

**2490 and 2500 Bloor Street West (including 2464 and 2474) - Zoning Amendment Application – Request for Direction Report**

<b>Date:</b>	June 3, 2010
<b>To:</b>	Etobicoke York Community Council
<b>From:</b>	Director, Community Planning, Etobicoke York District
<b>Wards:</b>	Ward 13 – Parkdale-High Park
<b>Reference Number:</b>	09 114473 WET 13 OZ

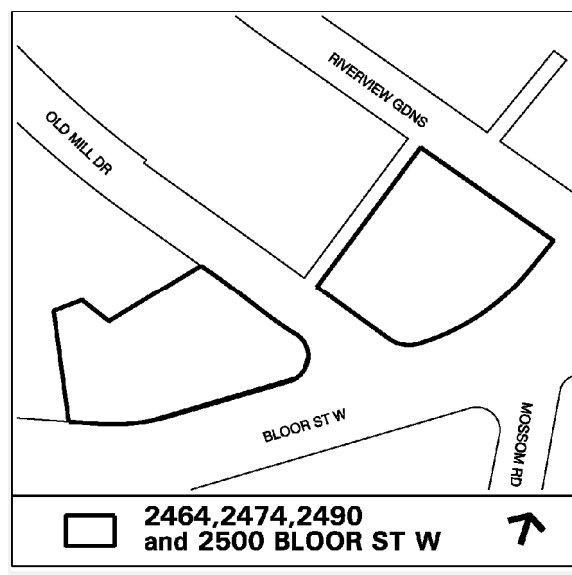
**SUMMARY**

This application is subject to the new provisions of the Planning Act and the City of Toronto Act, 2006.

The applicant proposes to develop two parcels of land with a terraced 10-storey residential building at 2500 Bloor Street West, and a 12-storey plus mezzanine level terraced mixed use building at 2490 Bloor Street West (inclusive of 2464 and 2474 Bloor Street West).

The purpose of this report is two-fold. This report provides an assessment of the merits of the proposed development, as revised by the applicant. This is intended to give City Council a basis for providing a direction with respect to the related realignments of Riverview Gardens and Old Mill Drive as proposed by the applicant and the continued processing of the application in order to bring forward a draft zoning by-law for consideration.

The proposed road realignments require a real estate transaction between the City and the proponent to effect the property exchange/acquisition that is necessary to



implement the road realignments and the configuration of the sites for the proposed development. The proposed realignments of the public roads are supported by Transportation Services and City Planning staff as the public realm and public safety will be enhanced, and the proposed development's context relationship, built form and site plan will benefit.

This report recommends that City Council direct staff to continue processing the zoning amendment application on the reconfigured parcels resulting from the proposed realignment of both Old Mill Drive and Riverview Gardens, as well as to initiate the real estate process associated with the land exchange/acquisition to allow for the road realignments.

## **RECOMMENDATIONS**

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### **The City Planning Division recommends that:**

1. City Council direct the appropriate staff to initiate the process for the land exchange/sale of the portions of the Old Mill Drive and Riverview Gardens municipal right-of-ways to implement the proposed road realignments, and initiate the detailed design of the future road alignments.
2. City Council direct Planning staff to continue processing the zoning amendment application with the proposed realignment of Old Mill Drive and Riverview Gardens.
3. The proponent be required to prepare and implement, at their expense, appropriate traffic management measures concurrent with the construction of road realignments and the development, and a post development Traffic and Road Safety Audit to address potential traffic infiltration, pedestrian safety, and possible Mossom Road impacts, to the satisfaction of Transportation Services and City Planning.
4. City Council direct staff to secure appropriate Section 37 community benefits, among other matters as necessary, in an executed agreement prior to the introduction of any Bills to City Council, as outlined in this report.
5. City Council authorize the City Solicitor and appropriate staff to appear before the Ontario Municipal Board should the application be appealed by the proponent and the proposed development be modified from the current proposal outlined in this report.

### **Financial Impact**

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

## **BACKGROUND**

In April 2008, City Council approved Official Plan Amendments 169 and 362 and Zoning By-laws 357–2008 and 355-2008 to permit the redevelopment of the lands at 2442 Bloor Street West, on the site of the former Humber Odeon Cinema, with a ten storey, mixed use building. The sites are located a short distance east of this proposed

development that is the subject of this report. Since the approval, additional properties have been assembled west of the Humber Odeon Cinema site to Riverview Gardens. No further applications have been filed to date.

On June 10, 2008, Etobicoke York Community Council received a City Planning Information Report regarding the Bloor West Village Urban Design Study (2005). The Study, which was commissioned by the Bloor West Village BIA, in collaboration with a number of neighbourhood organizations, and undertaken by the firm of Office for Urbanism, provided an analysis of existing conditions; identified potential redevelopment sites; and, provided suggested broad based design guidelines as a framework for future development along Bloor Street West between the Humber River and High Park / Clendenan Avenue.

As part of that report, City Planning staff recognized that future redevelopment of the subject sites would prompt the requirement for an Avenue Segment Study, but that staff would “work with the local Councillor and the community for an appropriate public consultation process at that time, including the potential for a public charrette.” The charrette was held in October 2009, and is detailed later in this report.

## **ISSUE BACKGROUND**

### **Proposal**

The original submission proposed a residential condominium building at 2500 Bloor Street West and a mixed use, residential and retail, condominium building at 2490 Bloor Street West.

The proposed building at 2500 Bloor Street West, consisted of 217 residential dwelling units. The building proposed was 13-storeys, with a maximum height of 43 metres, stepped down northwards to 7 storeys, and was flanked to the east and west with a 10-storey component that stepped down westward to 2 storeys. There was a 2-storey podium along the Bloor Street West frontage continuing around the corner to Old Mill Drive. The proposed Floor Space Index (FSI) was approximately 5.8 times the lot area.

The proposed building on the 2490 Bloor Street West site consisted of 271 residential units in a 16-storey building with a maximum height of 56.5 metres, stepping down northwards to 10 storeys; eastwards to 12 storeys; and, westwards to 12 storeys. There was a 2-storey podium containing retail uses at grade facing Bloor Street West and Riverview Gardens. The proposed FSI was approximately 8.0 times lot area. The blended FSI of the development was approximately 6.6 times the area of the lots.

