

Toronto STAFF REPORT

April 13, 2004

To: Toronto South Community Council

From: Director, Community Planning, South

Subject: Preliminary Report
Official Plan Amendment & Rezoning Application 04 111005 STE 20 OZ and
Site Plan Approval Application 04 111032 STE 20 SA
Bedford at Bloor Realty Inc.,
(Kuwabara Payne McKenna Blumberg Architects)
230, 232, 234, 236, 238, 240, 242 and 244 Bloor St., W and 1 Bedford Road
Trinity-Spadina - Ward 20

Purpose:

To provide preliminary information on the above-noted applications and to seek Community Council's directions on further processing of the applications and on the community consultation process.

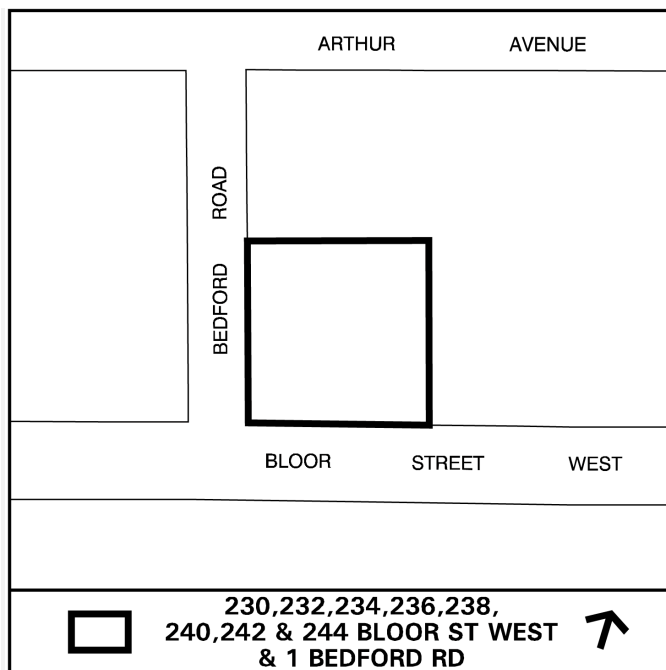
Financial Implications and Impact Statement:

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

Recommendations:

It is recommended that:

- (1) staff be directed to schedule a community consultation meeting together with the Ward Councillor.
- (2) notice for the community consultation meeting be given to landowners and residents within 120 metres of the site.
- (3) notice for the Public Meeting under the Planning Act be given according to the regulations under the Planning Act.



Background:

Applications to amend the former City of Toronto's Official Plan and Zoning By-law and an application for Site Plan Approval were submitted to the City on December 1, 2000. In the Preliminary Staff Report, dated March 12, 2001, it was noted that, if the lot known municipally as No. 242 Bloor Street West were to be acquired and incorporated into the development site, there would be an opportunity for a more comprehensive development which better addressed the Bloor Street/Bedford Road corner.

Since the submission of the original applications, the Owner has negotiated the purchase of 242 Bloor Street and substantially revised their building design culminating in new applications filed on February 23, 2004.

The abandoned proposal was for a 19 storey, mixed-use building with 322 residential dwelling units and retail uses at grade. The proposed building would have had a density of 8.5 times the area of the lot.

Comments:

Proposal

The applicants have applied for Official Plan and Zoning By-law Amendments and Site Plan Approval to permit the construction of a mixed commercial-residential building with below grade parking.

The building would have a gross floor area (GFA) of 39,910 m², a density of 10.71 and would include 425 residential dwelling units and 1,510 m² of non-residential space. Above the podium the building is expressed as two linked point towers. The southern tower addresses Bloor Street with 33 storeys and a height 109 metres (excluding mechanical penthouse). The northern tower is 23 storeys with a height of 73.5 metres (excluding mechanical penthouse).

The retail spaces are accessed from Bloor Street while the main pedestrian entrance to the residences is on Bedford Road, across from the St. George subway. The vehicular drop off and loading areas have been located at the rear of the building, on the interior of the lot accessed from Bedford Road. The 4-level below grade garage would accommodate 395 parking spaces along with 200 bicycle parking spaces.

The applicant's proposal is shown in Attachments 2 to 6 and detailed development statistics are included in Attachment 1: Application Data Sheet.

Site Description

The large (3725.5 square metre) site is located at the northeast corner of Bloor Street West and Bedford Road. The site accommodates nine 1 to 3 storey commercial buildings with retail and service uses, which are proposed to be demolished.

The site is well served by public transit being located directly across from the St. George subway station on Bedford Road.

Uses and structures surrounding the site include, to the:

- East: the 8 storey Intercontinental Hotel (No. 220 Bloor Street). The balance of the block to the east, along Bloor Street, contains a mix of retail, office and hotel uses. The height of the buildings range from 2 to 16 storeys;
- South: the University of Toronto – Varsity Stadium site. There is a site-specific zoning permission which would permit redevelopment of the Varsity Stadium lands to a height of 25 metres immediately along Bloor Street and up to 48 metres, twenty-one metres back from Bloor Street;
- West: at the north-west corner of Bloor Street and Bedford Road, a 7 storey commercial, office building (No. 246 Bloor Street). The entrance to the St. George Subway Station is located immediately north of this office building. The balance of the block to the west, along Bloor Street, contains a mix of commercial uses in buildings ranging in height from 3 to 12 storeys; and to the
- North: a commercial parking lot and a 2 storey, TTC utility building (No. 11 Bedford Road). Further north, fronting Prince Arthur Avenue, are two and 2½ storey heritage residential dwellings, several of which have been converted to commercial uses including art galleries and restaurants.

Former City of Toronto Official Plan

The Official Plan of the former City of Toronto places the site within the Central Area, as shown on Map 2 in the Plan. The site is designated “Medium Density Mixed Commercial Residential Area”. The designation allows for a mix of both residential and commercial uses, up to a maximum density of 3.0 times the area of the lot.

