

# **REPORT FOR ACTION**

# 1405, 1407, 1409 and 1409A Bloor Street West and 229, 231 and 231A Sterling Road – Official Plan and Zoning Amendment Applications – Preliminary Report

Date: December 14, 2020 To: Toronto and East York Community Council From: Director, Community Planning, Toronto and East York District Ward 9 - Davenport

Planning Application Number: 20 199975 STE 09 OZ

Notice of Complete Application Issued: November 6, 2020

**Current Uses on Site:** The site supports five buildings consisting of a two-storey mixed-use building fronting on Bloor Street West containing automotive service use on the ground floor and residential units above and four automotive use buildings to the south.

#### SUMMARY

This report provides information and identifies a preliminary set of issues regarding the application located at 1405, 1407, 1409 and 1409A Bloor Street West and 229, 231 and 231A Sterling Road. The application proposes an 18-storey mixed-use building which steps down to 12, and 4-storeys to the south (67.5m inc. mechanical penthouse), 326 residential units, a total of 21,384m2, FSI of 5.35, 101 vehicular parking spaces on three levels underground, 330 bicycle parking spaces and a public park.

Staff are currently reviewing the application. It has been circulated to all appropriate agencies and City divisions for comment. The application, as currently proposed is not supported by staff based on the issues outlined in this report. Staff will continue to work with the applicant to address these issues. 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 1405, 1407, 1409 and 1409A Bloor Street West and 229, 231 and 231A Sterling Road 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 City Planning Division confirms that there are no financial implications resulting from the recommendations included in this report in the current budget year or in future vears.

## **DECISION HISTORY**

On July 28, 2020, City Council adopted the Bloor Street Study - Perth Avenue to St. Helens Avenue instructing staff to undertake a study to evaluate appropriate built form, transportation and pedestrian networks, public realm strategy for parks and open spaces and potential heritage sites, to establish a community consultation process, and to report back with a planning framework. The subject site is located within the study area. Weblink to City Council Motion Adoption:

http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.TE16.77

A pre-application meeting was held with the applicant on March 4, 2020. Issues discussed were related to: building height, density, massing, shadowing onto *Neighbourhoods* to the north, streetscape improvements, eliminating building overhang above the first level, requirement for an Official Plan Amendment application, the southern extension of Ruttan Street public street as a public street extension to provide public frontage, review of the location and configuration of an on-site parkland dedication.

At its meeting of December 16, 2013, City Council adopted a final report for the lands abutting the CN railway, "Local Area Study - Lands Along the CN Rail Tracks from Queen Street West to Dupont Street". The subject site is included in this study area. The final staff report is on the City's website at: http://app.toronto.ca/tmmis/viewAgendaltemHistory.do?item=2013.TE28.9

The Bloor-Lansdowne Avenue Study was initiated in 1999 as a pilot Avenue Study under the new Toronto Official Plan and was approved by City Council in November 2002. The subject site is included in the study area. Weblink to City Council decision:

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## **ISSUE BACKGROUND**

#### **Application Description**

This application proposes to amend the Official Plan and Zoning By-law for the property at 1405, 1407, 1409 and 1409A Bloor Street West and 229, 231 and 231A Sterling Road to permit an 18-storey (67.5 metres including mechanical penthouse) mixed-use building, stepping down to 12 and 4-storeys towards the south, 326 residential units, with 237 square metres of commercial uses at ground level and 21,147 square metres of residential uses for a total of 21,384 square metres, resulting in a FSI of 5.35. Also proposed is a public park located at the south end of the site. A total of 101 residential vehicular parking spaces are proposed, and 330 bicycle parking spaces; 296 residential and 34 visitor spaces. Proposed indoor amenity space of 665 square metres and 769 square metres of outdoor amenity space. The proposed vehicular access would be from Ruttan Street towards the north end of the site.

The subject site has an area of 4,000 square metres with 25.3 metres of frontage on Bloor Street West, 73.8 metres on Ruttan Street and 34.7 metres on Sterling Road, and a depth of 179 metres. The site is generally rectangular in shape and flat with a gradual downward slope from north to south of approximately one metre.

