# M TORONTO

# STAFF REPORT ACTION REQUIRED

2442-2454 Bloor Street West and 1-9 Riverview Gardens-Official Plan and Zoning By-law Amendment Application - Preliminary Report

Date:	August 18, 2016
То:	Etobicoke York Community Council
From:	Director, Community Planning, Etobicoke York District
Wards:	Ward 13 – Parkdale-High Park
Reference Number:	16 148149 WET 13 OZ

# SUMMARY

This application proposes to redevelop the lands with a fourteen storey mixed-use building comprised of 244 dwelling units and  $4,991m^2$  of retail floor area at 2442-2454 Bloor Street West and 1-9 Riverview Gardens. As proposed, the building would have a height of approximately 54 metres and contain approximately 28,600 m<sup>2</sup> of space. This would result in a floor space index of 8.24 times the area of the land. A total of 331 vehicle parking spaces are proposed.

This report provides preliminary information on the above-noted application and seeks Community Council's directions on further processing of the application and on the community consultation process.

The lands are located within the boundary of the Bloor West Village Avenue Study that City Council directed be initiated at its meeting of July 2014 and for which consultants are being retained at time of writing of this report. Staff recommend that a community consultation meeting be scheduled, in consultation with the Ward Councillor, to be held in the fourth quarter of this year.



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A Final Report and statutory public meeting under the *Planning Act* to consider this application will be submitted for Council's consideration, once staff are in a position to provide appropriate recommendations. Staff will be reviewing the application while the Bloor West Village Avenue Study is being undertaken concurrently. Staff are of the opinion that the two processes can serve to inform each other and result in a more comprehensive assessment of the planned context for the lands and area.

Staff may also report on the status of this application in relation to the Avenue Study, prior to the Final Report, to provide Council with an overview of the application in light of the evolving Study context, if necessary.

# RECOMMENDATIONS

#### The City Planning Division recommends that:

- 1. Staff be directed to schedule a community consultation meeting for the lands at 2442-2454 Bloor Street West and 1-9 Riverview Gardens 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 of the *Planning Act*.

#### **Financial Impact**

The recommendations in this report have no financial impact.

## **DECISION HISTORY**

In April 2008, City Council approved Official Plan Amendments 169 and 362 (to the former City of Toronto and the former City of York Official Plans) and Zoning By-laws 357-2008 and 355-2008 (to former City of York Zoning By-law No. 1-83 and former City of Toronto Zoning By-law No. 438-86), to permit the redevelopment of the lands at 2442 Bloor Street West. These lands form part of the overall consolidated lands subject to these applications, where the Humber Odeon Cinema is located. The approved development consisted of a ten storey mixed-use building, having 49 residential units, 960 m<sup>2</sup> of retail space on the ground floor fronting Bloor Street West and a 2,030 m<sup>2</sup> health club on floors 2 and 3. The Planning Report can be viewed at the following link:

http://www.toronto.ca/legdocs/2006/agendas/committees/et/et060404/it069.pdf

In July 2014, City Council directed the Chief Planner and Executive Director, City Planning to undertake a planning study of Bloor Street West from the Humber River to Keele Street. This direction can be viewed at:

http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.MM54.16

# **Pre-Application Consultation**

A pre-application consultation meeting was held with the applicant on December 2, 2015 to discuss complete application submission requirements. At that meeting, the proponent outlined the proposal for a 14-storey mixed use development with retail uses at grade. The proposed height was 56 metres including mechanical penthouse. Vehicular access was proposed off the lane on the north side of the site.

During the meeting, staff raised concerns regarding the proposed building height and bulk, shadowing impacts, elevation treatments, consistency with the City's Design Guidelines for Mid-Rise Buildings, the split slab ground floor design proposed along Bloor Street West, streetscape, retail character, setbacks, stepbacks, amenity space, configuration of access from the lane and infrastructure and servicing capacity in the area. Staff also noted the opportunity to have the Bloor West Village Avenue Study inform the assessment of the site-specific proposal, as well as the proposal informing the Avenue Study, as the two processes would be undertaken during a similar timeframe.

