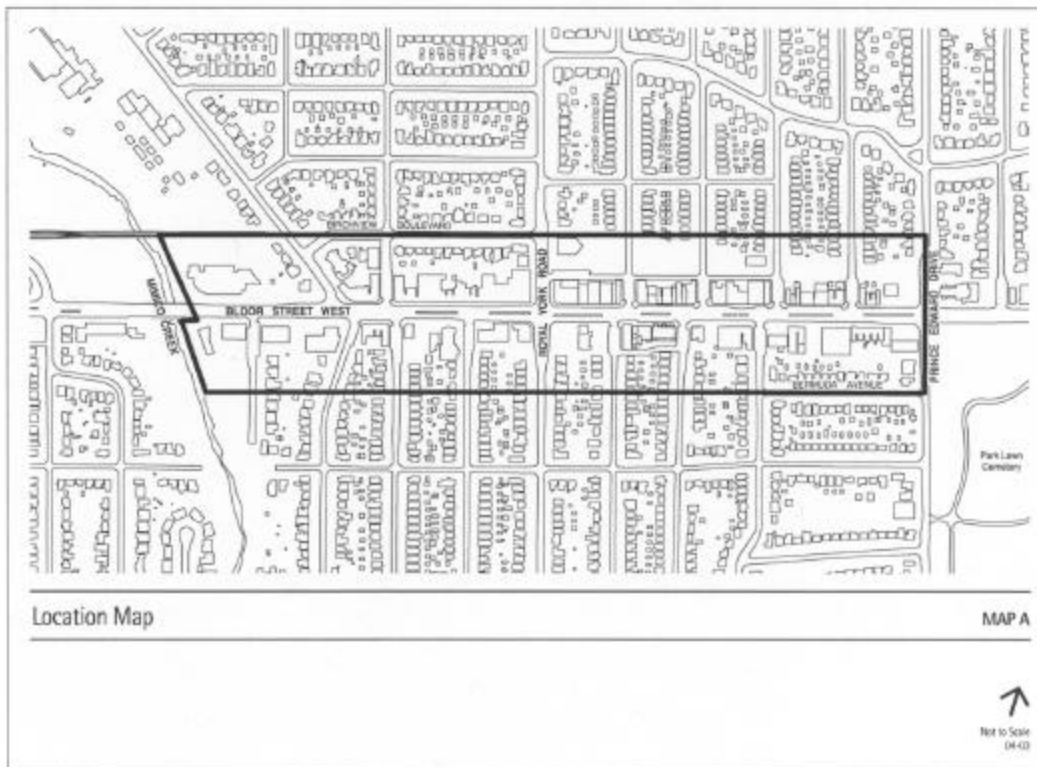
LOCATION:

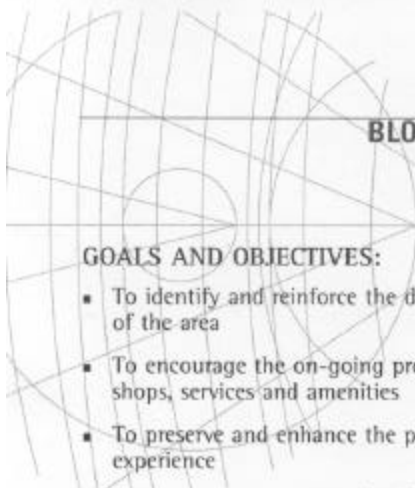
The guidelines apply to Bloor Street West between Prince Edward Drive and Mimico Creek.

GUIDELINES:

The Guidelines have been formulated to enhance the existing Official Plan policies and the evaluative criteria currently used in reviewing new development proposals.

These guidelines will help to ensure a high quality of urban design and building treatment that is sensitive to significant features within this Avenue, and the existing adjoining residential neighbourhoods.





BLOOR-KINGSWAY

GOALS AND OBJECTIVES:

- To identify and reinforce the distinctive character of the area
- To encourage the on-going provision of local shops, services and amenities
- To preserve and enhance the pedestrian urban experience
- To encourage an appropriate building type and design to be achieved in new development
- To accommodate intensification
- To identify appropriate parking and servicing arrangements.