The site is also subject to the policies of Part II (Section 19.30) of the Official Plan, the Annex Plan. (Attachment 7). Section 19.30(2.4) states that Council, in the review of applications for development, shall have regard for the character of the streetscape, and in particular the spacing, setback and arrangement of buildings and the compatibility of any proposed development with the Annex. Properties north of the subject site and fronting Prince Arthur Avenue are included in both the Prince Arthur Area of Special Identity and the East Annex Heritage Conservation District.

New Toronto Official Plan

At its meeting of November 26, 2002, City Council adopted the new Official Plan for the City of Toronto. The Minister of Municipal Affairs and Housing approved the new plan, in part, with modifications. The Minister's decision has been appealed in its entirety and the Official Plan is now before the Ontario Municipal Board. A pre-hearing date has been set for April 19th 2004.

Once the Plan comes into full force and effect it will designate the site as a Mixed Use Area located in the Downtown and Central Waterfront. The Annex Secondary Plan has not been carried forward by the new Plan. While there are Site and Area Specific Policies for certain streets and areas within the Annex, the site at Bloor and Bedford is not covered under these policies.

Mixed Use Areas will accommodate a broad array of residential and non-residential uses. It is anticipated that these areas will absorb most of the increase in commercial employment and much of the new housing in Toronto.

The new Official Plan sets criteria for development in Mixed Use Areas that are intended to contribute to the quality of life by requiring buildings to be planned, located and massed to, amongst other things:

- provide a transition between areas of different development intensity, particularly providing setbacks from and stepping-down of building heights towards lower scale Neighbourhoods;
- minimize shadow impacts on adjacent Neighbourhoods during the spring and fall equinoxes;
- frame the edges of streets and parks with good proportion and maintain sunlight and comfortable wind conditions for pedestrians on adjacent streets, parks and open spaces; and
- provide ground floor uses that enhance safety, amenity and animation of adjacent streets.

Provided that the development criteria set out in the Plan are met, no amendment to the new Official Plan will be required.

Zoning

The Zoning By-law designates the site CR T3.0 C2.0 R2.5. This zone permits a mix of commercial and residential uses to a total density of 3.0 times the area of the lot. The density limits are 2.0 times the lot area for commercial uses and 2.5 times for residential uses. The maximum permitted building height is 24.0 metres. The redevelopment of this site would also be subject to various development standards established by the Zoning By-law respecting setbacks, parking, loading and amenity space. (Attachment 8).

Site Plan Control

The proposal is subject to Site Plan Approval. A Site Plan application has been submitted and will be processed concurrently with the applicants' Official Plan and Zoning By-law Amendment application.

Design Guidelines

The site is subject to the design guidelines of the “City of Toronto Streetscape Manual”.

Tree Preservation

The applicants have filed an Arborist Report, dated February 2, 2004 indicating the size and status of existing trees on the subject site. City staff will review the Arborist Report.

Reasons for the Application

An amendment to the Official Plan would have to be approved to permit the development as the proposed density exceeds permitted Official Plan maximums. The proposed density of 10.71 times the area of the lot significantly exceeds the permitted maximum density of 3.0 times coverage. Applying the maximum permitted density of 3.0 would result in a maximum permitted gross floor area of 11,176m². The applicant’s proposed development would result in a total gross floor area of 39,910m².

An amendment to the Zoning By-law would be necessary because the proposed development exceeds permitted maximum density and height limits. The proposed density of 10.71 times the lot area exceeds the permitted maximum density of 3.0 by 7.71 times coverage.

The proposal is for a 33-storey building with a maximum height of 109 metres whereas the Zoning By-law limits building height to a maximum of 24.0 metres.

Other areas of non-compliance will be identified as a result of the zoning review currently being undertaken.

Issues to be Resolved

As submitted, the proposal raises serious planning issues. The following issues will require review and resolution, prior to final reporting:

A. Heritage Presevation

The building known municipally as No. 230 Bloor Street West was the office/studio of prominent architect John F. Lyle. Lyle designed the building in 1913 and occupied it until his death in 1945. Hertige Presevation Services staff will consider whether this building, or others on the subject site, have sufficient architectural and/or historic merit to warrant their being recommended for listing or designation.

B. Height and Massing:

The proposed building has two linked towers, a strong podium that wraps from Bloor Street to Bedford Road, an exterior courtyard and an interior courtyard or “winter garden”. (Attachments 3 to 6).

The tower is articulated as linked point towers, serviced by separate elevators and has two separate identities: a Bloor building and a Bedford building. The Bloor building is a 33 storey (109 metre) point tower. It's recessed slightly (1 to 4 metres) from the Bloor Street podium. The Bedford building is an all glass tower rising 23 storeys (73.5 metres).

The tower is setback from Bedford Road and is aligned north/south. The narrower frontage is on Bloor Street, which is intended to minimize the impact of the building on the pedestrian environment and lessen the shadow impact on the lower density neighbourhood north of the site.

The podium is consistent with the height of the Intercontinental Hotel to the east and of the Faculty of Social Work building to the west. By reflecting the proportions of both these buildings, the podium creates a uniform streetwall with tower centered above. The eastern edge of the podium, which is 8 storeys, aligns with the height of the adjacent hotel. The podium height decreases to 6 storeys at the Bloor/Bedford intersection, similar to the height of the Social Work building and maintains this height along Bedford Road. The podium design opens up the corner, providing more room for pedestrian movement. The podium is interrupted by a west facing courtyard on Bedford Road. This courtyard connects to the buildings residential lobby and east of the lobby is a 2 storey interior space with skylights referred to as the "winter garden". The enclosed two storey winter garden reduces the proposed buildings impact on the courtyard of the Intercontinental Hotel, which it abuts.

At 10.71 times coverage and 109 metres in height (excluding mechanical penthouse) the proposal is substantially larger than permitted by existing and proposed planning controls. The acceptability of permitting additional density and height are issues, which must be assessed relative to the area context and to the City's planning and built form objectives.

