

City- initiated Bloor Street: St. Helen's Avenue to Perth Avenue Planning Framework

Date: May 31, 2021

To: Toronto and East York Community Council

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

Ward: 9 - Davenport

Planning File Number: 20 141991 STE 09 OZ

SUMMARY

This report recommends City Council endorse a Planning Framework for the Bloor Street Study: St. Helen's Avenue to Perth Avenue, to be used to inform a future Official Plan Amendment (OPA) or Site and Area Specific Policy (SASP) and to evaluate current and future development applications. The Planning Framework includes a vision for a diverse, complete, and connected community that: integrates properties identified as having potential cultural heritage value into plans for its future; provides a co-ordinated public realm network for new and enhanced parks, open spaces and connections; outlines the urban structure and built form of the identified character areas; and identifies emerging needs related to community services and facilities (CS and F).

The Planning Framework complements the policies of the Official Plan, will guide the creation of a future OPA or SASP, and is intended to provide clarity related to the appropriate locations for built form and public realm improvements. The Planning Framework also begins to identify the infrastructure and CS and F needs required to support growth as the area continues to intensify.

A community consultation work program formed part of the Bloor Street Study: St. Helen's Avenue to Perth Avenue, that saw a variety of input and feedback from the local community, the local Councillor, stakeholders, and other City Divisions. The guiding principles that make up the Planning Framework are intended to direct growth to occur in a well-planned and coordinated manner.

RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council endorse the City- initiated Bloor Street West: St. Helen's Avenue to Perth Avenue Planning Framework including Attachments 1 through 7, from the Director, Community Planning, Toronto and East York District, dated May 31, 2021 and direct City staff to review all current and future development applications against the Planning Framework.

FINANCIAL IMPACT

City Planning confirms that there are no financial implications resulting from the recommendations included in the report in the current budget year or in future years.

DECISION HISTORY

At its meeting of July 28 and 29, 2020, City Council directed the Chief Planner and Executive Director, City Planning to undertake an area study for the area generally bounded by Bloor Street West to the north, St. Helen's Avenue to the east, the Kitchener GO Rail corridor to the west, and Sterling Road to the south to develop a planning framework, including: an evaluation of appropriate built form, transportation and pedestrian networks, an overall public realm strategy including parks and open spaces, and potential heritage sites. An OPA or a SASP to implement the findings of the Planning Framework would be addressed as a second phase of the Study.

ISSUE BACKGROUND

Study Purpose

The purpose of the Study is to clarify and strengthen the land use planning framework in the Bloor Street West, St. Helen's Avenue, and Perth Avenue area to assist in guiding future growth and development.

The resulting Planning Framework builds upon current policies of the Official Plan, as well as design guidelines, and other relevant policy documents, and responds to the unique character and physical attributes of the area. The Planning Framework is intended to: guide the form and scale of new development and expansions and improvements to the existing transportation networks, including pedestrian and cycling connections, and parks and open spaces through a public realm strategy; identify sites with potential cultural heritage value; and direct the provision of CS and F to address identified needs.

The second phase of the Study will implement the findings of the Planning Framework through an OPA or SASP.

Study Area

The Bloor Street Study Area (the "Study Area") is generally bounded by Bloor Street West to the north, St. Helen's Avenue to the east, the Kitchener GO Rail corridor to the west, and Sterling Road to the south and is part of the larger Junction Triangle neighbourhood. Refer to Attachment 1: Bloor Street Study Boundary.

Part of the homelands of Indigenous peoples for millennia, the Study Area and its contemporary built form are the result of historical developments, including the construction of surrounding railways from the 1850s to 1870s, block and residential subdivision plans from the 1880s and 1890s, the rise of industry and manufacturing from the 1900s to 1930s, and the decline of industry and rise of residential development from the 1990s to present. The Study Area's historic characteristics continue to be evident in the following:

- The existence of two historic railway corridors, the Canadian Pacific and Canadian National Railways;
- Elements of the 1888 subdivision plan that formed the street and block patterns and the orientation of Perth Avenue and Sterling Road;
- Evidence of the industrial and manufacturing history as seen in the remaining structures of the former Fairbanks-Morse complex and railway spur line, the property at 284 St. Helen's Avenue, and the property at 1411 Bloor Street;
- Evidence of the historically varied use of Bloor Street for industrial, residential, and commercial purposes; and
- Evidence of modest, low-scale residential buildings on Perth Avenue and Sterling Road

Beyond historic structures, the remaining influence of the Study Area's industrial history is visible in the adaptive re-use of existing industrial buildings as well as large-scale residential infill developments on former industrial parcels.