## **ISSUE BACKGROUND**

#### Proposal

The proposed development envisions the demolition of five existing buildings, and the redevelopment of the lands with a 14-storey mixed-use building. The proposed building would have a height of 51.81 m (53.86 m including mechanical penthouse) at the average grade along Bloor Street West (see Attachment 2 – Elevations). Retail uses, building service uses and access to the proposed four levels of underground parking, would be provided in the first lower level of the building, where the grade of the site could accommodate direct access to the rear of the building. Retail uses and the residential lobby would occupy the main level of the building, being at-grade with Bloor Street West, with residential uses and amenity spaces proposed for the levels above.

The building would contain 244 dwelling units (90 one-bedroom, 129 two-bedroom, and 25 three-bedroom units), with a total of 331 vehicle parking spaces in four underground parking levels and 273 bicycle parking spaces proposed.

A total of 28,617  $\text{m}^2$  of gross floor area is proposed, including 4,991  $\text{m}^2$  of non-residential floor area, resulting in a floor space index of 8.24 times the area of the lands (see Attachment 5 – Application Data Sheet).

#### Site and Surrounding Area

The lands are generally located in the northwest quadrant of Bloor Street West and Jane Street, on the north side of Bloor Street West between Riverview Gardens and Jane Street.

The lands are an assembly of properties municipally known as 2442-2454 Bloor Street West and 1-9 Riverview Gardens (see Attachment 1 – Site Plan), having an approximate frontage of 79 metres on Bloor Street West and a lot depth of approximately 48.7 metres along Riverview Gardens. The assembled land area is approximately 3,466 m<sup>2</sup>.

The topography of the lands generally slopes downward to the north and to the west. The highest elevation is located at the southeast quadrant of the site, sloping downwards approximately 2 metres along Bloor Street West to Riverview Gardens, as well as sloping downwards to the north by approximately 3 to 5 metres.

The lands are currently occupied by a cinema (2442 Bloor Street West), three two-storey non-residential buildings (2444, 2446, and 2448-2450 Bloor Street West), and a two storey mixed-use building containing three rental residential dwelling units and office floor area (2452-2454 Bloor Street West and 1-9 Riverview Gardens).

Surrounding land uses are as follows (please note that Bloor Street West at this location runs in a southwest to northeast orientation):

- North: A public lane, a Toronto Parking Authority parking lot, with detached dwellings beyond, and the Toronto Transit Authority (TTC) subway line.
- South: On the south side of Bloor Street West, two storey commercial/office buildings and a gas station.
- West: In August 2010, City Council approved a development for 1 and 2 Old Mill Drive, comprised of a 12 storey mixed-use building and 10 storey residential building respectively. The approved development included a total of 408 residential units and 973  $m^2$  retail space for both buildings. These sites are immediately west of the subject lands, west of Riverview Gardens and Old Mill Drive respectively. The City Council decision can be viewed at the following link:

http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2010.EY39.4

East: A five storey office building, then Jane Street with one to four storey mixed commercial/residential buildings, a junior school and a subway station along Jane Street.

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

The Provincial Policy Statement (PPS) 2014 provides policy direction on matters of provincial interest related to land use planning and development. These policies support the goal of enhancing the quality of life for all Ontarians. Key policy objectives include: building strong healthy communities; wise use and management of resources; and protecting public health and safety. The PPS recognizes that local context and character is important. Policies are outcome-oriented, and some policies provide flexibility in their implementation provided that provincial interests are upheld. City Council's planning decisions are required, by the *Planning Act*, 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 to conform, or not conflict, as the case may be, with the Growth Plan for the Greater Golden Horseshoe.

Staff will review the proposed development for consistency with the PPS and for conformity with the Growth Plan for the Greater Golden Horseshoe.

#### **Official Plan**

The lands are located within an *Avenues* area on Map 2 - Urban Structure and are designated both *Mixed Use Areas* (lower southwest quadrant of the lands) and *Neighbourhoods* (upper northeast quadrant of the lands) on Map 14 - Land Use Plan (see Attachment 3 – Official Plan). The lands designated *Mixed Use Areas* are also within the Swansea Secondary Plan area, although none of the policies of this Secondary Plan apply to the subject lands.