Detailed project information is found on the City's Application Information Centre at:

https://www.toronto.ca/city-government/planning-development/application-informationcentre/

See Attachments 1 and 2 of this report, for a three dimensional representation of the project in context, 3 Location Map, 4 Site Plan, 7, 8, 9 and 10 for Elevations and 14 for Application Data Sheet.

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

Any decision of Council related to this application is required to be consistent with the Provincial Policy Statement (2020) (the "PPS"), and to conform with applicable Provincial Plans which, in the case of the City of Toronto, include: A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020). The PPS and all Provincial Plans may be found on the Ministry of Municipal Affairs and Housing website.

#### Growth Plan for the Greater Golden Horseshoe (2020)

Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020) (the "Growth Plan (2020)") came into effect on August 28, 2020. This new plan replaces the previous Growth Plan for the Greater Golden Horseshoe, 2019. The Growth Plan (2020) continues to provide a strategic framework for managing growth and environmental

protection in the Greater Golden Horseshoe region, of which the City forms an integral part. The Growth Plan (2020) establishes policies that require implementation through a Municipal Comprehensive Review (MCR), which is a requirement pursuant to Section 26 of the *Planning Act*.

Policies not expressly linked to a MCR can be applied as part of the review process for development applications, in advance of the next MCR. These policies include:

- Directing municipalities to make more efficient use of land, resources and infrastructure to reduce sprawl, contribute to environmental sustainability and provide for a more compact built form and a vibrant public realm;
- Directing municipalities to engage in an integrated approach to infrastructure planning and investment optimization as part of the land use planning process;
- Achieving complete communities with access to a diverse range of housing options, protected employment zones, public service facilities, recreation and green space, and better connected transit to where people live and work;
- Retaining viable lands designated as employment areas and ensuring redevelopment of lands outside of employment areas retain space for jobs to be accommodated on site;
- Minimizing the negative impacts of climate change by undertaking stormwater management planning that assesses the impacts of extreme weather events and incorporates green infrastructure; and
- Recognizing the importance of watershed planning for the protection of the quality and quantity of water and hydrologic features and areas.

The Growth Plan (2020), builds upon the policy foundation provided by the PPS and provides more specific land use planning policies to address issues facing the GGH region. The policies of the Growth Plan (2020) take precedence over the policies of the PPS to the extent of any conflict, except where the relevant legislation provides otherwise. In accordance with Section 3 of the *Planning Act* all decisions of Council in respect of the exercise of any authority that affects a planning matter shall conform with the Growth Plan (2020). Comments, submissions or advice affecting a planning matter that are provided by Council shall also conform with the Growth Plan (2020).

## **Major Transit Station Areas**

The Growth Plan (2020) as amended contains policies pertaining to population and employment densities that should be planned for in major transit station areas (MTSAs) along priority transit corridors or subway lines. MTSAs are generally defined as the area within an approximately 500 to 800 metre radius of a transit station, representing about a 10-minute walk. The Growth Plan (2020) requires that, at the time of the next municipal comprehensive review (MCR), the City update its Official Plan to delineate MTSA boundaries and demonstrate how the MTSAs are planned for the prescribed densities.

## **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: <a href="https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/">https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/</a>

The current application is located on lands shown as *Avenues* on Map 2 of the Official Plan and *Mixed Use Areas* and *Neighbourhoods* on Land Use Map 17. (Refer to Attachments 5 and 6: Official Plan Maps respectively).

The application is subject to Site and Area Specific Policy (SASP) 97 which provides that the property may be used for any purpose existing on November 26, 2002.

### Zoning By-laws

Zoning By-law 569-2013 zones the Bloor Street West portion of the site as Commercial Residential 'CR' 3.0 (c1.0; r2.5) SS2 (x1581) with a height maximum of 16 metres permitting a range of uses such as apartment buildings, townhouses, places of worship and retail stores. The southern portion of the site is zoned Residential 'R' (d1.5) (x58) with a height maximum of 14 metres permitting a range of uses such as detached and semi-detached houses, townhouses, apartment buildings, places of worship, community centres and libraries.

The development Standard Set 2 (SS2) include a range of performance standards such as, but not limited to; rear lot line building setback, and angular plane.