After the Design Charrette and obtaining feedback from the October 5, 2009 community consultation meeting, the proponent submitted a revised proposal on February 17, 2010. The original proposal was modified to reduce the height and the reshape the building mass. The overall statistical comparison between the original and revised concepts is as follows:

**2490 Bloor Street West**

	March 5 /09 submission	February 17 /10 submission
Site Area	4,007.6 sq. m	4,007.6 sq. m
Gross Floor Area	30,126 sq. m	30,469.9 sq. m
Height	50.55 m (16 storeys)	39.65 m (12 storeys + Mezzanine)
Dwelling Units	271	284
Parking	382	378
Bicycle Parking	201	213

**2500 Bloor Street West**

	March 5 /09 submission	February 17 /10 submission
Site Area	4,119.7 sq. m	4119.7 sq. m
Gross Floor Area	23,695 sq. m	22,359.7 sq. m
Height	43 m (13 storeys)	32.5m (10 storeys)
Dwelling Units	217	220
Parking	304	285
Bicycle Parking	169	178

Following the submission of the revised proposal, staff held a series of meetings with the proponent in an effort to further refine the revised development to better address Official Plan policies, Urban Design Guidelines and charrette principles. The result has been a further decrease in the number of dwelling units and density, and a more pronounced sculpting of the buildings to further improve the design and massing of the buildings and relationship to their context.

The comparative data is as follows:

**2490 Bloor Street West**

	February 17 /10 submission	Current
Site Area	4,007.6 sq. m	4,007.6 sq. m
Gross Floor Area	30,469.9 sq. m	27,725.11 sq. m
Height	39.65 m (12 storeys + Mezzanine)	39.95 m (12 storeys + Mezzanine)
Dwelling Units	284	230
Parking	378	369
Bicycle Parking	213	To Comply with By-law 438-86 requirements

**2500 Bloor Street West**

	February 17 /10 submission	Current
Site Area	4119.7 sq. m	4,119.7 sq. m
Gross Floor Area	22,359.7 sq. m	20,056.5 sq. m
Height	32.5m (10 storeys)	32.55 m (10 storeys)
Dwelling Units	220	166
Parking	285	261
Bicycle Parking	178	To Comply with By-law 438-86 requirements

A total of 396 residential dwelling units are now proposed for both buildings, with 1,059.14 square metres of retail gross floor area (included in the total gross floor area data). The unit mix may change slightly as the design of the building is refined. The relationship of total floor area to the area of the lots is a FSI of 5.88, with the 2500 Bloor Street West site having a gross floor area of 4.87 times the area of the lot, and the 2490 site having 6.92 times the area of its lot.

**Site and Surrounding Area**

The 2500 Bloor Street West site has an approximate lot area of 0.40 hectare at the northwest corner of Bloor and Old Mill Drive, with approximately 89 metres frontage on Bloor Street West and an approximate depth of 47.5 metres. The 2490 Bloor Street West site has an approximate lot area of 0.41 at the northwest corner of Bloor and Riverview Gardens with approximately 69 metres of frontage on Bloor Street West, and a depth of approximately 61 metres. The properties contained an automotive dealership and include a single-storey commercial building at 2500 Bloor Street West and a 4-storey office building at 2490 Bloor Street West. Both sites slope down, from east to west and from north to south. The grade difference from Bloor Street West to the north varies, but is generally about 5 metres.

Surrounding land uses are as follows (It should be noted that Bloor Street West at this location runs in a southwest to northeast orientation):

North of 2490 Bloor Street West: a public laneway, with a 2-storey commercial/residential house-form building and a municipal parking lot north of the abutting laneway, followed by a low density residential area further north.

North of 2500 Bloor Street West: Traymore Park followed by the low density residential area further north.

South opposite 2490 Bloor Street West: 3-storey mixed retail/office building, and opposite 2500 Bloor Street West is a 5-storey residential building.

West: 2 and 3-storey apartment buildings fronting the north side of Bloor Street West.

East: Riverview Gardens, then 2 to 5-storey mixed commercial/residential buildings.

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

The Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development. The PPS sets the policy foundation for regulating the development and use of land. The key objectives include: building strong communities; wise use and management of resources; and, protecting public health and safety. City Council's planning decisions are required to be consistent with the PPS.

The Growth Plan for the Greater Golden Horseshoe provides a framework for managing growth in the Greater Golden Horseshoe including: directions for where and how to grow; the provision of infrastructure to support growth; and protecting natural systems and cultivating a culture of conservation.

City Council's planning decisions are required by the Planning Act, to conform, or not conflict, with the Growth Plan for the Greater Golden Horseshoe.

## **COMMENTS**

### **Official Plan**

The properties are located within an *Avenues* area on Map 2 - Urban Structure and are designated *Mixed Use Area* on Map 14 - Land Use Plan, for the portions of the lands being developed. *Avenues* are corridors along major streets where reurbanization is anticipated and encouraged in order to accommodate growth.

There is a small area located on the northern limit of the 2490 Bloor Street West lot that is designated *Neighbourhoods*, which is to remain outside the proposed building envelope, with the exception of a raised outdoor terrace for outdoor amenity space use. These lands generally correspond to the former City of York municipal boundary and limit of the R1 Zoning district for the former City of York.

These Neighbourhoods designated lands form part of the lands to be developed and are physically separated from the balance of the Neighbourhoods district by a public lane. The Official Plan provides guidance to interpret circumstances where land use designations do not coincide with physical features such as lanes and roads or property boundaries. Section 5.6 "Interpretation" of the Official Plan, policy 5 state:

"Boundaries of land use designations on Maps 13-23 inclusive are general except where delimited by a defined Secondary Plan or area specific policy, or where they coincide with fixed distinguishable features such as roads, public laneways, utility corridors, railroads, watercourses or other clearly defined physical features.

In all other instances, the boundaries of land use designations will be determined by a review of:

- a) existing zoning by-laws;
- b) prevailing lot depths;
- c) orientation of lot frontages;
- d) lot patterns; and
- e) land use patterns.”

Where the intent of the Plan is maintained, minor adjustments to boundaries will not require amendment to this Plan. In those situations where Council determines that greater certainty is desirable, area specific mapping will be adopted through an amendment to this Plan.” Given this interpretation policy and the intent of the Plan that the Mixed Use Areas designation apply to the lands fronting onto Bloor Street West, staff are of the opinion that an Official Plan amendment is not warranted.

