

2 Bloor Street West – Zoning Amendment Application – Preliminary Report

Date: January 22, 2019

To: Toronto and East York Community Council

From: Director, Community Planning, Toronto and East York District

Ward: Ward 11 - University-Rosedale

Planning Application Number: 18 221948 STE 27 OZ

Notice of Complete Application Issued: November 21, 2018

Current Uses on Site: A 34-storey office building (to remain) on the northwest corner of Yonge Street and Bloor Street West, and a two-storey retail mall including a below-grade concourse along Cumberland Street between Yonge Street and Bay Street.

SUMMARY

This report provides information and identifies a preliminary set of issues regarding the application located at 2 Bloor Street West. Staff are currently reviewing the application. It has been circulated to all appropriate agencies and City divisions for comment. Staff will proceed to schedule a community consultation meeting for the application with the Ward Councillor.

RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff schedule a community consultation meeting for the application located at 2 Bloor Street West together with the Ward Councillor.
2. Notice for the community consultation meeting be given to landowners and residents within 120 metres of the application site, and to additional residents, institutions and owners to be determined in consultation with the Ward Councillor, with any additional mailing costs to be borne by the applicant.

FINANCIAL IMPACT

The recommendations in this report have no financial impact.

DECISION HISTORY

On March 8, 2011 the Ontario Municipal Board approved a Zoning By-law Amendment (By-law 787-2010) for the subject site, permitting a mixed-use development consisting of a 102.9-metre tower at Yonge Street and a 170-metre mid-block tower with a 24.4 and 30.6-metre base building.

ISSUE BACKGROUND

Proposal Description

This application proposes a mixed-use development consisting of three residential towers, 50, 66 and 69 storeys in height, with a 4-storey base building for the east tower and a 9-storey base building connecting the middle and west towers. A 1,807 square metre public open space is proposed on Cumberland Street as well as a 199 square metre Publicly Accessible Open Space (POPS) on Yonge Street. The existing office building at the corner of Yonge Street and Bloor Street West will be retained. A total of 1507 residential units, 13,685 square metres of commercial space, and 256 vehicle parking spaces are proposed. The FSI for the development is 20.9.

Detailed project information is found on the City's Application Information Centre at: <https://www.toronto.ca/city-government/planning-development/application-information-centre/>

See Attachment 1 of this report, for a three dimensional representation of the project in context.

Provincial Policy Statement and Provincial Plans

Land use planning in the Province of Ontario is a policy led system. Any decision of Council related to this application is required to be consistent with the Provincial Policy Statement (2014) (the "PPS"), and to conform with applicable Provincial Plans which, in the case of the City of Toronto, include: the Growth Plan for the Greater Golden Horseshoe (2017) and, where applicable, the Greenbelt Plan (2017). The PPS and all Provincial Plans may be found on the Ministry of Municipal Affairs and Housing website.

Toronto Official Plan Policies and Planning Studies

The City of Toronto Official Plan is a comprehensive policy document that guides development in the City, providing direction for managing the size, location, and built form compatibility of different land uses and the provision of municipal services and facilities. Authority for the Official Plan derives from The Planning Act of Ontario. The PPS recognizes the Official Plan as the most important document for its implementation. Toronto Official Plan policies related to building complete communities, including heritage preservation and environmental stewardship may be applicable to any application. Toronto Official Plan policies may be found here:

<https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/>

The site is located on lands shown as *Downtown and Central Waterfront* on Map 2 of the Official Plan and *Mixed Use Areas* on Map 17.

The site is subject to Site and Area Specific Policies 211 - Bloor-Yorkville/North Midtown Area, and 225 - Lands North and South of Bloor Street Between Park Road and Avenue Road.

On May 1, 2018, Planning and Growth Management (PGM) Committee held a Special Public Meeting pursuant to Section 26 of the Planning Act and adopted a staff report entitled 'TOcore: Downtown Plan Official Plan Amendment', as amended, that recommended adoption of the Downtown Plan Official Plan Amendment (OPA 406). OPA 406 includes amendments to Section 2.2.1 and Map 6 of the Official Plan, as well as a new Downtown Plan.