Zoning By-law 438-86 zones the Bloor Street West portion of the site as Mixed Commercial Residential 'MCR' T3.0, C1.0, R2.5 with a height maximum of 16 metres permitting a range of uses such as apartment buildings, detached houses, restaurants, offices and retail stores. The southern portion of the site is zoned Residential 'R4' d1.5 with a height maximum of 14 metres permitting a range of uses such as detached and semi-detached houses, apartment buildings, places of worship, community centres and libraries. Refer to Attachments 12 and 13 for Zoning By-law maps.

The City's Zoning By-law 569-2013 may be found here: <u>https://www.toronto.ca/city-government/planning-development/zoning-by-law-preliminary-zoning-reviews/zoning-by-law-569-2013-2/</u>

#### **Design Guidelines**

The following design guidelines will be used in the evaluation of this application:

- City-wide Tall Building Design Guidelines
- Townhouse and Low-Rise Design Guidelines
- Growing Up Design Guidelines
- Pet Friendly Design Guideline
- Retail Design Manual

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

#### 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**

An Official Plan Amendment application is required for a re-designation for the portion of the property for the 12-storey building component from a *Neighbourhoods* to *Mixed Use Areas*. City staff will continue to assess the application.

The Zoning By-law Amendment is required to amend the zone categories for Zoning Bylaw 569-2013 and 438-86, as amended, for a portion of the proposal with the 12-storey building component from 'R' and 'R4' to 'CR' and 'MCR', to vary the performance standards including: building height, floor space index, and building setbacks. Additional amendments to the zoning By-laws may be identified as part of the application review. City staff will continue to assess the application.

#### **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

Evaluating this application against the PPS and the applicable Provincial Plans to establish the application's consistency with the PPS and conformity with the Growth Plan (2020) as amended will largely be determined by conformity with the Official Plan.

#### **Avenue Segment Review**

The subject site is located on an *Avenue* on this segment of Bloor Street West. Refer to Attachment 5: Official Plan Urban Structure Map. In the absence of an area study, the applicant has provided an Avenue Segment Study for staff review and comment.

#### Bloor Street Study - Perth Avenue to St. Helens Avenue

On July 28, 2020, City Council adopted a motion instructing staff to undertake an area study given the increased development activity in the area and to prepare a comprehensive plan to ensure that growth occurs in a well-planned and coordinated manner. The resulting planning framework will include the evaluation of appropriate built form, transportation and pedestrian networks, an overall public realm strategy including parks and open spaces and potential heritage sites. Staff will be reviewing the proposal in the context of the study. Refer to Attachment 11: Bloor Street Study.

#### **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 the *Planning Act* Section 2q. and r., the PPS 2020, the Growth Plan (2020), as amended, the City's Official Plan policies and the City-Wide Tall Building Design Guidelines; and the Townhouse and Low-Rise Apartment Guidelines.

The following preliminary issues have been identified:

- Conformance with the Official Plan for the proposed tall building, 4-storey element sited in *Neighbourhoods*;
- The appropriateness of the proposed re-designation of lands from *Neighbourhoods* to *Mixed Use Areas* for the 12-storey building element;
- The proposed overall building height of 18-storeys and its massing in comparison to the existing and planned contexts of Bloor Street West and Ruttan Street;
- The proposed 7-storey streetwall building heights on Bloor Street West and Ruttan Street as compared with the existing and planned contexts and in relation to their street right-of-way widths;

- The scale and density of the proposal and the transition of it in height between the *Mixed Use Areas* and *Neighbourhoods* designations, as required by the Official Plan;
- The excessive size of the proposed tall building floor plates;
- Insufficient tower separation distances and building setbacks and stepbacks;
- Inadequate interface of the proposed built form with the adjacent public realm;
- Treatment and animation of the ground floor uses;
- New net shadowing onto designated *Neighbourhoods* to the west and north;
- Potential wind impacts on adjacent properties and public realm which in turn will help inform the built form analysis;
- The extension of Ruttan Street south to provide public street building frontage;
- The location and configuration of indoor and outdoor amenity spaces;
- The adequate provision of the proposed landscaped open space and streetscape improvements;
- The provision of affordable housing;
- The type, size, and provision of vehicular parking spaces; and
- Confirmation that the proposed loading area and access address both functional needs and safety issues.