Staff's preliminary assessment indicates that:

- the tower should be further setback above the podium on Bloor Street so that the podium is more pronounced when viewed from the east or west along Bloor. (Attachment 4).
- the image of the building as two point towers should be further strengthened by introducing a physical separation between the two towers at the upper floors of the lower building. (Attachment 4).
- floors 9 to 23 of the tower represent a substantial building mass along Bedford Road. (Attachment 4). Where the maximum desirable tower width for a point tower is approximately 35 metres the north-south length of two linked towers is 55 metres. Where the desirable average floor plate size of a point tower is approximately 700 square metres, the floor plate for floors 9 to 23 is approximately 1,200 square metres. The height of the podium abutting the

northern property line will be reviewed and a setback above the podium will be required.

The extent to which the height and the north-south length of the proposed building will have to be reduced will be determined, in part, through a detailed analysis of the submitted shadow studies and required 3-D modeling. These preliminary observations and suggestions respecting height and massing would, of course, need to be revisited should any of the existing buildings on site be found to have significant architectural and/or historic value.

C. Shadow and Wind:

A shadow study dated February 6, 2004 has been submitted by the applicant. Staff's preliminary assessment indicates that:

- shadows impact the George Street subway entrance and the residential condominium building at 55 Prince Arthur Avenue prior to 8:30 a.m. till past 10:00 a.m. in March and September. Whether these shadows would result from an as-of-right development of the subject site and the exact duration of the proposed shadowing will require the submission and review of additional information.
- the rear yards of between 2 and 6 properties fronting Prince Arthur are shadowed for approximately 2 hours between 12:00 and 4:00 p.m. in September and March. The effectiveness of reducing the duration of this shadow by reducing the height of the building and/or by altering its massing will require further review.

Heritage Preservation Services staff advise that as a general principle, no building in the East Annex Heritage Conservation District (properties fronting Prince Arthur) shall be subject to undue shadow impacts.

The applicant has submitted a Preliminary Pedestrian Level Wind Assessment. The assessment concludes that no obvious design or massing features that could exacerbate or create pedestrian comfort concerns were identified. A detailed wind tunnel assessment will be required.

D. Traffic Impact, Parking and Loading.

Drop-off and loading has been designed at the rear and on the interior of the site, off Bedford Road, and does not disrupt pedestrian access to the residential lobby or the movement of pedestrians on Bloor Street. 395 parking spaces are located on 4 levels of below grade parking, along with 200 bicycle parking spaces. (Attachment 2).

The applicant has submitted a Traffic Impact Study dated February, 2004, which is being reviewed by Works and Emergency Services and Transportation Planning staff. Staff

will review the adequacy of the parking supply and the impacts associated with the proposed access and loading arrangements and any potential traffic concerns.

E. Subway Connection

The proposed building does not include a below grade subway connection. The suitability and feasibility of providing such a connection will have to be reviewed by the applicant and appropriate City staff.

F. Landscaping and Residential Amenity Space.

Exterior open space is provided at grade in the form of a publicly accessible courtyard fronting Bedford Road. Interior open space is provided at grade in the form of a "winter garden". Interior and exterior residential amenity space is provided on the second floor. In addition all suites have access to at least one balcony and there are large private terraces on the roof, the 23rd floor.

The proposed intensification will mean that landscaping, pedestrian circulation and private amenity space will require special attention.

A preliminary assessment of the proposed siting of the building would indicate that the setback on the east property line, abutting the courtyard of the Intercontinental Hotel, may be insufficient. Therefore, the building may unduly crowd the publicly accessible pedestrian walkway connecting Bloor Street and the public parking lot behind the hotel.

G. Environmental Assessment

The applicant has submitted an Environmental Investigation Report dated December 3, 1999, which is being reviewed by Works and Emergency Services staff.

H. Section 37 Agreement pursuant to the Planning Act

The former City of Toronto Official Plan contains provisions pertaining to the exchange of public benefits for increased height and density for new developments pursuant to Section 37 of the Planning Act. These benefits can be provided and secured as part of the proposed development on site. If these public benefits cannot be included on site, a financial contribution in-lieu is provided. Staff will continue to discuss and review with the applicant how this proposal can appropriately address these policies.

I. Outstanding Information/Studies

The following additional information is required to be submitted:

- i). pedestrian level view analysis study depicting the building from key vantage points in the immediate vicinity

- ii). additional shadow diagrams for 10:30 a.m. and 11:00 a.m. on September 21 and March 21 and for 9:30 a.m. and 10:30 a.m. on June 21
- iii). Pedestrian level wind study

Further additional information may be required by other departments to whom this application has been circulated.

Conclusions:

The project will be the subject of a community consultation meeting for owners and tenants in the neighbourhood. A Final Report is targeted for the third quarter 2004, provided that the applicant submits to the City any required information in a timely manner.

Contact:

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Ted Tyndorf
Director, Community Planning, South District

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List of Attachments:

Attachment 1: Application Data Sheet
Attachment 2: Site Plan
Attachment 3: South Elevation
Attachment 4: West Elevation
Attachment 5: North Elevation
Attachment 6: East Elevation
Application 7: Official Plan Part II
Application 8: Zoning

Attachment 1: Application Data Sheet
APPLICATION DATA SHEET

Application Type	Official Plan Amendment & Rezoning	Application Number:	04 111005 STE 20 OZ
Details	OPA & Rezoning, Standard	Application Date:	February 23, 2004

Municipal Address: 230 BLOOR ST W, Toronto ON
Location Description: CON 2 FB PT LT23 RP63R1404 PT 1 **GRID S2003
Project Description: 425 UNIT MIXED COMMERCIAL-RESIDENTIAL HIGH-RISE DEVELOPMENT. INCLUDES 230 TO 244 BLOOR STREET WEST AND 1 BEDFORD ROAD. (CONCURRENT SITE PLAN APPLICATION CIRCULATED WITH THIS OPA- REZONING)

Applicant:	Agent:	Architect:	Owner:
MCCARTHY TETRAULT STEPHEN DIAMOND			BEDFORD AT BLOOR REALTY INC