CONTEXT AND SITE PLAN (LOCATION AND ORGANIZATION OF BUILDINGS)

- The primary function of this section of Bloor Street as a commercial amenity will be reinforced. New buildings will fit into this context with minimal negative impact.
- New buildings will be designed to be part of the "streetwall" which is formed by the continuity of buildings touching one another at a consistent street line. New buildings will respect and continue the existing two-storey base through a close examination of materials, details and scale of the existing context.
- Main building entrances will be demarked with the appropriate signage, canopies and addresses.
- Any building higher than two storeys will maintain a strong base building condition, then establish a cornice line or setback (of approx. 0.6 metres) for mass above the second storey. This expression line will read as a strong horizontal connector to the adjacent buildings, and must visually separate the bulk of the height above from the building base. The 2 storey building base will be at a height of approximately 7.0 metres, depending on the adjacent buildings.
- Parking and service access will be from the rear of the lot wherever possible. No parking will be placed between the main façade of a building and the front property line, and except in certain corner conditions, no parking will be placed in sideyard setbacks.



BLOOR-KINGSWAY

PUBLIC AMENITY, COMFORT & SAFETY IN THE PEDESTRIAN ENVIRONMENT

- In order to achieve an improved pedestrian environment, new buildings will have a consistent front setback from the property line of approximately 1.2 metres on both sides of Bloor Street within the retail area. This will widen the sidewalk, and create a more consistent public amenity over time and allow restaurant patios to spill out onto the public sidewalk without creating conflicts with pedestrians.
- Projecting elements such as awnings, canopies, signs and cornices will stop the eye from visually travelling up a building face. Use of these or other elements will reduce the perception of height from a pedestrian level.
- The design of building bases will integrate lighting, signage, planting, hanging elements, information boards or boxes, or other details which may add interest without clutter.
- Where parking areas exist along the Bloor Street frontage, new edge treatments are encouraged to separate the parking areas from the public sidewalk, such as continuous planting strips, decorative low walls or curbs to clearly and safely define the public sidewalk.
- Road reconstruction in the area will incorporate provision for new street planting as well as sidewalk and median improvements. Signage, benches, plantings, banners and sidewalk upgrades will be coordinated as new development occurs.
- Streetscape design will anticipate and look for ways to incorporate transit requirements.
- Gateway locations may incorporate special landscape features such as decorative walls, fountains planting groupings, or local public art or BIA initiatives.



BLOOR-KINGSWAY

STOREFRONTS

- Storefronts and entrances will be designed with particular regard for contextual details and materials, ratio of glazing to solid wall, lighting signage type and location, canopies, types of doors and width of retail units.
- New buildings will ensure a continuous retail edge, with retail uses at grade, directly accessible from the public sidewalk.
- The renovation of existing buildings and new buildings can incorporate elements such as banners, signage, canopies, façade colour and material changes that reflect the individuality of local store owners.
- Special care will be taken to ensure that typical corporate images (including those for service stations and restaurant franchises) do not dominate the character of Bloor Street. Signage will “fit” in terms of scale of the individual building, the overall area, and the character of the area.



BLOOR-KINGSWAY

OPEN SPACE CONNECTIONS

- The area spans from the Mimico Creek to the Park Lawn Cemetery, which are both significant open space amenities for the area. The redevelopment sites adjacent to the creek will create gateways and public access to any walkways within the park.

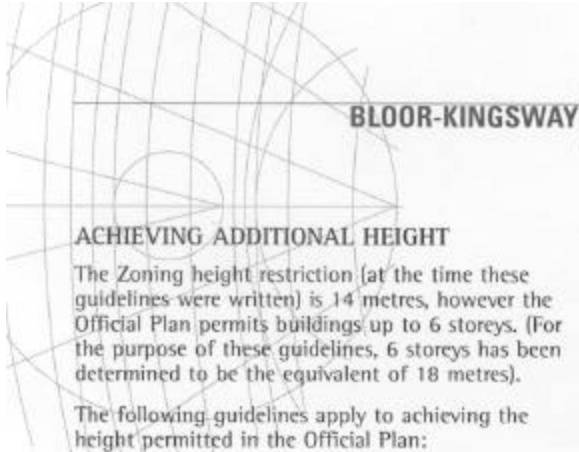
FAÇADE TREATMENTS

- Materials of the two storey base will reflect the general character of the area, specifically brick, stone and stucco.
- Where north/south side streets terminate at Bloor Street, the architecture of new buildings will visually terminate the north/south views with architectural features such as vertical pilasters, window groupings, roof line articulations, etc.
- The organization of elements such as structural bays, windows, doors and frames will be designed to break down the scale of buildings and provide visual interest to neighbours and pedestrians.
- Diagonal corner entrances are a feature unique to this area, and are encouraged where appropriate.