The Bloor Street West segment of the Study Area is designated an *Avenue* in the Official Plan and as a higher order transit corridor due to the TTC's Line 2 Bloor-Danforth subway line. The Study Area is well-served by transit with the TTC's Dundas West and Lansdowne subway stations located just outside the Study Area to both the east and west. The Union Pearson (UP) Express Bloor station and Bloor GO station are also located just outside the Study Area, to the west, and operate service along the Kitchener GO Rail corridor. The future Bloor-Lansdowne SmartTrack/GO station will be located within the Study Area, towards the eastern boundary, and will operate service along the Barrie GO Rail corridor.

Due in part to the number of remaining industrial parcels and policy direction to direct growth near transit infrastructure, the Study Area is experiencing development pressure that is expected to result in significant growth.

Development Activity

A key objective of the Planning Framework is to allow for growth around transit infrastructure, while appropriately responding to the existing and planned context, implementing a vibrant public realm, and contributing to a distinct and complete community. With numerous sites containing active development applications, the development of the Planning Framework and the review of the applications were undertaken concurrently to ensure that the appropriate city building outcomes could be secured through the decision making process. The following list provides an overview of the active development applications within the Study Area:

1439 Bloor Street West (10 104718 STE 18 SA)

The application for site plan control proposes a 14-storey residential building with 11,857 square metres of residential gross floor area (GFA), 169 residential units, and 159 vehicular parking spaces within three levels of underground parking. The application also proposes a 3.4 metre wide multi-use connection from Perth Avenue to the West Toronto Railpath (WTRP).

72 Perth Avenue (18 170127 STE 18 OZ)

The application to amend the Zoning By-law proposes a 10-storey residential building with 9,556 square metres of residential GFA, 104 residential rental units, including two live-work units, and 47 vehicular parking spaces within two levels of parking. The application also proposes a 156 square metre parkland dedication along the western limit of the site to widen the WTRP.

1423-1437 Bloor Street West and 278 Sterling Road (21 139658 STE 09 OZ and 21 139673 STE 09 RH)

The application to amend the Zoning By-law proposes an 18-storey mixed-use building with 14,861 square metres of GFA, including 14,460 square metres of residential GFA, 241 square metres of commercial GFA, and 160 square metres for a community space, 204 residential units, including 15 rental replacement units, and 65 vehicular parking spaces within two levels of underground parking. The application also proposes a 137 square metre privately-owned public accessible space (POPS) at the northeast corner of the site.

1405-1409A Bloor Street West and 229-231A Sterling Road (20 199975 STE 09 OZ)

The application to amend the Official Plan and Zoning By-law proposes an 18-storey mixed-use building that steps down to 12 and 4-storeys, with 21,384 square metres of GFA, including 21,147 square metres of residential GFA and 237 square metres of commercial GFA, 326 residential units, and 101 vehicular parking spaces within three levels of underground parking. The application also proposes an on-site parkland dedication with a size of 400 square metres. On April 8, 2021, the applicant appealed City Council's non-decision on the Official Plan and Zoning By-law Amendment application to the Local Planning Appeal Tribunal.

221-227 Sterling Road (21 151444 STE 09 OZ, 21 151438 STE 09 SB and 21 151447 STE 09 RH)

The application to amend the Zoning By-law and Draft Plan of Subdivision application proposes three residential buildings, 20, 25, and 29-storeys in height, above two

residential podium buildings. The application proposes 56,482 square metres of residential GFA, 892 residential units, including 23 live-work units and 33 rental replacement units, and 417 vehicular parking spaces within two levels of underground parking. The application also proposes an extension of Ruttan Street south to Sterling Road and an on-site parkland dedication with a size of 988 square metres.

1319 Bloor Street West (20 230587 STE 09 OZ)

The application to amend the Zoning By-law proposes a 31 and 33-storey mixed-use building with 58,089 square metres of GFA, including 56,877 square metres of residential GFA, 769 square metres of commercial GFA, and 443 square metres for the future Bloor-Lansdowne SmartTrack/GO station which would operate service on the Barrie GO Rail corridor, 634 residential units, and 215 parking spaces within the one level of underground parking. The application also proposes an on-site parkland dedication with a size of 867 square metres and a contiguous POPS that is 421 square metres in size. The planned Bloor-Lansdowne SmartTrack/GO station integrated within the development is proposed to be delivered under the Province of Ontario's Transit Oriented Communities program.