PLANNING CONTROLS

Official Plan Designation:	MDMC-RA, ANNEX PART II PLAN	Site Specific Provision:	N
Zoning:	CR T3.0 C2.0 R2.5	Historical Status:	N
Height Limit (m):	24	Site Plan Control Area:	Y

PROJECT INFORMATION

Site Area (sq. m):	3725.5	Height:	Storeys:	33
Frontage (m):	61		Metres:	109
Depth (m):	61			
Ground Floor GFA (sq. m):	3000			Total
Residential GFA (sq. m):	38400	Parking Spaces:		395
Non-Residential GFA (sq. m):	1510	Loading Docks		1
Total GFA (sq. m):	39910			
Lot Coverage Ratio (%):	80.5			
Floor Space Index:	10.71			

DWELLING UNITS

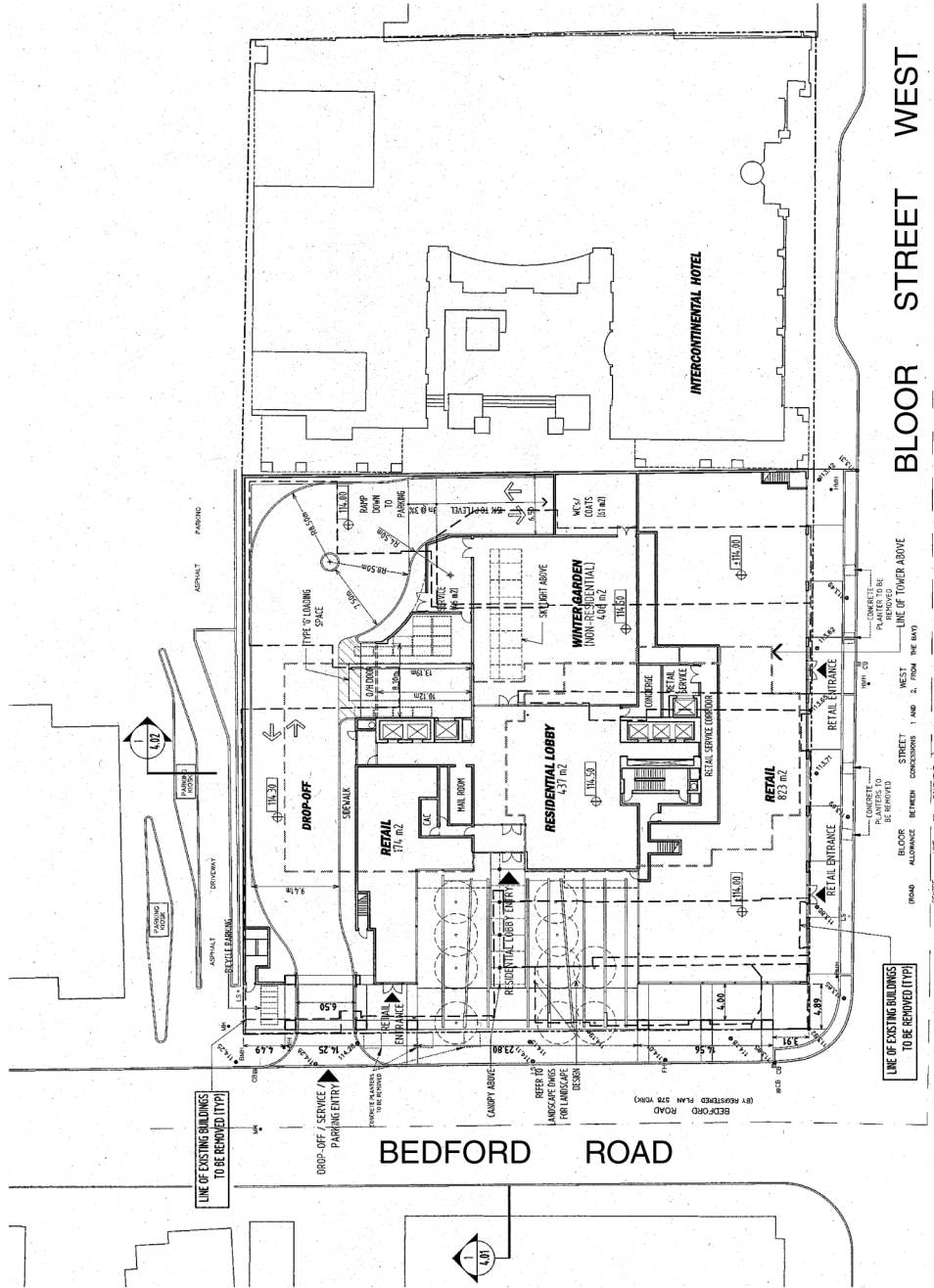
Tenure Type:	Condo
Rooms:	0
Bachelor:	34
1 Bedroom:	226
2 Bedroom:	134
3 + Bedroom:	31
Total Units:	425

FLOOR AREA BREAKDOWN

	Above Grade	Below Grade
Residential GFA (sq. m):	38400	0
Retail GFA (sq. m):	1510	0
Office GFA (sq. m):	0	0
Industrial GFA (sq. m):	0	0
Institutional/Other GFA (sq. m):	0	0