The *Mixed Use Areas* designation permits a range of residential, commercial and institutional uses, and provides criteria to direct the form and quality of development and is one of four designations identified in the Official Plan as providing opportunities for increased jobs and/or population. The Official Plan states that “*Mixed Use Areas* will absorb most of the anticipated increase in retail, office and service employment in Toronto in the coming decades, as well as much of the new housing.” However, not all *Mixed Use Areas* will experience the same scale or intensity of development. The policies of *Mixed Use Areas* require new development to provide a transition between areas of different development intensity and scale.

The Official Plan states that “Development in *Mixed Use Areas* located on *Avenues*, prior to the completion of an Avenue Study has the potential to set a precedent for the form and scale of reurbanization along the Avenues. In addition to the policies of the Plan for *Mixed Use Areas*, proponents of such proposals will also address the larger context and examine the implications for the segment of the Avenue in which the proposed development is located. This review will:

- include an assessment of the impacts of the incremental development of the entire Avenue segment at a similar form, scale and intensity, appropriately allowing for distinguishing circumstances;
- consider whether incremental development of the entire Avenue segment as identified in the above assessment would adversely impact any adjacent Neighbourhoods;
- consider whether the proposed development is supportable by available infrastructure; and
- be considered together with any amendment to the Official Plan or Zoning By-law at the statutory public meeting for the proposed development.”

Further, “development in *Mixed Use Areas* on *Avenues* that precedes the completion of an Avenue Study will:

- support and promote the use of transit;
- contribute to the creation of a range of housing options in the community;
- contribute to an attractive, safe and comfortable pedestrian environment that encourages walking and strengthens local retailing;
- provide universal physical access to all publicly accessible spaces and buildings;
- conserve heritage properties;
- be served by adequate parks, community services, water and sewers, and transportation facilities; and
- be encouraged to incorporate environmentally sustainable building design and construction practices.”

Development requiring a rezoning will not be allowed to proceed prior to completion of an Avenue Study unless the review demonstrates to Council’s satisfaction that subsequent development of the entire Avenue segment will have no adverse impacts within the context and parameters of the review.

An Avenue Segment study for Bloor Street West between Windermere Avenue and the Humber River, was submitted in support of the original proposal for the 16 and 13-storey buildings. The study concluded that the proposed development would not establish a negative precedent for future development along the Bloor Street West segment that was studied. The number of potential future development sites, or soft sites within the studied segment, was also very limited. A detailed evaluation of the study is provided later in this report.

The Official Plan includes cited Development Criteria in *Mixed Use Areas*, which include, but are not necessarily limited to:

- creating a balance of high quality commercial, residential, institutional and open space uses that reduces automobile dependency and meets the needs of the local community;
- providing for new jobs and homes for Toronto’s growing population on underutilized lands;
- locate and mass new buildings to provide a transition between areas of different development intensity and scale, as necessary to achieve the objectives of this Plan, through means such as providing appropriate setbacks and/or a stepping down of heights, particularly towards lower scale Neighbourhoods;
- locate and mass new buildings so as to adequately limit shadow impacts on adjacent Neighbourhoods, particularly during the spring and fall equinoxes;



- locate and mass new buildings to 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;
- provide an attractive, comfortable and safe pedestrian environment;
- take advantage of nearby transit services;
- provide good site access and circulation and an adequate supply of parking for residents and visitors;
- locate and screen service areas, ramps and garbage storage to minimize the impact on adjacent streets and residences; and
- provide indoor and outdoor recreation space for building residents in every significant multi-unit residential development.

The sites have particular characteristics (lot size, depth, orientation, topography and context relationships to the neighbourhood and avenue), which have been carefully considered throughout this review and process.

The proposed development provides a range of new residential dwelling units sizes and local commercial uses, which will provide for new jobs and homes on underutilized lands. The two buildings, as currently proposed, are sited on Bloor Street to edge the Avenue in an appropriate scale and incorporate stepping, setbacks and other design elements to transition the development to the north and beyond to the properties designated *Neighbourhoods* in the Official Plan.

Shadows that will result from the buildings have been evaluated and angular planes have been used so that no unacceptable shadow impacts would be experienced by the neighbourhood to the north, or the abutting Traymore Park. A detailed explanation and evaluation of the angular planes, shadows and urban design guidelines is provided later in this report.

The proposed development provides for good site access and circulation to both sites, with the 2490 Bloor building gaining access from the abutting public lane. The proposed buildings provide for adequate indoor and outdoor amenity, with adequate on-site parking.

The buildings have been designed to accommodate wide sidewalks to allow for pedestrian comfort and safety, with opportunity for continuous street tree planting. Stepping and articulation of the building has been incorporated into the design to provide for an attractive and comfortable pedestrian scale and relationship to the public realm.

The two sites are located within 400 metres of the Jane Street subway station. The intensification of the lands provides an opportunity for greater transit use and reduction on car dependency.

## **Zoning**

The sites are zoned CR T2.5 C2.0 R1.5 by the former City of Toronto By-law 438-86. The CR zone permits a mix of commercial and residential uses up to a total density of 2.5 times the area of the lot, of which a maximum of 2.0 times the area of the lot is permitted to be commercial use and 1.5 times the area of the lot residential use. The maximum permitted height for the site is 14.0 metres.

A small portion of the 2490 Bloor Street West site is zoned R1 by the former City of York By-law 1-83, which corresponds generally to the Neighbourhoods designation affecting the site. (See Attachment 1 - Zoning Map)

## **Site Plan Control**

Site Plan Control is applicable but an application has not been submitted, pending finalization of the zoning matters.

## **Ravine By-law**

A portion along the west and north lot lines of 2500 Bloor Street West and along the north boundary of 2490 Bloor Street West is subject to the Ravine and Natural Features Protection By-law. Matters to address the potential loss of planting area will be evaluated through the site plan process.

## **Reasons for the Application**

This proposal does not comply with the maximum density and height provisions of Toronto By-law 438-86 as amended. It also requires relief, for the part of the properties zoned CR T2.5, C2.0, R1.5, from the definition of grade and from setback and bicycle space requirements. The proposal is also not permitted by the former City of York Zoning By-law 1-83 as amended. For these reasons, this zoning amendment application is required.

## **Community Consultation**

Prior to the submission of the subject Zoning Amendment application, the proponent established a Working Design Group, comprised of representatives from area residents associations and the Bloor West Village BIA. The Working Design Group was comprised of representatives of the Bloor Jane Humber Resident's Group; Old Millside Residents Association; Swansea Area Ratepayers Association; Bloor West Village Residents Association; World 19; and, the Bloor West BIA, who were invited by the proponent to participate. Design principles that were developed from their process were discussed and considered at the City initiated Design Charrette.