The dual land use designations affecting the lands, generally follows the previous municipal boundary between the former City of Toronto and the former City of York.

The Plan states that lands designated *Neighbourhoods* are considered physically stable areas comprised of residential uses in lower scale buildings such as detached houses, semi-detached houses, duplexes, triplexes and townhouses, as well as interspersed walk-up apartments that are no higher than four storeys. Parks, low scale local institutions, home occupations, cultural and recreational facilities and small-scale retail, service and office uses are also provided for in *Neighbourhoods*. In *Neighbourhoods*, development must be sensitive, gradual and generally "fit" the existing physical character by respecting and reinforcing the general physical patterns in the neighbourhood.

With respect to *Avenues* properties, they are lands typically located on corridors along major streets where reurbanization is anticipated and encouraged in order to accommodate growth, in accordance with Official Plan policies.

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 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.

Official Plan Policy 2.2.3.3(b) 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 a review is undertaken that demonstrates to Council's

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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 from the Humber River in the west to Windermere Avenue in the east was prepared and submitted in support of the proposed fourteen storey mixed-use building, to address Official Plan Policy 2.2.3.3 (b).

With respect to the dual land use designations affecting the lands, 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 states:

"Boundaries of land use designations on Maps 13-23 inclusive are general except where delineated 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."

Other Official Plan policies will provide guidance in the review, assessment and evaluation of this proposal, including the Healthy Neighbourhoods Policy 2.3.1 related to intensification on lands adjacent to a neighbourhood. Further guidance will be provided through policies in Chapter 3 of the Official Plan related to the Public Realm and Built Form.

The Toronto Official Plan is available for viewing on the City's website at:

www.toronto.ca/planning/official\_plan/introduction.htm.

#### **Official Plan Five Year Review**

As part of the City's ongoing Official Plan Five Year Review, City Council adopted Official Plan Amendment No. 320 on December 10, 2015. OPA 320 strengthens and refines the Healthy Neighbourhoods, *Neighbourhoods* and *Apartment Neighbourhoods* policies to support Council's goals to protect and enhance existing neighbourhoods and to allow limited infill on underutilized apartment sites in *Apartment Neighbourhoods*.

The Minister of Municipal Affairs approved and modified OPA 320 on July 4, 2016. The Ministry received 57 appeals to OPA 320 and it has been appealed in its entirety. As a

result, OPA 320 as approved and modified by the Minister is relevant but not determinative in terms of the Official Plan policy framework.

#### **Bloor West Village Avenue Study**

As noted previously, City Council directed the Chief Planner and Executive Director, City Planning to undertake a planning study of Bloor Street West from the Humber River to Keele Street. As this area of Bloor Street West is identified as *Avenues* on to Map 2 – Urban Structure, an Avenue Study has been initiated for the sites fronting on Bloor Street West between Keele Street and the Humber River. A Request for Proposals has been issued and a study team should be in place by the fall 2016. The study completion target is estimated as December 2017. The study will include extensive community consultation with ratepayers, interested parties, residents, neighbourhood associations and the Bloor West Village BIA.

As also noted previously, it is anticipated that the Bloor West Village Avenue Study will inform the assessment of the proposal and the review of the proposal will also inform the Avenue Study.

## Zoning

The lands were not included within City-wide Zoning By-law No. 569-2013 as this area is subject to complicated zoning that is split between former City of York Zoning By-law No. 1-83 and former City of Toronto Zoning By-law No. 438-86.

There are two zones that generally correspond to the land use designations covering the lands. The southwest quadrant is zoned CR T2.5 C2.0 R1.5 by former City of Toronto Zoning By-law No. 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. A maximum of 2.0 times the area of the lot is permitted for solely commercial uses, while a maximum of 1.5 times the area of the lot is permitted for stand-alone residential uses. The maximum permitted height for the lands is 14.0 metres.