CONTACT:	PLANNER NAME:	Barry Brooks, Senior Planner
	TELEPHONE:	(416) 392-1316

Attachment 2: Site Plan



Site Plan

Applicant's Submitted Drawing

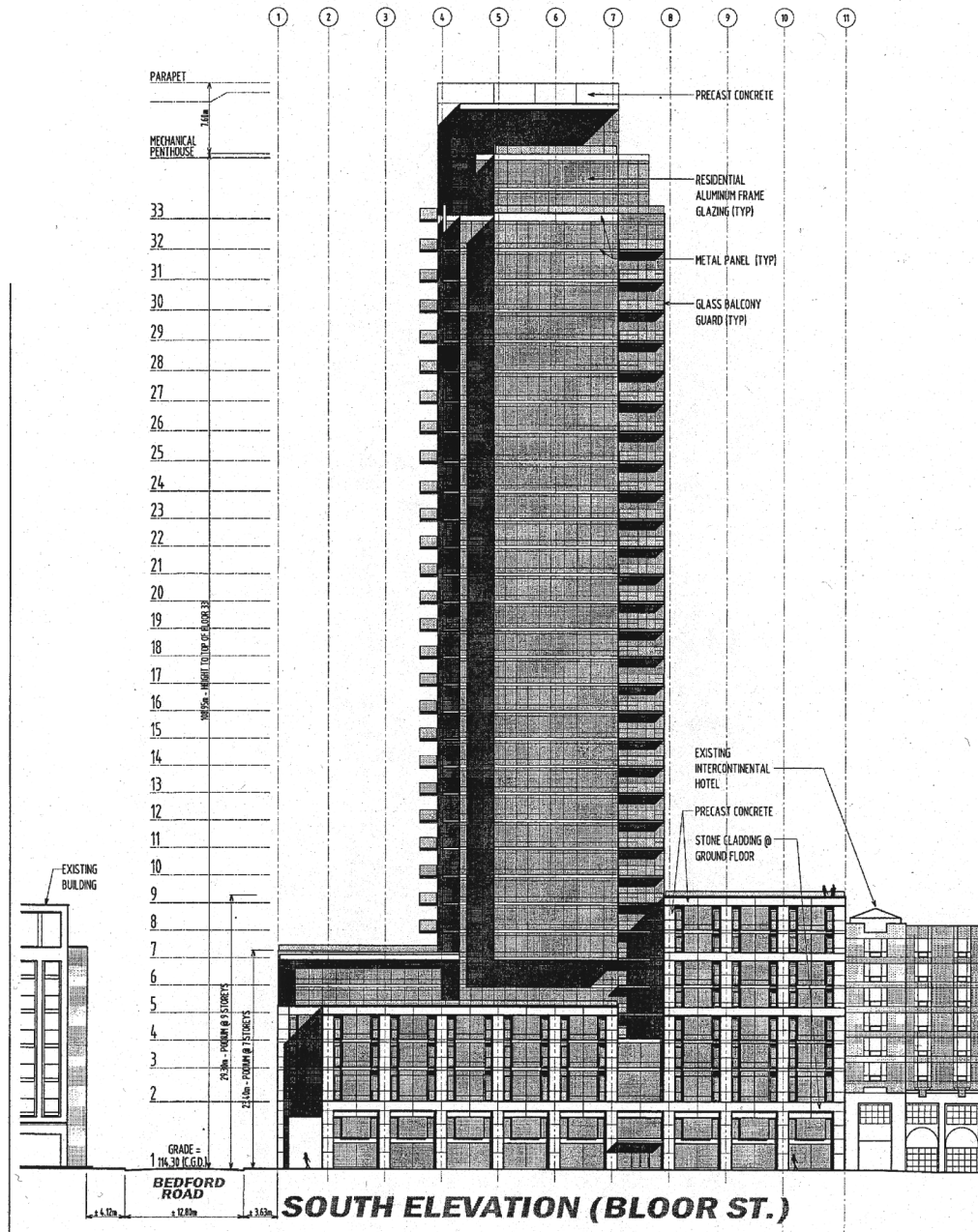
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230,232,234,236,238,240,242 & 244 Bloor St West
& 1 Bedford Rd

File # 04_111005 & 04_111032

Attachment 3: South Elevation



South Elevation

Applicant's Submitted Drawing

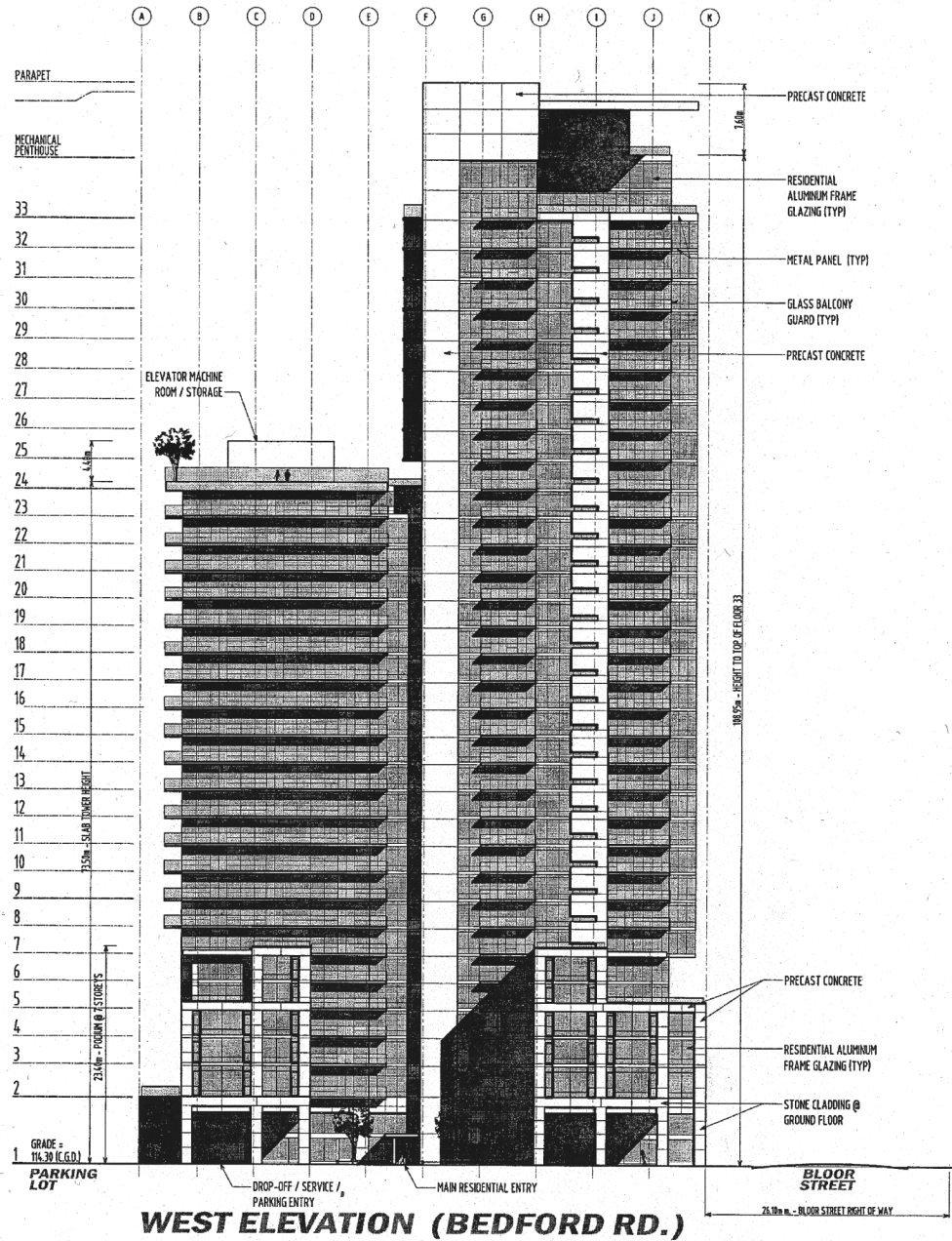
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230,232,234,236,238,240,242 & 244 Bloor St West
& 1 Bedford Rd