In accordance with the staff comments associated with the Bloor West Village Urban Design Study that was received by Community Council in June 2008, and the

recommendations made by Planning staff in the initial Preliminary Report, an Urban Design Charrette was held on October 14, 21, and 28, 2009, to review the proposed development and establish design principles for the segment of Bloor Street West between the Humber River and Windermere Avenue.

Design principles that stemmed from this charrette process were used by staff to provide additional guidance in the evaluation of the proposed developments. A more detailed summary of the process and the application of the established principles will be outlined in the Zoning Amendment application final staff report.

A Community Consultation meeting was held on October 5, 2009, in consultation with the Ward Councillor at St. Pius X Catholic School, at 71 Jane Street. This meeting was to obtain community feedback regarding the originally proposed 16 and 13 storey buildings. Approximately 250 people attended the meeting.

Issues raised by the public were as follows:

a) Heritage

Historic built form fabric and Archaeology were raised as a concern regarding the traditional paths that reflect the road system. Realignment of the roads would not honour the historic paths. Further concerns regarding archaeological first nations elements were raised. The proposed development was perceived as not respecting area heritage elements.

Heritage Preservation has been circulated the proposed development, and no objections have been received, however, a more comprehensive analysis will be conducted through the site plan control process with respect to archaeological assessment of the sites, if necessary. With respect to traditional paths and the proposed road realignments, only a small segment of the roads are proposed to be realigned. Careful consideration has been made to ensure that paths, linkages and access to and from the two sites is appropriate and fits with the proposed physical context.

b) Height, Mass, Shadows and Density

The proposed height of the buildings would be exaggerated by the elevation drop to the north. Due to the change in grade (6-9 metres), the proposed 13 and 16-storey buildings would appear 2 to 3-storeys higher from the neighbourhood to the north. The heights are perceived to have an adverse impact to the north (Neighbourhood and Park). The bulk of the buildings adds to the perceived shadow impacts and affects sky view. Concerns with the design and scale of the development not being a "FIT" with the Bloor Street West physical character was raised. The proposal and design of the building was viewed as not complimentary with the physical context. The proposed height and density were thought to generate too much population and traffic.

Staff's review of these concerns is addressed in the following sections of this report. It should also be noted that the existing car dealership use and related hard surface parking is long standing, but now considered underdevelopment of the lands and not a desirable use within the context of the area.

c) Population

There was mention of an inadequacy of school accommodation in the area and other community facilities that would be further strained by the proposed development.

Both publicly funded School Boards were circulated the original and second submission. Conditions have been requested by both Boards to require the proponent to post notice signs and implement warning clauses in agreements of purchase and sale indicating that children may be accommodated in classroom portables or at schools outside the area.

With respect to other community services, staff will secure community benefits as outlined under the Section 37 heading of this report to address community facilities and services.

d) Traffic

Concerns over access, increased traffic and traffic infiltration to the north were raised, particularly with the proposed realignment of Old Mill Drive and Riverview Gardens with South Kingsway. This was a major topic of concern that was repeatedly voiced.

Concern were expressed that the traffic impact study area was not geographically large enough, and should include Swansea to Lake Ontario and the Humber River Basin.

Transportation Services staff have reviewed the Traffic Impact Study and proposed road realignments. No objections have been raised with the Traffic study, and staff are in support of the proposed road realignments to improve intersection sight lines and improve safety for the two intersections, among other reasons.

e) Environment/Green Initiatives

Questions were raised regarding green/environmental inclusions for the development. Green roofs, and surface greening were raised as a means to respect the Humber River natural system, nearby ravines, underground streams and general greening of the area.

The proposed development will meet the City's Green Development Standards Tier 1, and incorporate green roofs, as well as additional landscaping for the lots. The proponent

has also stated that the development will incorporate green standards above the Tier 1 requirement.

f) Infrastructure

Concerns were expressed in regard to the availability and adequacy of materials/studies submitted for staff review.

There were concerns raised regarding hydrological concerns; watermain problems (the last two years there have been numerous breaks) and flooding to the area, emphasizing the ecological importance.

Technical Services staff have reviewed the Functional Servicing Report submitted by the applicant. Staff have recommended that additional information is required to be submitted with respect to sanitary flows to the Baby Point pumping station and explore two alternative water servicing concepts. This review is ongoing.

g) Design

The design concept of the building was raised. Does it appropriately fit the area, and its physical context?

Staff note the design of the proposed two buildings has been modified significantly since this comment was received, however, it was maintained even through the second community consultation meeting.

With the feedback gained from the Community Consultation Meeting, the design principles developed in the City-initiated design charrette that was held on October 14, 21, and 28 2009, and the design principles that were cited in the Bloor Street West Design study (2005), staff engaged the proponent with the intent to use this guidance to redesign the proposal, and guide the development to its current iteration.

The applicant redesigned the proposal and submitted a revised development concept on February 17, 2010.

A second community consultation meeting was held on April 29, 2010, at Runnymede Collegiate Institute to obtain feedback with respect to the revised development proposal (10 and 12-storey buildings). The main issue raised was traffic infiltration that may result from the realignment of Old Mill Drive and Riverview Gardens. Transportation Services staff were present to answer questions, and stated that the realignments are appropriate to improve safety and address infiltration concerns and that Transportation Services would be recommending to City Council that it be secured.

Other objections raised were associated with the proposed building heights, density and the potential precedent that may be established for other assembled properties located east of Riverview Gardens.

## Evaluation Considerations

The framework for reviewing redevelopment proposals in this area includes the Provincial Policy Statement, the Growth Plan, the City's Official Plan, the Zoning By-law, the Avenue Segment Study, the 2005 Bloor West Village Urban Design Study and community consultation.

While the Official Plan provides overall policy guidance for land use matters, staff also use other tools to assist in the evaluation of proposed developments and ultimately the formulation of recommendations for City Council to consider when rendering a decision. With respect to these two sites, an Avenue Segment Study was submitted for staff's review, in accordance with Official Plan policies. Staff have also used other evaluation tools including an analysis of angular planes, shadow studies, urban design practices and emerging performance standards for mid-rise buildings.