At its May 22-24, 2018 meeting, City Council adopted OPA 406, as amended. The Council decision is available here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.PG29.4>

Pursuant to Section 26 of the Planning Act, the Downtown Plan will be forwarded to the Minister of Municipal Affairs for approval. Council has directed Staff to use the policies contained with the Downtown Plan to inform evaluation of current and future development applications in the Downtown Plan area while the OPA is under consideration by the Minister.

The site is subject to OPA 406, which brings forward a comprehensive and integrated policy framework to shape growth in Toronto's fast-growing Downtown over the next 25 years. It provides the City with a blueprint to align growth management with the provision of infrastructure, sustain liveability, achieve complete communities and ensure there is space for the economy to grow.

Zoning By-laws

The site is zoned CR T7.8 C4.5 R7.8 (commercial residential) under former City of Toronto Zoning By-law 438-86, as amended, and has been further amended by By-law 787-2010. The Zoning By-law permits a mixed-use development consisting of a 102.9-metre tower at Yonge Street and a 170-metre mid-block tower with a 24.4 and 30.6-metre base building.

Design Guidelines

The following design guideline(s) will be used in the evaluation of this application:

- Bloor-Yorkville/North Midtown Urban Design Guidelines
- Downtown Tall Building Design Guidelines
- Yorkville East of Bay Planning Framework
- Growing Up: Planning for Children in New Vertical Communities 2017

The City's Design Guidelines may be found here: <https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/design-guidelines/>

Site Plan Control

The application is subject to Site Plan Control. A Site Plan Control application has not been submitted.

COMMENTS

Reasons for the Application

A Zoning By-law amendment is required because the proposed development, among other matters, exceeds the height and density permissions in the Zoning By-law, and does not meet the minimum setback requirements.

ISSUES TO BE RESOLVED

The application has been circulated to City divisions and public agencies for comment. At this stage in the review, the following preliminary issues have been identified:

Provincial Policies and Plans Consistency/Conformity

Staff will continue to evaluate this planning application to establish the application's consistency with the PPS (2014) and conformity with the Growth Plan (2017).

- Given the explicit link between Provincial Policy and the Official Plan, conformity with the PPS and the Growth Plan (2017) will be largely determined by conformity with the Official Plan.

Official Plan Conformity

Staff will continue to evaluate this planning application to determine the application's conformity to the Official Plan, the applicable Site and Area Specific Policy 211 - Bloor-Yorkville/North Midtown Area, and 225 - Lands North and South of Bloor Street Between Park Road and Avenue Road.

- The proposal in its current form does not conform to the Official Plan as explained below.
- Revisions are required to bring the application into conformity with the Official Plan.

Built Form, Planned and Built Context

Staff will continue to assess the suitability of the proposed height, massing, and other built form issues based on Section 2 q. and r. of the Planning Act; the Growth Plan (2017), the City's Official Plan policies, the Yorkville East of Bay Planning Framework, and the City's Design Guidelines including the Downtown Tall Building Design Guidelines.

The following issues have been identified:

- Assessing the appropriate tower heights for the planned context;

- Assessing the height of the base building between the west and centre towers with regard to the impacts on the adjacent public realm;
- The east tower floor plate exceeds the 750 square metre maximum of the Tall Building Guidelines and needs to be further reviewed;
- Assessing the tower separation for the proposed towers within the planned context and given the narrow right-of-way along Cumberland Street and public laneway;
- Achieving appropriate tower step-backs and streetwall heights along Yonge Street, Bay Street, and Cumberland Street;
- Evaluating the massing of the east tower cantilever over the proposed public square and Town Hall Walkway, as described in the Yorkville East of Bay Planning Framework.
- Determining the suitability of the amenity space on floors 42, 43, 44, and 45 that is cantilevered 11.5 metres over the proposed public square;
- Achieving minimum sidewalk widths of 6.0 metres along all frontages;
- Achieving a larger ground floor setback along Cumberland Street for the west building, to accommodate a wider pedestrian clearway due to the presence of structural support columns for the building above;
- Reducing the shadow impact resulting from the application to remove all net-new shadow on Jessie Ketchum Park;
- Identifying opportunities for additional tree plantings in the public realm need to be explored;
- Increasing the provision of outdoor amenity.
- Assessing the wind impacts of the development and the appropriate mitigation measures.