File # 04_111005 & 04_111032

Attachment 4: West Elevation



West Elevation

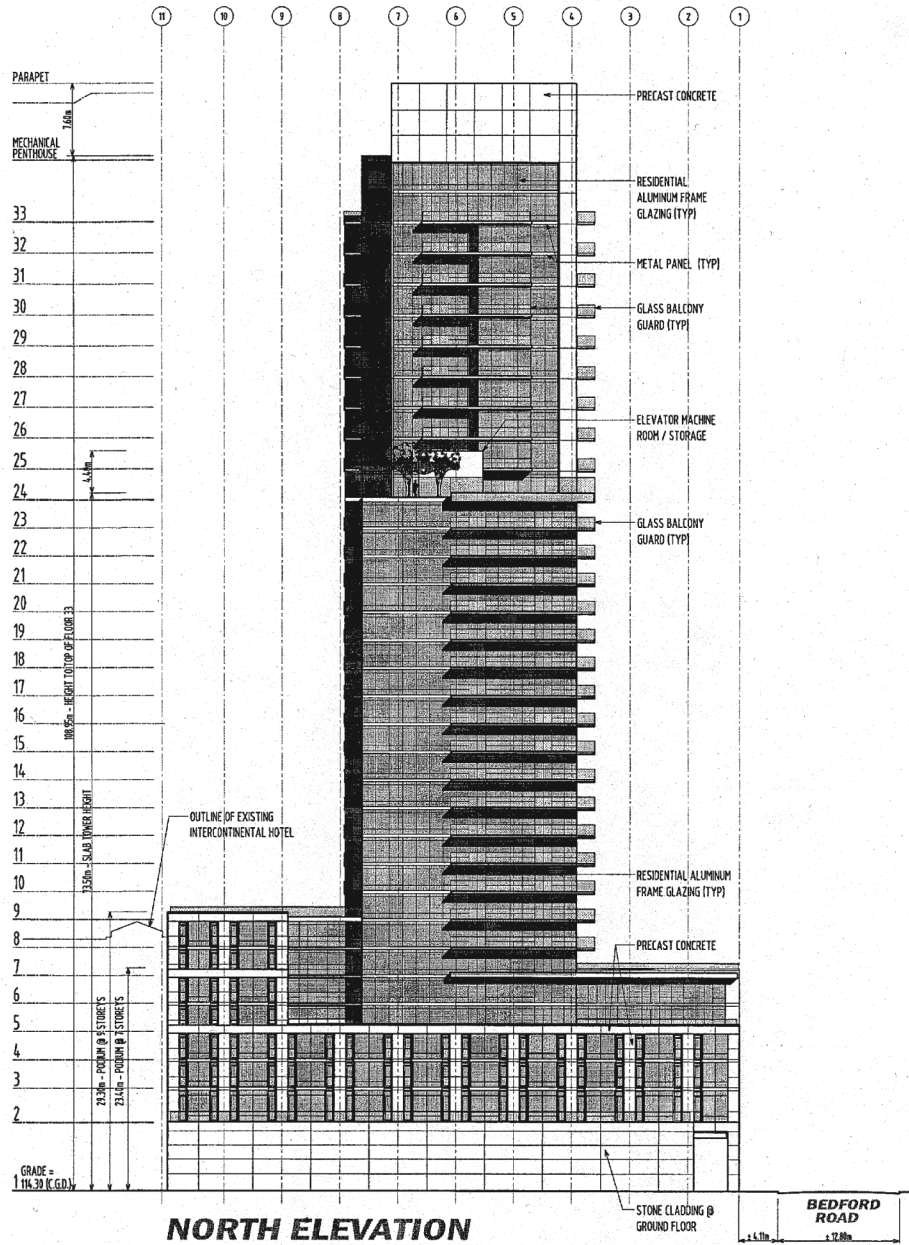
Applicant's Submitted Drawing

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230,232,234,236,238,240,242 & 244 Bloor St West
& 1 Bedford Rd