### a) Avenue Segment Study

The Segment Study submitted illustrates a detailed analysis of development potential on soft sites in the area, focusing on the stretch of Bloor Street West between the Humber River and Windermere Avenue. As set out in the City's Official Plan, the Mixed Use Avenues, as well as Downtown and the Centres, are to accommodate growth in population and jobs. New development along the Avenues is to be compatible with and not adversely impact upon the Neighbourhoods which they serve. Contextually appropriate massing, scale, siting and organization of buildings and appropriate scale transitions to adjacent areas are to be achieved with new development.

The Segment Study Review concluded that subsequent development will have no adverse impacts within the subject context. However, staff do not concur with certain aspects of the Segment Study, namely the Primary Boundary illustrated on the Study Area Map (which represents lands which lie beyond the "Avenue" and the land use designation which is generally associated with the lots fronting onto the Avenue, thereby extending potential development sites into the lands designated "Neighbourhoods") and also the location of where the angular planes are to be taken from. Also, the analysis for Soft Site 1 (2442-2454 Bloor Street West – Humber Odeon to Riverview Gardens) and for the two subject parcels is not consistent with the manner in which the City establishes setbacks and angular planes, generally from the property line of the lane abutting residential land uses. Soft Sites 2 (2487-2489a Bloor Street West – Commercial uses on south side of Bloor Street West, west of Mossom Road), 3 (2485 Bloor Street West – Esso Gas Station at South Kingsway) and 4 (2333-2365 Bloor Street West and 237 Willard Avenue) have been appropriately modeled with regard to setbacks and angular planes.

The Segment Study refers to the proponent's initial development proposal of 16 storeys at 2490 Bloor Street West and 13 storeys at 2500 Bloor Street West. The proposed site plan layouts fill the sites, maximizing the building envelopes by pushing the buildings out to the property boundaries.

b) Angular planes

Although the subject sites are currently zoned CR and angular planes are not a specific regulation, as they are in MCR zones, with the request for a rezoning it is appropriate to use angular plans as a tool of evaluating acceptable mass and heights of the proposed buildings on the subject sites. There are some irregularities in the area zoning and Official Plan designations as a result of the former City of York and City of Toronto boundaries. Normally the "Avenues" would correspond to zoning along the major street to the depth of the lots fronting onto the major street, in this case the zoning follows the former municipal boundaries instead.

Staff has recommended that the proposal be evaluated using 45 degree angular planes and setbacks from where they would normally be taken and that the new performance standards guidelines pertaining to the "Avenues and Mid-Rise Buildings Study" be referenced to assist in assessing height, overlook, sky views, etc. The proposed buildings generally conform to the performance standards guidelines regarding setbacks and angular planes.

c) Bloor West Village Design Study (2005)

In June 2008, the Etobicoke York Community Council received an Information Report from the Director, Community Planning, Etobicoke York District pertaining to the Bloor West Village Urban Design Study and how the study is applied by City staff to redevelopment projects in the area. The study was initiated for the Bloor Street West properties between High Park and the Humber River and areas of surrounding influence, by the Bloor West Village BIA, in association with a number neighbourhood organizations, for their purposes, and had no staff input in its formulation.

The Bloor West Village Urban Design Study analyzes the existing conditions and provides an Urban Design Framework and Design Principles. The subject sites are within the South Kingsway Character Area as defined in the study. The study envisions a "high quality residential apartment area with some mixed uses and an appealing streetscape and a gateway into the Bloor West Village." Redevelopment of the auto-oriented uses are encouraged with streetscape improvements and buildings with a maximum of 4 storeys at the street edge stepping "up to a maximum of 8 storeys (25 metres) on the north side of Bloor Street where appropriate buffering from adjacent low-rise residential areas exist, subject to the conditions outlined".

The maximum heights proposed were not comprehensively analyzed or tested, in the 2005 study. In general, the subject sites are larger and deeper than the other parcels in the study area identified for possible redevelopment at an 8-storey maximum height and as such are able to accommodate greater heights while providing for adequate buffering from the adjacent low-rise residential areas. The redevelopment proposal meets the guidelines in Appendix A of the Design Study by providing: setbacks above the 4th storey, no exposed party walls, no adverse wind or shadow impacts, sufficient parking, significant improvements to service areas and to the rear view of the development, a

building base consistent with adjacent buildings, expression of the top levels of the buildings, resolution of service access and traffic circulation, the creation of new open space on some existing parking areas.

d) Mid-rise Buildings Performance Standards (existing and proposed)

The Performance Standards for Mid-Rise Buildings have been evolving throughout the course of the review of the subject application and have been used to sculpt the buildings and achieve appropriate base heights, setbacks and stepbacks. The study has now been finalized and was presented to Planning and Growth Management Committee on September 16, 2009 and will be presented again to Planning and Growth Management on June 16, 2010, as it was deferred on May 19, 2010.

e) Sun, Shadow, Skyview

The applicant has provided sun/shadow studies of all the proposed schemes to allow staff to assess the impacts of the shadows that the proposed buildings will cast on neighbouring properties, as required by the Official Plan. The study associated with the current scheme shows the position of the shadows every hour from 9:18 a.m. to 6:18 p.m. on March 21 and September 21. The study also includes shadows during June 21<sup>st</sup> and December 21<sup>st</sup>.

Planning staff are of the opinion that the shadow impacts from the currently proposed development on its neighbours are reasonable. At 9:18 a.m. the shadows cast by the proposed two buildings partially affect one property on Traymore Crescent, four properties on the west side of Old Mill Drive and four properties on the east side, while four properties are partially in shadow on the west side of Riverview Gardens. By 10:18 a.m., only two properties are partially in shadow on the west side and one on the east side of Old Mill Drive, while one property is in shadow on the west side of Riverview Gardens. By 11:18 a.m., the shadows are off all the residential properties.

With respect to shadows cast onto Traymore Park on March 21<sup>st</sup> and September 21<sup>st</sup>, the shadows are on a portion of the park in the morning with the majority of the park being in sunlight by 12:18 p.m. and completely free from shadows by approximately 2:00 p.m.

The use of angular planes to sculpt the terracing and step backs of the two buildings has reduced the extent and duration of shadows to an acceptable level, while providing a reasonable sky view for the neighbouring properties to the north.

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

The proposal is consistent with the PPS as it proposes to redevelop two underutilized parcels that have been historically used for automobile sales, office and parking, with intensified mixed use and residential developments.