The northeast quadrant of the lands is zoned R1 by former City of York Zoning By-law No. 1-83, which corresponds generally to the *Neighbourhoods* designation covering this area. This zone permits detached dwellings, schools, day nurseries and other non-residential neighbourhood uses to a maximum height of 11 metres for residential uses and 14 metres for non-residential uses (see Attachment 4 - Zoning).

# Site Plan Control

The proposed development is subject to Site Plan Control, but an application in this regard has yet to be submitted.

## Mid-Rise Building Design Guidelines

Toronto City Council on July 6, 7 and 8, 2010, adopted the recommendations of the Avenues and Mid-Rise Buildings Study and Action Plan, with modifications.

The main objective of this City-wide study is to encourage future intensification along Toronto's *Avenues* that is compatible with the adjacent neighbourhoods through appropriately scaled and designed mid-rise buildings. The Avenues and Mid-Rise Buildings Study identifies a list of best practices, categorizes the Avenues based on historic, cultural and built form characteristics, establishes a set of Performance Standards for new mid-rise buildings and identifies areas where the Performance Standards should be applied.

The Performance Standards are intended to be used as tools to implement both the Official Plan's *Avenues* and *Neighbourhoods* policies, maintaining a balance between reurbanization and stability and ensuring quality and comfortable streetscapes along the *Avenues* framed and defined by buildings that allow for a minimum of 5 hours of sunlight on the sidewalks from March 21 to September 21, pedestrian perception stepbacks which mitigate the pedestrian perception of building height along the *Avenues* and an acceptable relationship between mid-rise buildings and the adjacent *Neighbourhoods* and *Parks and Open Spaces* which the Official Plan policies are explicit in their intent to protect with appropriate transitions. The Performance Standards provide guidance about the size, shape and quality of mid-rise buildings and are intended to respect Section 2.3.1 of the Official Plan.

The Mid-Rise Buildings Performance Standards will be used in the evaluation of the application.

## **TRCA and Ravine Control**

A rear portion of the lands is subject to the Ravine and Natural Features Protection Bylaw. City staff will coordinate the application review with Toronto and Region Conservation Authority staff, as the north portion of the lands is also within the regulation limits.

## **Tree Preservation**

An Arborist Report has been submitted and is presently under review.

## **Reasons for the Application**

The proposed development requires an Official Plan Amendment as a result of the split (dual) land use designations affecting the lands. The *Neighbourhoods* policies of the Official Plan would not permit the proposal. The applicant is proposing to redesignate the area currently designated *Neighbourhoods* to *Mixed Use Areas*.

The proposed development does not comply with the as-of-right zoning permissions regulating the lands. The proposed development exceeds the allowable height, massing and other zoning regulations including building form and land use. Additional areas of non-compliance may be identified through the application circulation and review process.

## COMMENTS

#### **Application Submission**

The following reports/studies were submitted with the application:

- Planning Rationale Report;
- Urban Design Rationale;
- Community Services and Facilities Review;
- Avenue Segment Study;
- Noise and Vibration Feasibility Study;
- Functional Servicing and Stormwater Management Report;
- Traffic Impact and Parking Study;
- Toronto Green Standard Checklist;
- Pedestrian Wind Assessment;
- Sun/Shadow Study; and
- Arborist Report/Tree Preservation Plan.

A Notification of Complete Application was issued on June 28, 2016.

#### Issues to be Resolved

Planning staff have circulated the application, plans and studies to other City Divisions and appropriate agencies. Staff will review the issues below that have been identified on a preliminary basis:

- Consistency with the Provincial Policy Statement and the Growth Plan for the Greater Golden Horseshoe;
- Appropriateness of the proposed Official Plan Amendment in light of Official Plan policy and guidance;
- Compliance with the Avenues and Mid-Rise Buildings Study design criteria;
- Fit of the proposed development within its existing and planned context;
- Impacts on the adjacent *Neighbourhoods* designated lands to the north and northeast;
- Impacts of the proposed height, bulk and mass of the building on adjacent streets;
- Appropriate proportion of building height to street width;
- Appropriate transition in scale to neighbouring lands including setbacks, stepbacks and angular planes;
- Impacts on neighbouring context with regard to light, skyview and privacy;
- Impacts of shadows and wind conditions;
- Location of the building in relation to streets and building setbacks to ensure safe, attractive, interesting and comfortable boulevards and sidewalks, including street tree planting and enhanced streetscaping;
- Assessment of traffic and transportation impacts;
- Suitability of the parking supply;