File # 04_111005 & 04_111032

Attachment 5: North Elevation



North Elevation

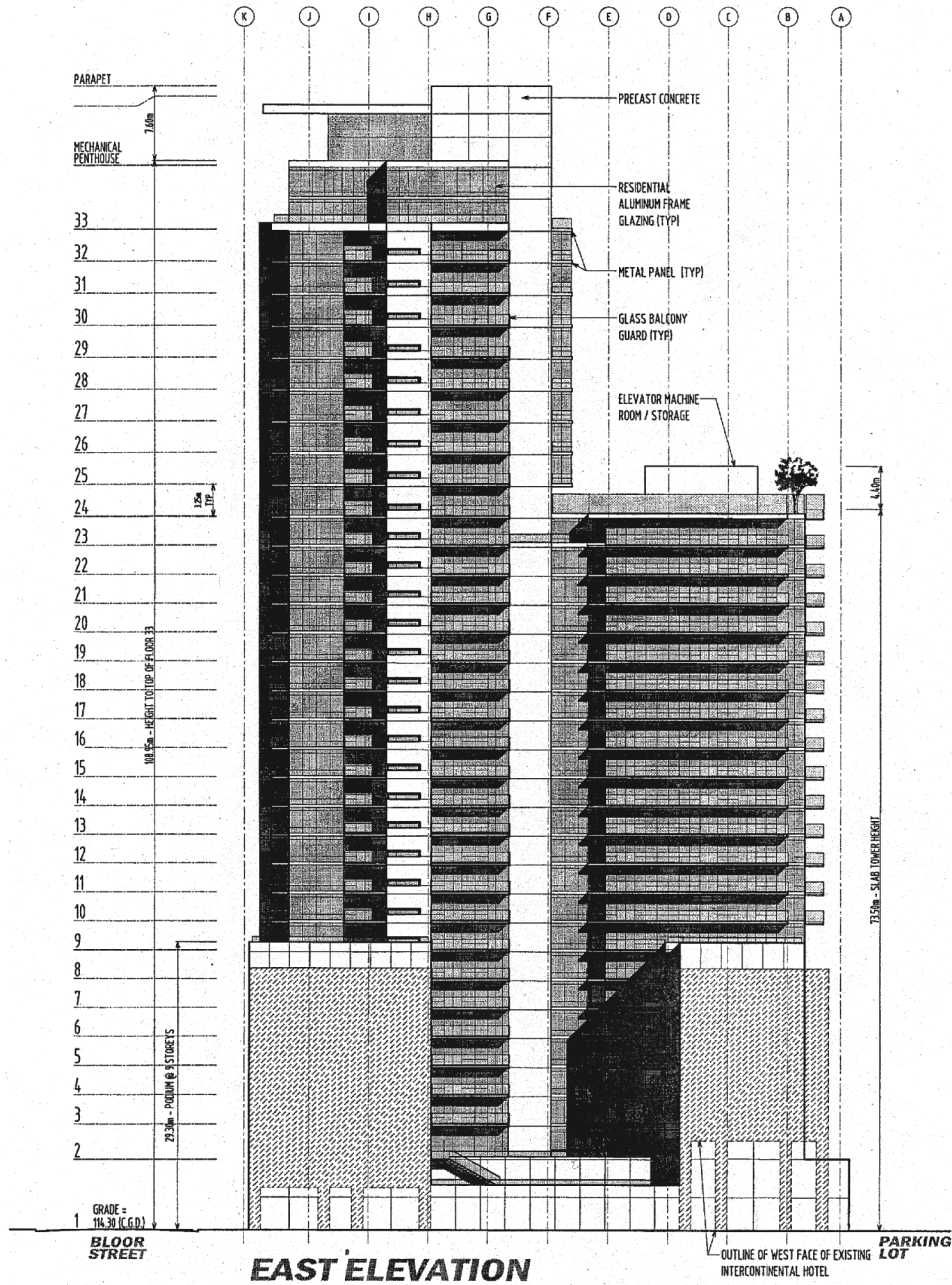
Applicant's Submitted Drawing

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230,232,234,236,238,240,242 & 244 Bloor St West
& 1 Bedford Rd