Land Use

Staff will continue to assess the suitability of the proposed land use based on the Growth Plan (2017) and the City's Official Plan policies.

- Assessing the mix of uses, in particular the proportion of non-residential uses, given the site's direct connection to two subway stations.
- OPA 406 (TOcore) - The site is part of the Bloor-Bay Office Corridor which requires development to provide a net gain of office floor area.

Transportation

Staff are assessing the transportation impacts of the proposed development and have identified the following issues:

- Assessing the appropriate number of parking spaces;
- Assessing the proposed vehicular access both from Cumberland Street and the public laneway;
- The appropriateness of the proposed loading and the impact of truck turning movements on the safety of the southeast corner of the proposed new public open space on Cumberland Street;
- The requirement to widen the adjacent public lane to meet current standards;

- Assessing the need to extended the north-bound bicycle lane on Bay Street further south to start in front of the site;

Parkland Dedication

In total, the parkland dedication requirement is 532 square metres. The applicant proposes a stratified public park mid-block having a 73.5 metre frontage on Cumberland Street and approximately 25 metres deep. The park is proposed to be encumbered by the concourse below.

- Elimination of any projections above, private patios or loading in the proposed parkland.
- Determining appropriateness and conditions related to any strata parkland conveyance.
- Determining the requirement for a cash-in-lieu payment for any shortfall in the value of the strata land conveyance from that of the required parkland dedication.

Community Services and Facilities

Staff will evaluate the impact of the proposed development and local development activity on community services and facilities, including assessment of existing capacity to support the proposed future population.

Section 37 Community Benefits

The Official Plan provides for the use of Section 37 of the Planning Act to pass by-laws for increases in height and/or density not otherwise permitted by the Zoning By-law in return for the provision by the applicant of community benefits in the form of capital facilities. It is standard to secure community benefits in a Section 37 Agreement which is then registered on title.

- Further discussion with the Ward Councillor, City staff, residents, and the applicant will be required to determine the extent and nature of the required Section 37 community benefits should the application be approved in some form.

Infrastructure/Service Capacity

The applicant has submitted the following studies and reports which have been reviewed by Engineering and Construction Services staff: a Functional Servicing & Stormwater Management Report; Hydrogeological Report; Phase 1 Environmental Site Assessment; and Transportation Impact Study. Staff will continue to review the application to determine if there is sufficient infrastructure capacity (roads, transit, water, sewage, hydro, community services and facilities, etc.) to accommodate the proposed development.

- Revisions and additional detail has been requested of the applicant to satisfy Engineering and Construction and Servicing staff.

- Further information will also be required at the site plan control stage of the application.

Toronto Green Standard

Council has adopted the four-tier Toronto Green Standard (TGS). The TGS is a set of performance measures for green development. Applications for Zoning By-law Amendments and Site Plan Control are required to meet and demonstrate compliance with Tier 1 of the Toronto Green Standard. Tier 1 performance measures are secured on site plan drawings and through a Site Plan Agreement.

- The applicant has submitted the required Toronto Green Standards Checklist for High Rise Residential Development.
- The checklist is being reviewed for conformity with Tier 1 requirements and full compliance will be required prior to approval of the requested applications.