The two buildings will offer new housing with a range of housing size, and local commercial uses in one of the buildings, which is consistent all the relevant policies in



Part V of the Statement. Specifically, the proposal is consistent with and does not offend the policies in Section 1.1 “Managing and Directing Land Use To Achieve Efficient Development and Land Use Patterns”.

The redevelopment promotes the efficient use of land, resources, infrastructure, with densities that can support public transit, as the sites are located within 400 metres of the Jane Street TTC transit station.

The proposal conforms and does not conflict with the Growth Plan for the Greater Golden Horseshoe.

It should be noted that proponent has appealed the City’s Official Plan Amendment No. 72, which is the result of the Official Plan conformity exercise with the Provincial Growth Plan.

### **Toronto Green Standard**

The proposed development will be required to meet the Tier 1 Toronto Green Development standards at a minimum. The two proposed buildings will both incorporate green roofs as required by the City’s new Green Roofs By-law.

### **Traffic Impact, Access, Parking**

A Traffic Impact Study dated February 2009, prepared by Read, Voorhees & Associates, was received on March 5, 2009 with the original application submission. The study proposed to realign Old Mill Drive and Riverview Gardens.

With the modifications made to the proposed original scheme, an updated Traffic Impact Study, dated February 2010, was submitted with a Sight Line Sketch later presented at March 17, 2010 meeting with applicant. The updated material has been reviewed by Transportation Services staff, with comments cited later in this report.

It should be noted that all vehicular parking will be accommodated below grade, with servicing of the two buildings occurring in the rear of the lands.

Access to parking and loading areas for the 2490 Bloor site will be via an existing public laneway, which abuts the parcel to the north. The 2500 Bloor site will have one access point from Old Mill Drive to serve both parking and loading areas.

### **Traffic Impact**

In reviewing the traffic material, Transportation Services staff noted that the proposed residential development generates significantly less vehicle traffic than development constructed to the current ‘as-of-right’ mixed-use zoning permissions. Further, it was noted that there are existing traffic operations issues. The Traffic Impact Study referenced queue reach and gap surveys during both the morning and afternoon peak hour periods at both the Old Mill Drive/Bloor Street West and Bloor Street

West/Riverview Gardens intersections adjacent to 2490/2500 Bloor Street, and identified a number of issues.

To mitigate the existing level-of-service deficiencies evident at the Old Mill Drive/Bloor Street West and Bloor Street West/Riverview Gardens unsignalized intersections, the consultant recommends the following road improvements:

1. Realign Riverview Gardens westerly, creating a north approach to the Bloor Street West/South Kingsway signalized intersection, including the introduction of auxiliary left and right turn lanes at the west intersection approach; and,
2. Realign Old Mill Drive westerly intersection perpendicular with Bloor Street West.

Transportation Services staff concluded that both modifications have substantial traffic safety benefits and support the proposals. To implement the design, a land exchange is required, prompting one of the two purposes for writing this report.

Transportation Services staff are recommending that as a condition of approving the zoning amendment application, the applicant shall enter into a Section 37 agreement with the City, agreeing to provide the necessary property, and to design and construct the proposed road improvements, including the installation of all traffic control signal hardware/timing modifications at the redesigned Bloor Street West/South Kingsway/Riverview Gardens signalized intersection, to the satisfaction of Transportation Services and the Executive Director, Technical Services, and at no cost to the City.

### **Traffic Management**

Although the proposed development has been reviewed by Transportation Services staff who concur with the findings of the submitted Traffic Impact Study, area residents continue to be concerned with the potential traffic infiltration that may result from the proposed road realignments. Staff note that both Old Mill Drive and Riverview Gardens have existing traffic calming measures.

In order to address these concerns, City Planning staff are recommending that the proponent be required to prepare and implement appropriate traffic management measures concurrent with the construction of the road realignments and the development. This will ensure that appropriate measures, including traffic signage, turn prohibitions and through movement restrictions, among other measures, will be considered prior to any construction.

Further, a post development Traffic and Road Safety Audit to address potential traffic infiltration, pedestrian safety, and possible Mossom Road impacts, is recommended to assess post construction traffic level to gauge whether the projected traffic volumes are realized, and if additional measures are required.

## **Section 37**

Planning staff have followed the Section 37 Official Plan policies and protocol adopted by City Council. In consultation with the Ward Councillor, relevant City divisions and the proponent, staff have concluded that the proposed development warrants Section 37 community benefits.

The community benefits recommended and agreed to by the proponent to be secured in the Section 37 agreement are as follows:

1. Bloor Street West streetscape improvements (\$250,000)
2. Jane Baby Point streetscape improvements (\$250,000)
3. Parks capital improvements for Traymore Park (\$350,000)
4. Swansea Town Hall capital improvements (\$150,000)
5. Heritage Conservation District Study for Baby Point area (\$100,000)
6. Day Nursery Capital Funds for the local area (\$1,000,000)

The following matters are also recommended to be secured in the Section 37 agreement as a legal convenience to support development:

1. Road realignments for Old Mill Drive and Riverview Gardens
2. Architectural Elevation Drawings at a 1:50 scale and associated building materials
3. Financial Securities for a traffic and road safety audit, at the sole expense of the proponent, to be conducted by the proponent's Consulting Engineer (\$100,000)
4. A Public Art contribution in accordance with the City's Official Plan
5. Signage and Agreements to address both School Board requirements
6. Any other elements that warrant consideration that arise through the ongoing application process.

## **Next Steps**

Should City Council support the recommendations of this report, staff will initiate the following:

- Commence the real estate process for the land exchanges/transactions to facilitate the realignments of Old Mill Drive and Riverview Gardens;
- Complete the Zoning amendment application evaluation by having revised plans to reflect the current units and density submitted;
- Update the Pedestrian Wind Analysis Study to reflect the current proposal;
- Prepare a final report with associated draft Zoning By-laws and Section 37 Agreement and provide statutory Public Notice;
- Coordinate staff resources to ensure that the proponent has clear direction for all works associated with the road realignments, with the goal of minimal disruption to area residents; and,
- Process the required Site Plan Control application is required for the proposed development.

## **Conclusion**

Staff are of the opinion that the proposed realignments of Old Mill Drive and Riverview Gardens, where they intersect Bloor Street West, are appropriate improvements to the current intersections. The realignments will enhance the public realm and public safety, and improve sight lines. The proposed development as currently massed and sited on the two parcels, which are designed to fit with the realigned roads, satisfies the goals and objectives of the City's Official Plan, conforms with Provincial land use statutes.