- Assessment of the proposed site servicing, adequacy of existing municipal infrastructure and identification of required improvements to support the proposed increase in density;
- Adequacy of existing community services and facilities that may be required to serve the development;
- Parkland dedication/cash in lieu requirements; and
- Should the application be recommended for approval, identification of appropriate community benefits under Section 37 of the *Planning Act*.

Additional issues may be identified through the review of the application, agency comments and the community consultation process.

#### CONTACT

Philip Carvalino, Senior Planner Tel. No. 416-394-8233 E-mail: pcarval@toronto.ca

#### SIGNATURE

Neil Cresswell, MCIP, RPP Director of Community Planning Etobicoke York District

#### ATTACHMENTS

Attachment 1: Site PlanAttachment 2: ElevationsAttachment 3: Official PlanAttachment 4: ZoningAttachment 5: Application Data Sheet



**Attachment 1: Site Plan** 

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**Attachment 2: Elevations** 

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**Attachment 3: Official Plan** 



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Application Type	Attachment 5: Application Official Plan/Zoning Amendment								16 148149 WET 13 OZ			
Details	OPA & Rezoning, Standard				Application Date:			April 29, 2016				
Municipal Address:	2442-2454 BLOOR STREET WEST and 1-9 RIVERVIEW GARDDENS											
Location Description:	PLAN 2705 PT BLK K NOW RP 64R2913 PART 1 PLAN M521 PT BLK Y NOW RP											
Project Description:	66R6879 PART 1 **GRID W1309 Proposed Official Plan and Zoning By-law amendments to permit a fourteen (14) storey mixed-use building with 244 residential dwelling units and ground floor retail space.											
Applicant:	Agent:			Architect:			Owner:					
Hunter & Associates Ltd 555 Richmond Street W Suite 405				Quadrangle Arch. 380 WELLINGTON ST W Toronto ON M5V 1E3			2454 Bloor ST West Ltd 27 Verwood Avenue Toronto, ON M3H 2K6					
Toronto ON M5V 3B1												
PLANNING CONTROLS												
Official Plan Designation: Neighbourho			s/Mixed Use Site Specific Provisio			n:						
Zoning: R1/CR			Historical			Status:						
Height Limit (m): 11m and 14m				Site Plan Control Area: Y								
PROJECT INFORMATION												
Site Area (sq. m):		3,466		Hei	ight:	Storeys:		14				
Frontage (m):	79.3				Metres:		53.86					
Depth (m):	48.7											
Total Ground Floor Area (sq. r	n): 2,739						Total					
Total Residential GFA (sq. m)	:	23,626	6			Parking S	spaces:	33	31			
Total Non-Residential GFA (se	q. m): 4,991					Loading l	Docks	2				
Total GFA (sq. m):	28,617											
Lot Coverage Ratio (%):	79											
Floor Space Index:		8.24										
DWELLING UNITS			FLOOR AI	REA B	REAK	DOWN (u	pon pr	oject con	npletion	)		
Tenure Type:					Ab		Abov	e Grade	Bel	ow Grade		
Rooms:	Residential G		FA (sq. m):		23,626		0					
Bachelor:	Retail GFA		sq. m):			4,991		0				
1 Bedroom: 90 (		90 (37%) Office GFA (		sq. m):			0		0			
2 Bedroom:	129 (53%)		Industrial GFA (sq.		m): 0		0	1				
3 + Bedroom:	25 (10%)		Institutional/Other GFA (sq. m):			Į. m):	0		0			
Total Units: 244 (100%)		%)										
CONTACT: PLANNER NAME:			Philip Carvalino, Senior Planner, Tel.: (416) 394-8233									