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

CONTACT

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SIGNATURE

Lynda H. Macdonald MCIP, RPP, OALA
Director, Community Planning, Toronto and East York District

ATTACHMENTS

City of Toronto Drawings

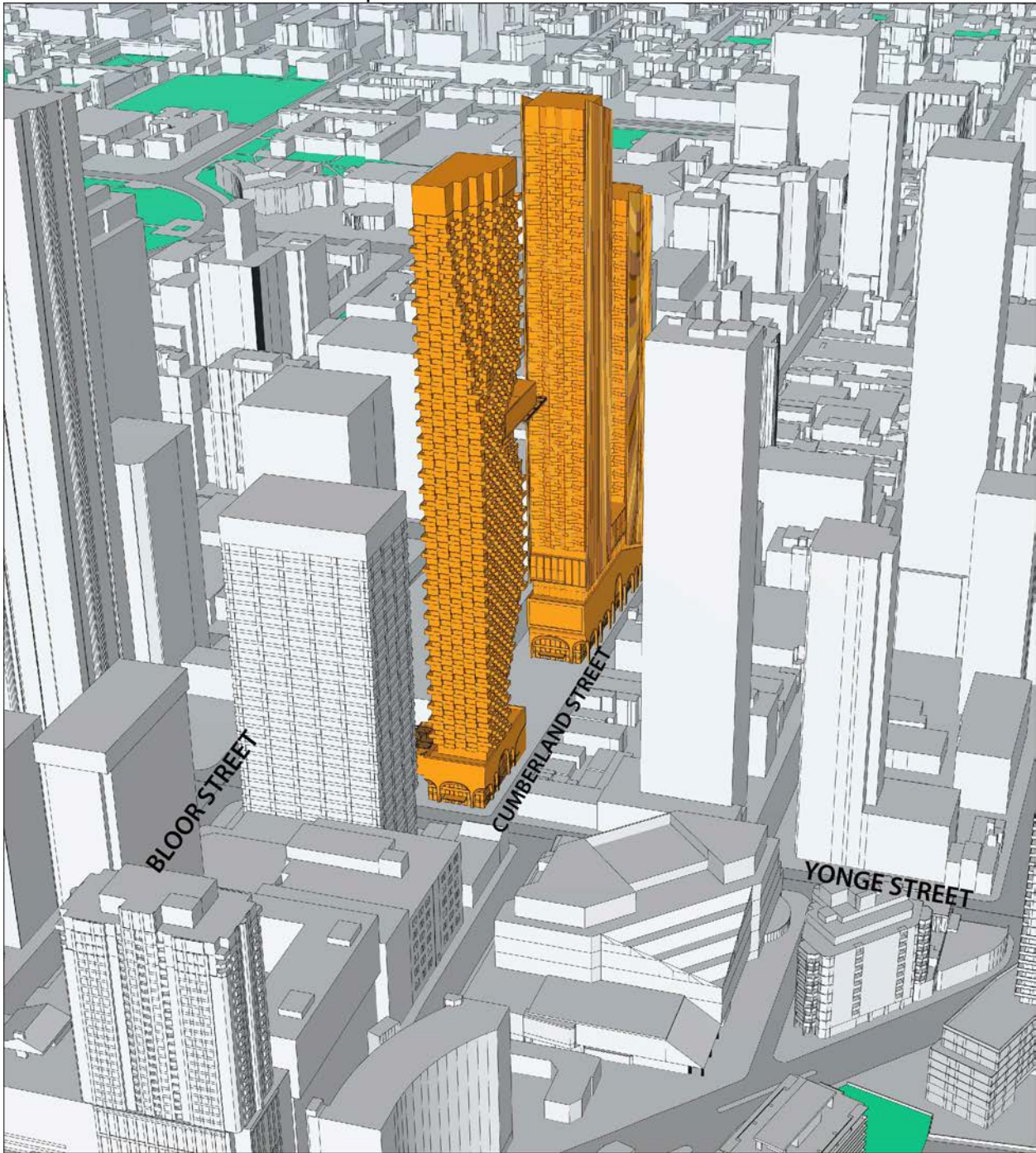
Attachment 1: 3D Model of Proposal in Context