For the reasons noted above, it is staff's recommendation that City Council direct staff to initiate the road realignment process, prepare a Final Staff Report associated with the Zoning Amendment application, require a Traffic and Road Safety Audit from the proponent, and secure Section 37 community benefits to be considered by City Council as part of the Final Staff Report.

## **CONTACTS**

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## **SIGNATURE**

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Gregg Lintern, MCIP, RPP  
Director, Community Planning  
Etobicoke York District

## **ATTACHMENTS**

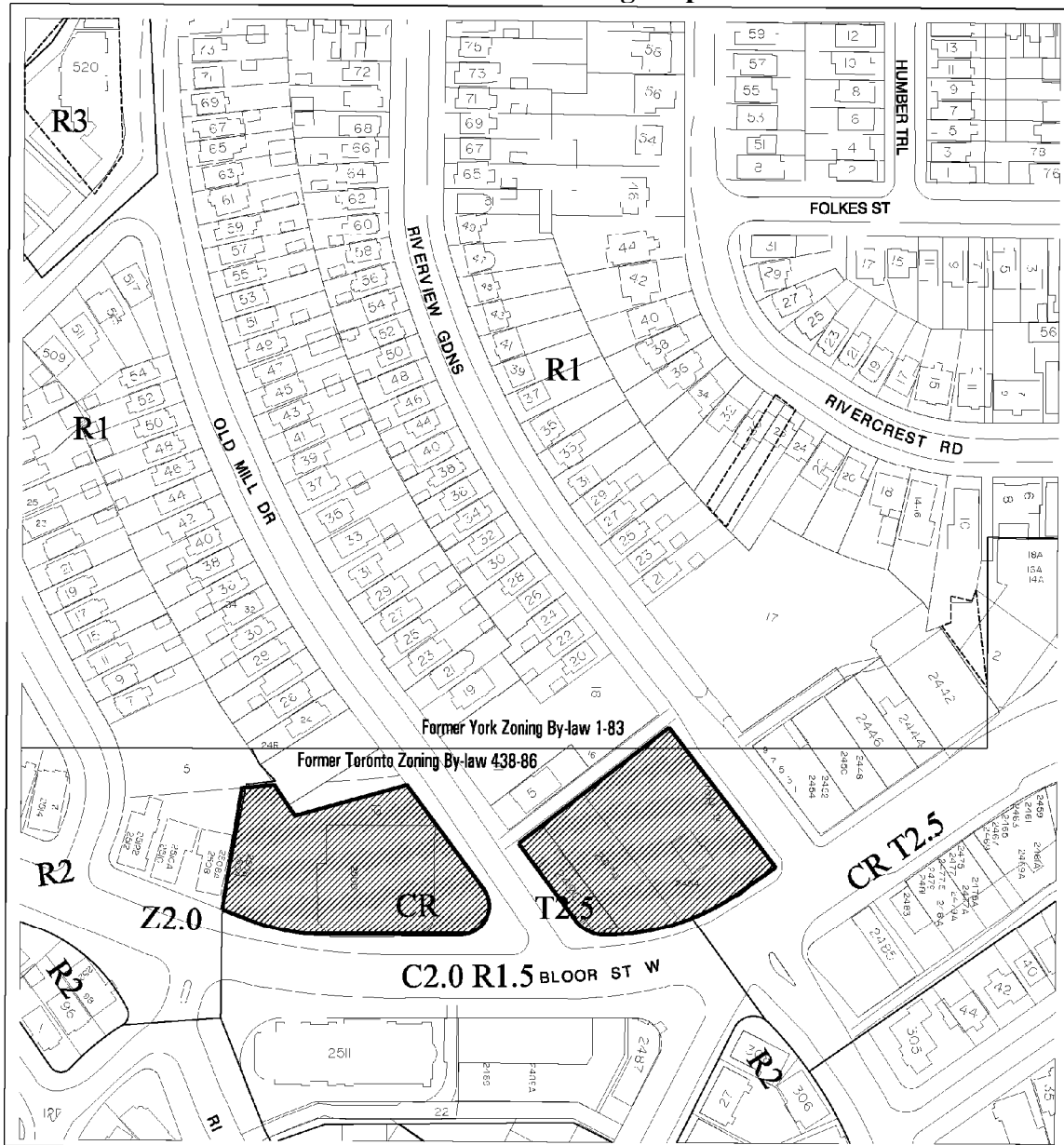
Attachment 1: Zoning Map

Attachment 2: Conceptual Road Realignment Plan

Attachment 3: Proposed Height Map - 2490 Bloor Street West

Attachment 4: Proposed Height Map - 2500 Bloor Street West

## Attachment 1: Zoning Map



**Toronto** Urban Development Services  
**Zoning**

**2464, 2474, 2490 and 2500 BLOOR ST W**

File # 09\_117675

Former Toronto Zoning By-law 438-86

R1 Residential District  
CR Mixed-Use District  
MCR Mixed-Use District  
C.2 Commercial - Local