The application as currently submitted is not acceptable to City Planning staff and cannot be supported in its current form given the aforementioned issues that relate to site organization, built form, height, massing, density, the extension of Ruttan Street, and adjacency issues related to *Neighbourhoods*, among other matters. Staff will continue to work with the applicant to address the issues outlined in this report in order to proceed to a positive final report.

#### Parkland and Open Space

Parkland provision in the vicinity of the site is relatively low. Official Plan Map 8B - Local Parkland Provision indicates the local area has 0.0 to 0.42 hectares of parkland per 1000 people which represents the lowest quintile of parkland provision in the City.

The proposed development includes on-site parkland dedication to satisfy the City's parkland dedication requirements. The proposed location and dimensions of the

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proposed parkland will be assessed using Official Plan Policy 3.2.3(2), which provides criteria and considerations to determine if on-site parkland dedication is appropriate and if so, how it should be configured, designed and programmed.

Official Plan Section 3.1.1 - Public Realm was recently updated by Official Plan Amendment (OPA) 479, which was approved by the MMAH on September 21, 2020. The updated policies provide direction for expanding the network of public streets, open spaces, paths and other publicly accessible spaces. Policy 3.1.1(18) provides design criteria for parks and open spaces. Policies 3.1.1(19) and (20) provide design criteria for new Privately Owned Publicly-Accessible Spaces (POPS). The application has been circulated to Parks, Forestry and Recreation staff for review and comment.

## **Tree Preservation**

The application is subject to the provisions of the City of Toronto Municipal Code, Chapter 813 Articles II (Street Trees By-law) and III (Private Tree By-law). An Arborist Report and Tree Preservation Plan have been submitted and are currently under review by staff. The report indicates that there are a total of 10 trees on the site and within 6 metres of the site of which, 7 are to be removed to accommodate the proposed development and 3 are to be retained. The application has been circulated to Urban Forestry staff for review and comment.

## Housing

The applicant has submitted a Rental Housing Demolition and Conversion application to permit the demolition of the four existing rental units on the site and a Housing Issues Letter. Both are under review by Housing Policy staff.

## **Community Services and Facilities**

Community Services and Facilities (CS and F) are an essential part of vibrant, strong and complete communities. CS and F are the lands, buildings and structures used for the provision of programs and services provided or subsidized by the City or other public agencies, boards and commissions. They include recreation, libraries, childcare, schools, public health, human services, cultural services and employment services, etc. The timely provision of community services and facilities is as important to the livability of the City's neighbourhoods as "hard" services like sewer, water, roads and transit. The City's Official Plan establishes and recognizes that the provision of and investment in community services and facilities supports healthy, safe, liveable, and accessible communities. Providing for a full range of community services and facilities in areas experiencing major or incremental growth, is a responsibility shared by the City, public agencies and the development community.

A CS and F Study was submitted with the application and is currently under review by City staff.

#### **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.

Staff are reviewing the proposal to determine if the provision of Section 37 community benefits may be required in relation to the proposal.

#### Infrastructure/Servicing Capacity

Staff are reviewing 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.

A Servicing Report was provided by the applicant. The purpose of the report is intended to evaluate the effects of a proposed change in land use or development on the City's municipal servicing infrastructure and identify and provide the rationale for any new infrastructure and upgrades to existing infrastructure.

Staff are also reviewing the Transportation Impact Study submitted by the applicant, the purpose of which is to evaluate the effects of a development or re-development on the transportation system. The report will suggest any transportation improvements that are necessary to accommodate the travel demands and impacts generated by the development.

#### **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, Draft Plans of Subdivision and Site Plan Control are required to meet and demonstrate compliance with Tier 1 of the Toronto Green Standard. Tiers 2, 3 and 4 are voluntary, higher levels of performance with financial incentives intended to advance the City's objectives for resilience and to achieve net-zero emissions by 2050 or sooner. Tier 1 performance measures are secured on site plan drawings and through a Site Plan Agreement or Registered Plan of Subdivision. Staff will encourage the applicant to pursue Tier 2 or higher through the Site Plan Approval process.