Attachment 2: Location Map

Attachment 3: Site Plan

Attachment 4: Official Plan Map

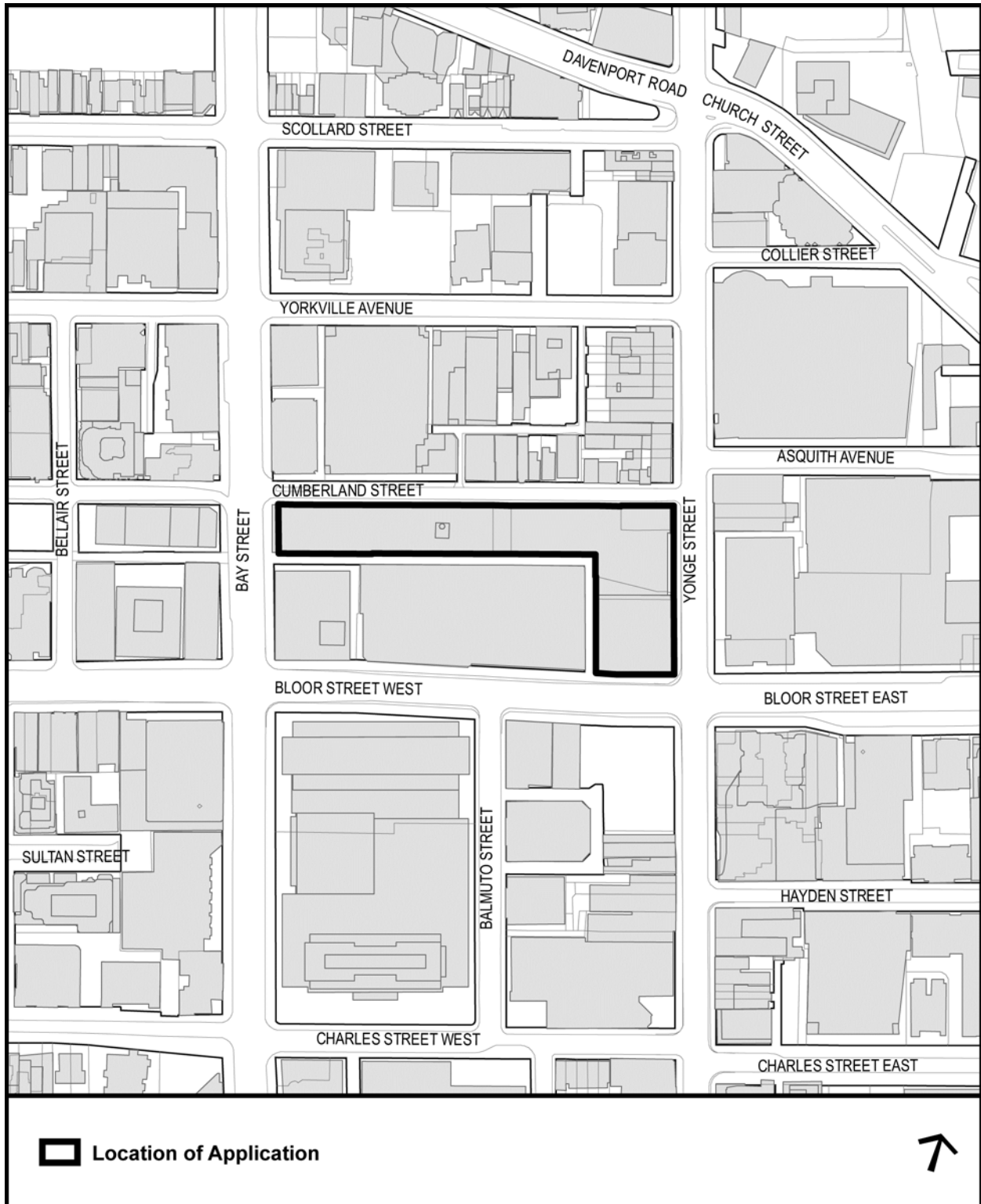
Attachment 1: 3D Model of Proposal in Context