Former York Zoning By-law 1-83

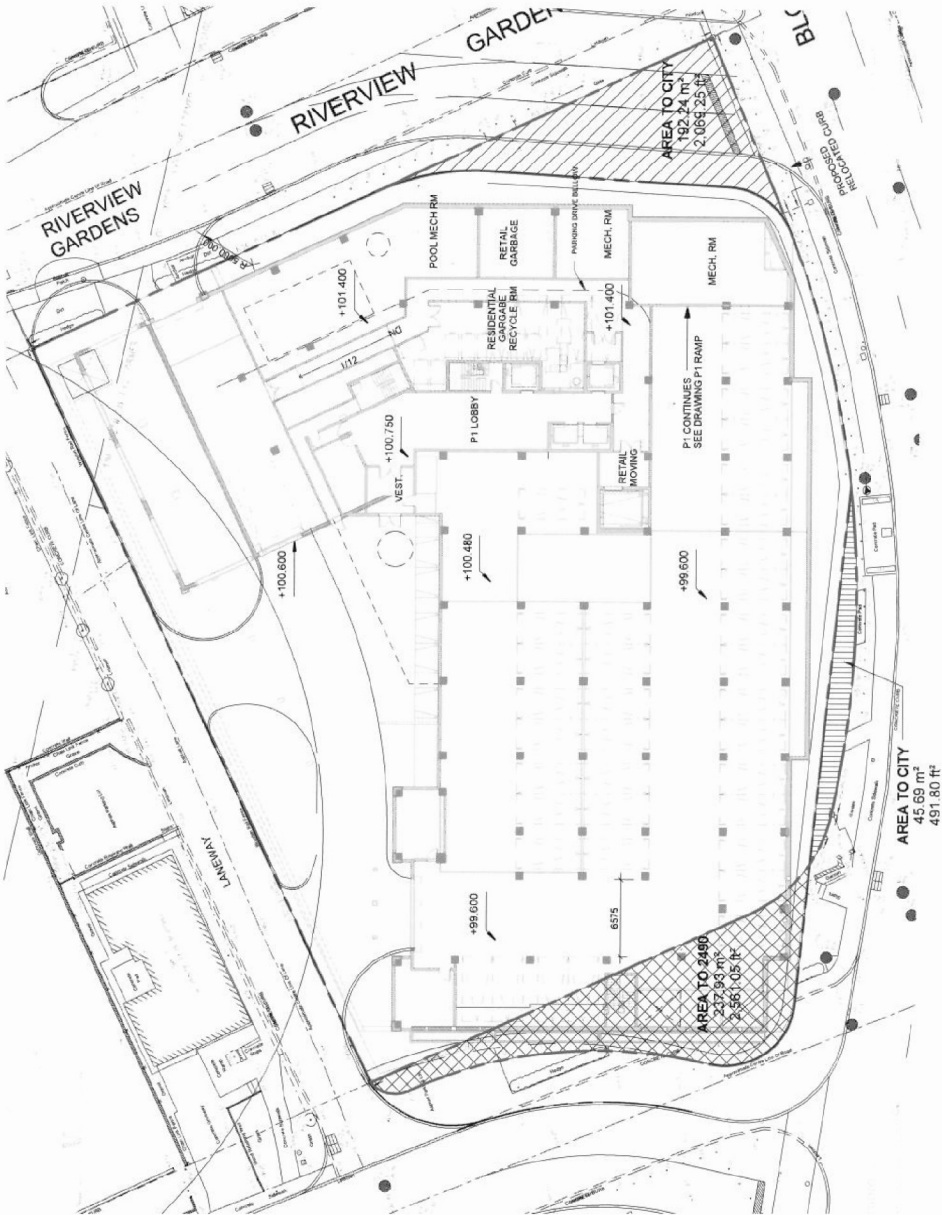
R1 Residential Zone  
R3 Residential Zone



Not to Scale

Extracted 04/17/2009 - JM

Attachment 2: Conceptual Road Realignment Plan



Conceptual Road Realignment Plan

2490 - 2500 Bloor Street West

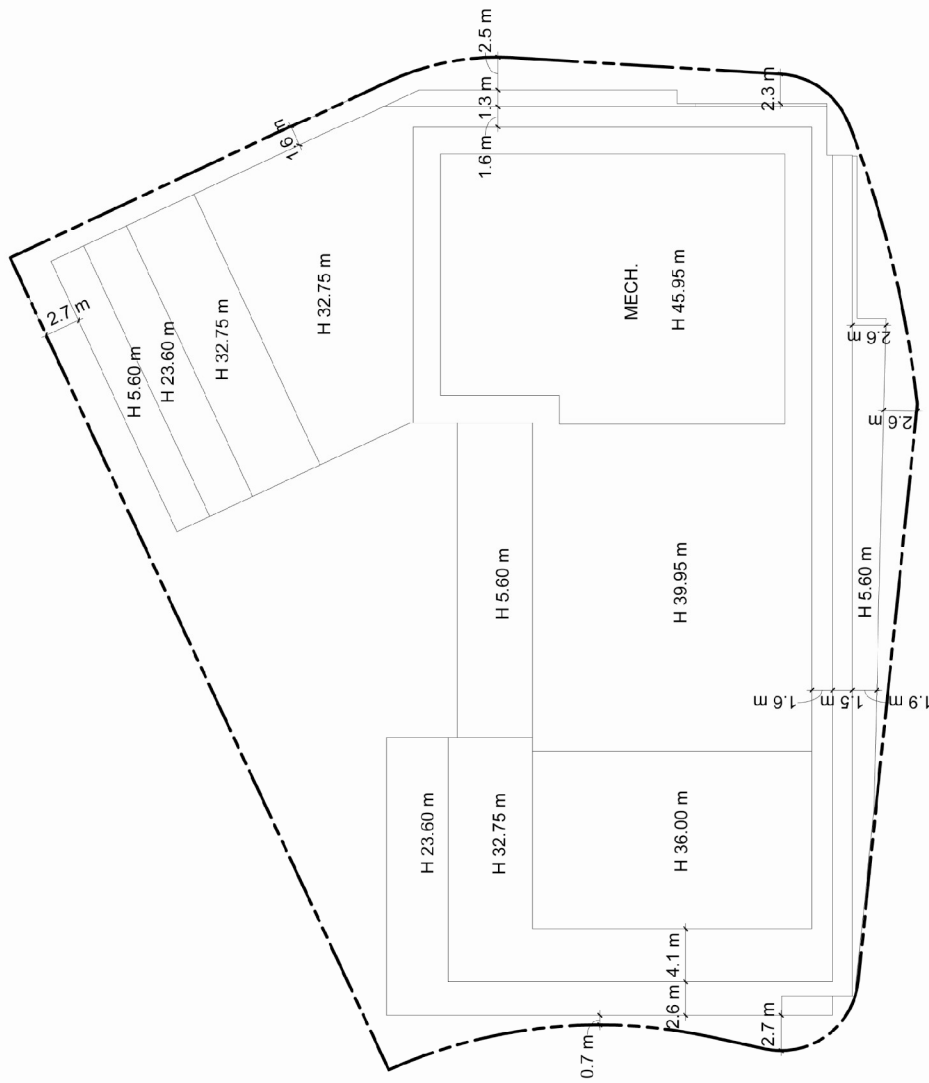
Applicant's Submitted Drawing

Not to Scale  
05/31/10



File # 09\_114473

# Attachment 3 – Proposed Height Map - 2490 Bloor Street West



2490 Bloor Street West Current Proposed Height Map 2490 - 2500 Bloor Street West

Applicant's Submitted Drawing

Not to Scale  
05/31/10

File # 09\_114473

# Attachment 4 – Proposed Height Map - 2500 Bloor Street West