Staff are reviewing the TGS Checklist submitted by the applicant for compliance with the Tier 1 performance measures.

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, FCSLA, Director, Community Planning, Toronto and East York District

## ATTACHMENTS

#### **City of Toronto Drawings**

Attachment 1: 3D Model of Proposal in Context - Southeast Attachment 2: 3D Model of Proposal in Context - Southwest

Attachment 3: Location Map

Attachment 4: Site Plan

Attachment 5: Official Plan Urban Structure Map

Attachment 6: Official Plan Land Use Map

Attachment 7: North Elevation

Attachment 8: South Elevation

Attachment 9: East Elevation

Attachment 10: West Elevation

Attachment 11: Bloor Street Study

Attachment 12: Zoning By-law Map

Attachment 13: Zoning By-law Map

Attachment 14: Application Data Sheet



Attachment 1: 3D Model of Proposal in Context

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Attachment 2: 3D Model of Proposal in Context

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Attachment 4: Site Plan



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## Attachment 5: Official Plan Urban Structure Map

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#### Attachment 6: Official Plan Land Use Map

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## Attachment 7 North Elevation



North Elevation

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## Attachment 8: South Elevation



South Elevation

Attachment 9: East Elevation





Attachment 10: West Elevation



West Elevation

Attachment 11: Bloor Street Study







Attachment 12: Zoning By-law Map

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Attachment 14: Application Data Sheet

## APPLICATION DATA SHEET

Municipal Address:	1405, 1407, 1409 and Date Received: September 29, 2020 1409A Bloor Street West and 229, 231 and 231A Sterling Road
Application Number:	20 199975 STE 09 OZ
Application Type:	OPA / Rezoning, OPA and Rezoning
Project Description:	The site is proposed to be redeveloped with a mixed-use, residential development having a height of 18-storeys on Bloor Street West then stepping down to 12 and 4-storeys to the south with 326 residential units, a total of 21,384m2 gfa resulting in an FSI 5.35. Below grade parking is proposed under the 18 and 12-storey building components accessed by two car elevators facing Ruttan Street.

Applicant	Agent	Architect	Owner
Nathan Tracey 778 King Street West Toronto, ON	N/A	architectsAlliance 205-317 Adelaide Street West,	Lamb Sterling Corp. 778 King Street West
M5V 1N6		Toronto, ON M5V 1P9	Toronto, ON M5V 1N6

## EXISTING PLANNING CONTROLS

Official Plan Designation:	Mixed Use Areas	Site Specific	Provision:	SASP 97
Zoning:	CR3.0 (c1.0; r2.5) SS2 (x1581)	Heritage De	signation:	Ν
Height Limit (m):	16, 14	Site Plan Co	ontrol Area:	Y
PROJECT INFORMATION Site Area (sq m): 4,000	-	e (m): 25	Dept	th (m): 179
Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):			2,459	2,459
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Residential GFA (sq m): Non-Residential GFA (s	q m):		21,147 237	21,147 237			
Total GFA (sq m):	529		21,384	21,384			
Height - Storeys:	2		18	18			
Height - Metres:			67.5	67.5			
Lot Coverage Ratio (%):	61.48	Floor S	pace Index: 5.	35			
Floor Area Breakdown	Above Grade	e (sq m) Belo	w Grade (sq m)				
Residential GFA:	21,147						
Retail GFA:	237						
Office GFA:							
Industrial GFA:							
Institutional/Other GFA:							
Residential Units	Existing	Retained	Proposed	Total			
by Tenure	U	rtotaliiod		10101			
Rental:	2						
Freehold:							
Condominium:			326	326			
Other:							
Total Units:	2		326	326			
Total Residential Units by Size							
Rooms	Bachelor	1 Bedroom	2 Bedroom	3+ Bedroom			
Retained:							
Proposed:	49	197	43	37			
Total Units:	49	197	43	37			
Parking and Loading							
Parking and Loading Parking							
Spaces: 101	Bicycle Par	king Spaces:	330 Loading	Docks: 1			
CONTACT:							
Diane Silver, Senior Planner							
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