GOOD NEIGHBOUR

- The north and south sides of Bloor Street will be treated similarly in order to create a cohesive urban environment. However, due to sun conditions, there may be instances where additional setbacks are required for developments on the south side in order to preserve sunlight penetration onto the street.
- Proposals for new developments will include all four elevations in context, including how the building will be viewed from the neighbourhood to the rear. Particular attention will be given to screening the rear of retail uses and lanes from adjacent residential.
- Buildings which are part of the historic fabric of the neighbourhood are encouraged to be preserved and reused, such as the former bank at the northeast corner of Royal York Road and Bloor Street.
- Any changes to existing storefronts will respect the existing building, including upper storeys.





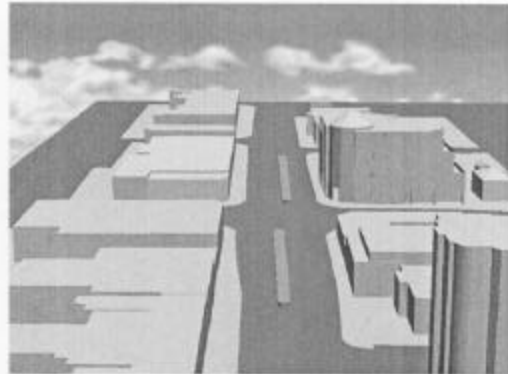
BLOOR-KINGSWAY

ACHIEVING ADDITIONAL HEIGHT

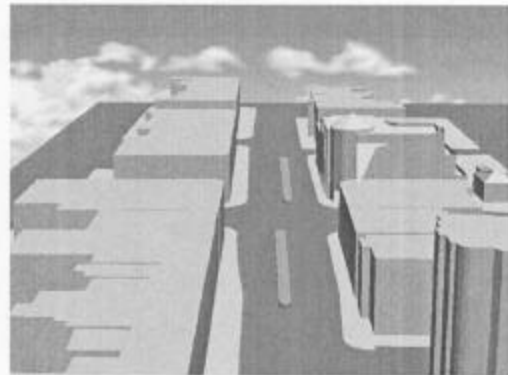
The Zoning height restriction (at the time these guidelines were written) is 14 metres, however the Official Plan permits buildings up to 6 storeys. (For the purpose of these guidelines, 6 storeys has been determined to be the equivalent of 18 metres).

The following guidelines apply to achieving the height permitted in the Official Plan:

- Building heights above the fifth storey will be setback a minimum of 3 metres from all sides (front, sides and rear). A strong cornice element will be established at the 14 metre height (in addition to the setback at the two storey height), and a change of materials is encouraged for any additional heights. This is to ensure adequate sun conditions and to reduce the visual impact of the upper storey.
- The full six storey height is encouraged at key corners to help define the area and terminate views.
- Where development sites back onto residential areas on the north side of Bloor Street, shadow studies may determine that the maximum achievable height is 14 metres.
- A minimum lot frontage may be recommended for 6 storey buildings in the range of 30 metres, to ensure a reasonable mass and proportion. This enables a rational underground parking efficiency, servicing arrangement, and building footprint for achieving a residential lobby and retail space at grade. Six storey buildings on lots less than 30 metres may have to seek shared servicing arrangements.



Existing Condition



14m Heights

BUILDING MASSING AND DESIGN

- Buildings will be designed to have a base, middle and top of the structure. Buildings will have a clear 2 storey base which is visually separate from the upper storeys. Banding or similar architectural treatment will be considered to add definition between the second and third storey bases. Above the 14 metre height, upper storeys will be recessed in order to break up the building mass.
- Building articulation generally takes the form of vertical or horizontal elements that repeat, giving the street unity and coherence. A strong horizontal cornice line exists at the second storey level here, and will be carried through in new development in the form of a setback.



6 Storey Heights

BLOOR-KINGSWAY



Historic example of upper storey setback

- New infill buildings will respect existing massing, height, fenestration (window styles), roofing patterns and use of local materials to successfully blend into the existing streetscape. Contemporary styles will be sensitive and sympathetic to adjacent structures.
- Rhythm and design of existing building massing, roofs, wall composition, wall materials, detailing, texture, colour and door and window forms will be leading factors in determining the design of infill structures.
- The sides of new buildings which are higher than adjacent existing one and two storey buildings will be treated in a special way to ensure an appropriate transition in scale. These treatments may include additional setbacks or architectural treatments of exposed party walls, location of windows, horizontal lines and cornices, gables and roofs.
- The rhythm of structural bays on new buildings will reflect the traditional width of existing storefronts (generally 5.0 - 7.5 metres).