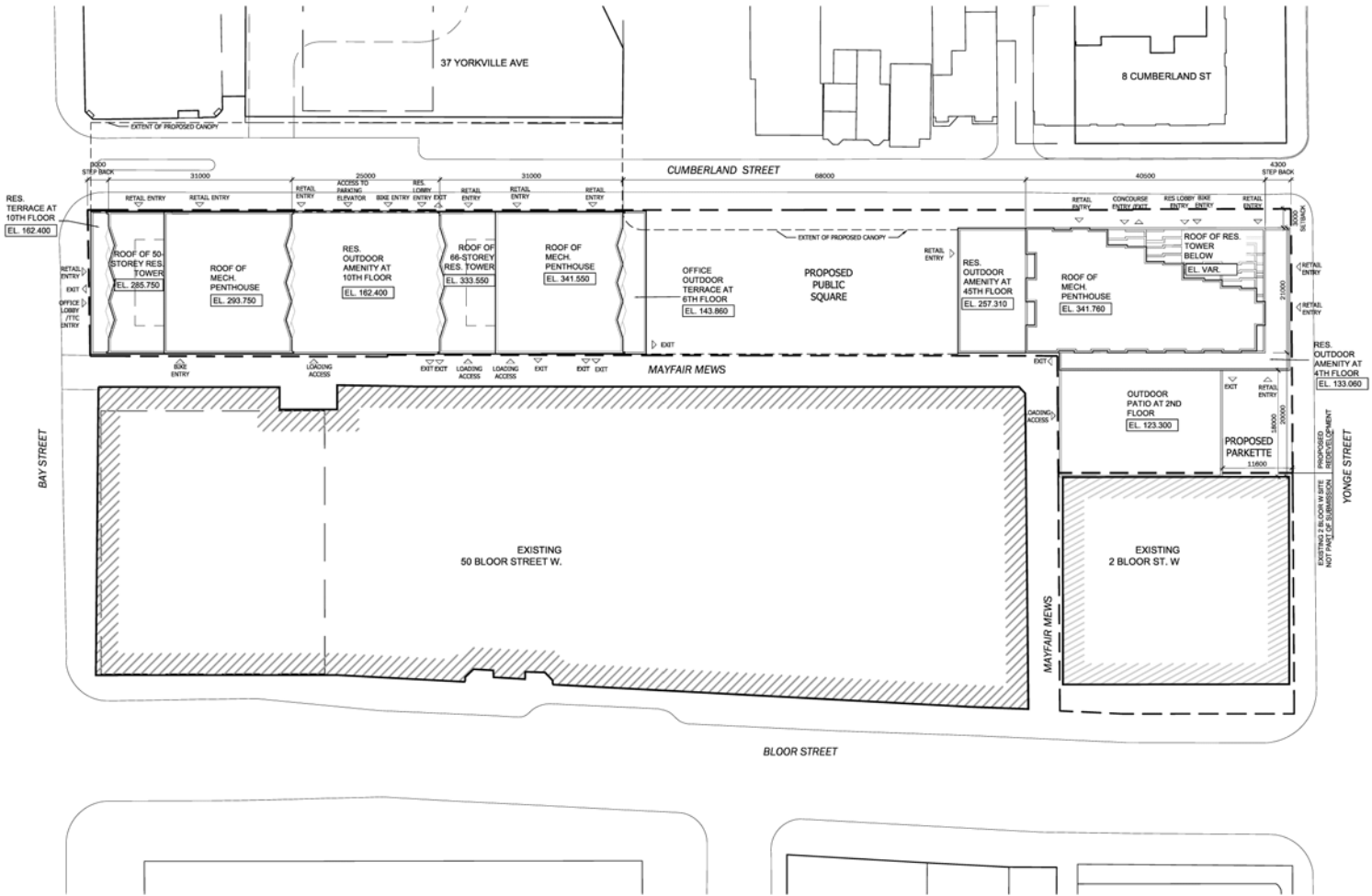


View of Applicant's Proposal Looking Southwest

01/22/2019

Attachment 2: Location Map





Site Plan

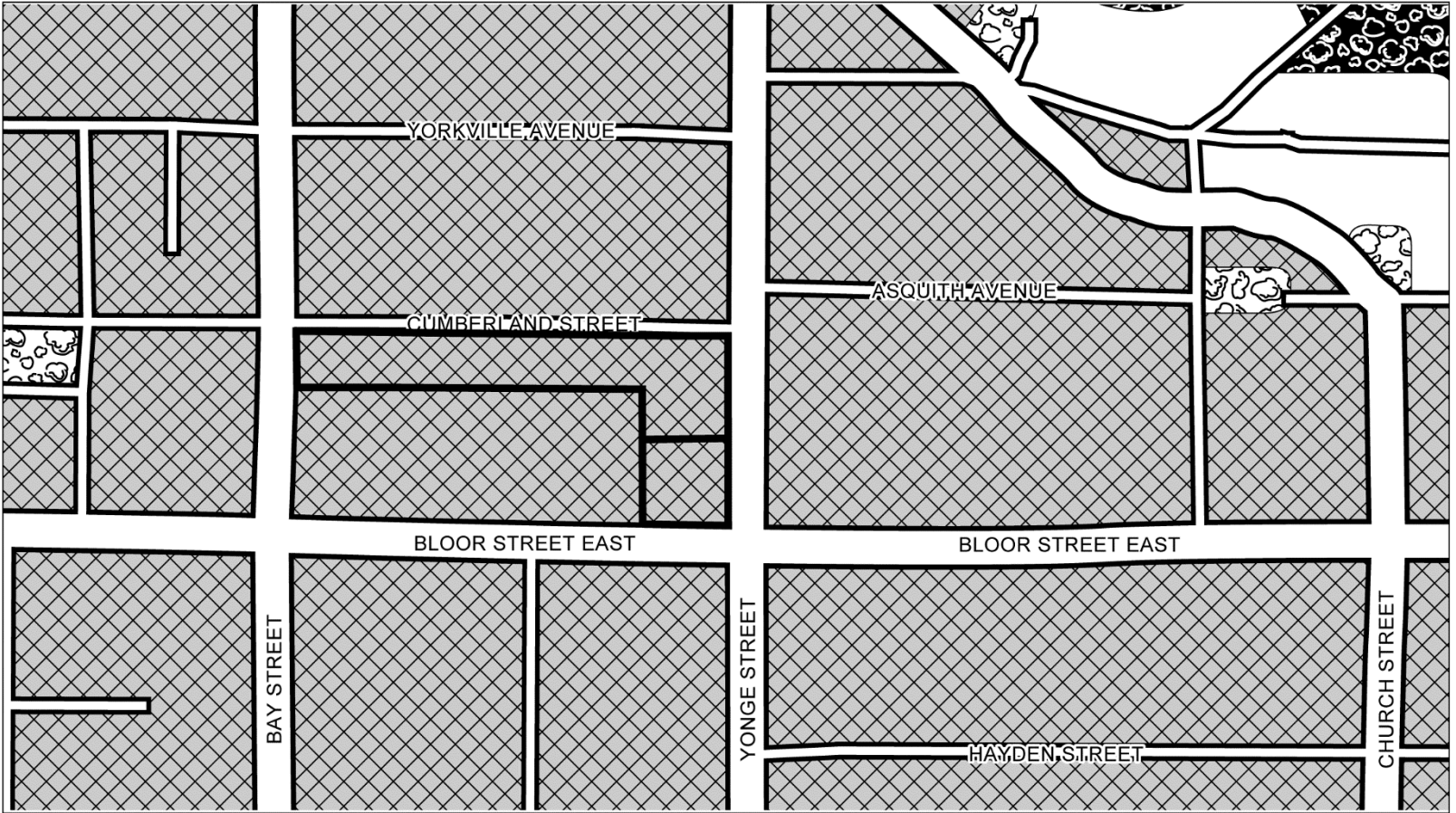
Applicant's Submitted Drawing

Not to Scale
01/22/2019



2 Bloor Street West

File # 18 221948 STE 27 OZ



Toronto
Official Plan Land Use Map

2 Bloor Street West

File # 18 221948 STE 27 0Z

-  Location of Application
-  Neighbourhoods
-  Mixed Use Areas
- Parks & Open Space Areas**
-  Natural Areas
-  Parks


 Not to Scale
 11/29//2018