File # 04_111005 & 04_111032

Attachment 6: East Elevation



East Elevation

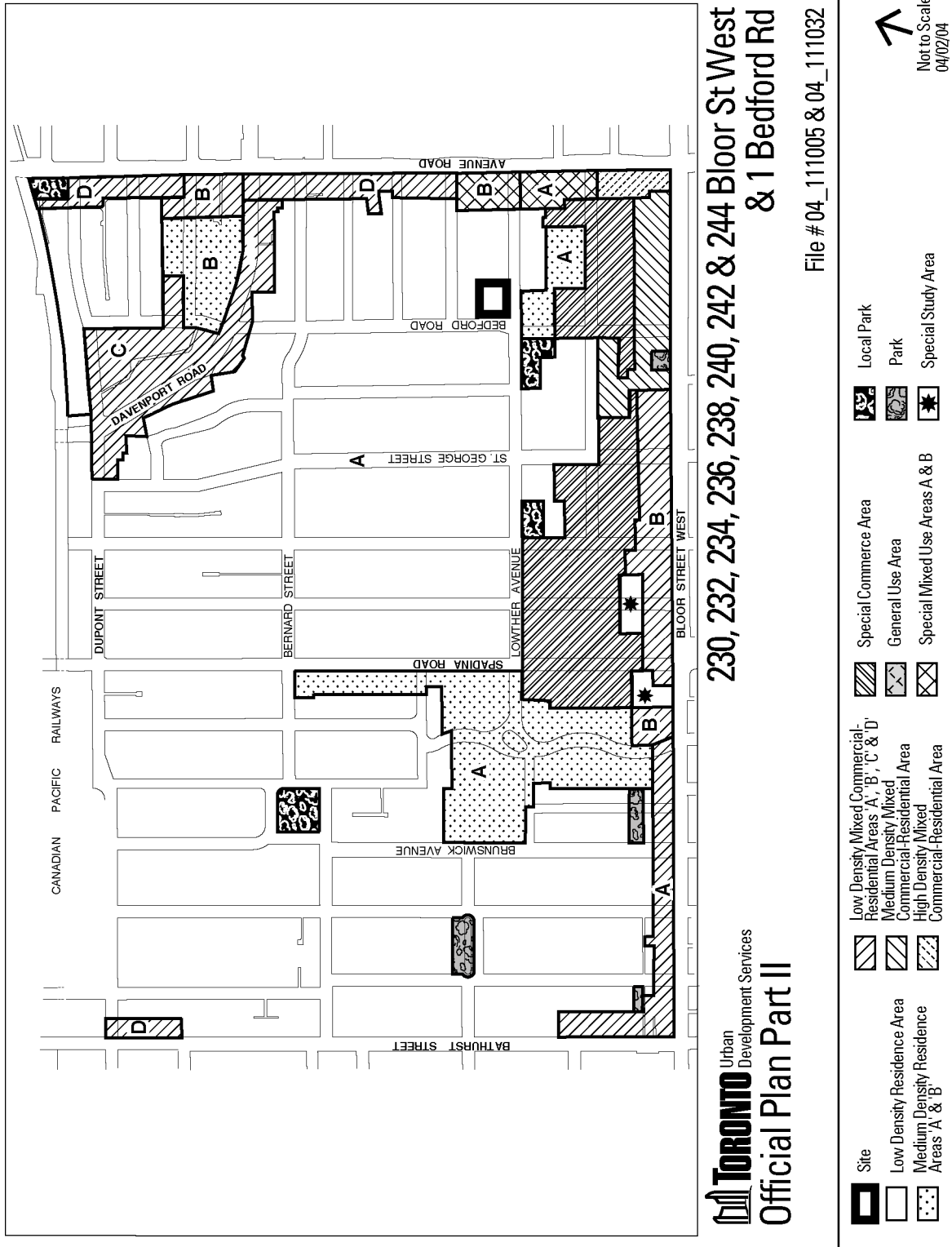
Applicant's Submitted Drawing

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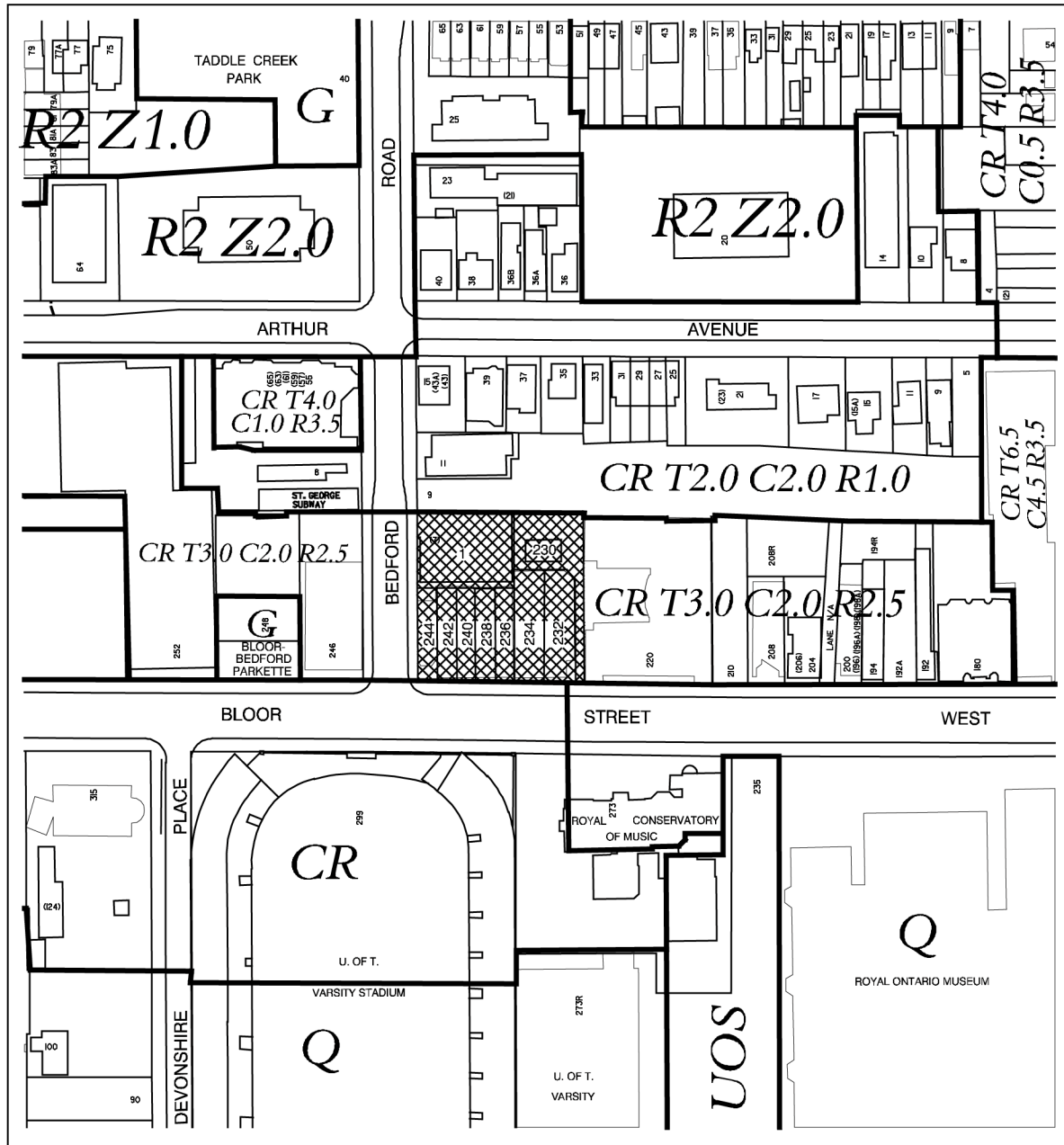
230,232,234,236,238,240,242 & 244 Bloor St West
& 1 Bedford Rd

File # 04_111005 & 04_111032

Attachment 7: Official Plan Part II(Map)



Attachment 8: Zoning (Map)



TORONTO Urban Development Services
Zoning

230,232,234,236,238,240,242 & 244 Bloor St West
& 1 Bedford Rd
File # 04_111005 & 04_111032

- G Parks District
- UOS Parks District
- R2 Residential District
- CR Mixed-Use District
- Q Mixed-Use District



Not to Scale
Zoning By-law 438-86 as amended
Extracted 03/01/04 - DR