Refer to Attachment 2: Development Applications within the Study Boundary.

POLICY CONSIDERATIONS

Planning Act

Section 2 of the *Planning Act* sets out matters of provincial interest which City Council shall have regard to in carrying out its responsibilities, including: the orderly development of safe and healthy communities; the adequate provision of a full range of housing, including affordable housing; the conservation of features of significant architectural, cultural, historical, archaeological, or scientific interest; the appropriate location of growth and development; the supply, efficient use, and conservation of energy and water; the adequate provision and efficient use of communication, transportation, sewage and water services, and waste management systems; and the promotion of a built form that is well designed, encourages a sense of place, and provides for public spaces that are of high quality, safe, accessible, attractive, and vibrant. The Planning Framework has regard for the matters of provincial interest listed in the *Planning Act*.

Provincial Land-Use Policies: Provincial Policy Statement and Provincial Plans

Provincial Policy Statements and geographically specific Provincial Plans, along with municipal Official Plans, provide a policy framework for planning and development in the Province. This framework is implemented through a range of land use controls such as zoning by-laws, plans of subdivision and site plans.

Provincial Plans are intended to be read in their entirety and relevant policies are to be applied to each situation. The policies of the Plans represent minimum standards.

Council may go beyond these minimum standards to address matters of local importance, unless doing so would conflict with any policies of the Plans.

All decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the PPS and shall conform with Provincial Plans. All comments, submissions or advice affecting a planning matter that are provided by Council shall also be consistent with the PPS and conform with Provincial Plans.

The Provincial Policy Statement (2020)

The Provincial Policy Statement (2020) (the "PPS") provides Policy direction province-wide on land use planning and development to promote strong communities, a strong economy, and a clean and healthy environment. It includes policies on key issues that affect communities, such as:

- The efficient use and management of land and infrastructure;
- Ensuring the sufficient provision of housing to meet changing needs including affordable housing;
- Ensuring opportunities for job creation;
- Ensuring the appropriate transportation, water, sewer and other infrastructure is available to accommodate current and future needs;
- Protecting people, property and community resources by directing development away from natural or human-made hazards; and
- Encouraging a sense of place, by promoting well-designed built form and cultural planning, and by conserving features that help define character, including built heritage resources and cultural heritage landscapes.

The provincial Policy-led planning system recognizes and addresses the complex inter-relationships among environmental, economic and social factors in land use planning. The PPS supports a comprehensive, integrated and long-term approach to planning, and recognizes linkages among Policy areas.

The PPS is issued under Section 3 of the *Planning Act* and all decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the PPS. Comments, submissions or advice affecting a planning matter that are provided by Council shall also be consistent with the PPS.

Section 1.1 Managing and Directing Land Use to Achieve Efficient and Resilient Development states that long-term economic prosperity is supported by, among other considerations, the promotion of well-designed built form and cultural planning, and the conservation of features that help define character. Section 2.6 Cultural Heritage and Archaeology subsequently directs that "significant built heritage resources and significant cultural heritage landscapes shall be conserved". Through the definition of conserved, built heritage resources, cultural heritage landscape and protected heritage property, the Provincial Policy Statement identifies the Ontario Heritage Act as the primary legislation through which heritage conservation will be implemented.

The PPS recognizes and acknowledges the Official Plan as an important document for implementing the policies within the PPS. Policy 4.6 of the PPS states that, "the official plan is the most important vehicle for implementation of this Provincial Policy Statement. Comprehensive, integrated and long-term planning is best achieved through official plans."

The Planning Framework is consistent with the PPS as it will inform future policies that would direct the achievement of a healthy, liveable, and safe community that accommodates an appropriate range and mix of residential and commercial uses, and parks and open spaces to meet long-term needs. The provincial plans and the Official Plan direct a certain level of growth to areas like the Study Area due to its proximity to existing and future transit infrastructure. The Planning Framework identifies the appropriate locations and development standards for transit-supportive intensification and development in the Study Area while recognizing the area's existing context, particularly the area's cultural heritage. The PPS states the Official Plan is the most important vehicle for implementing the PPS and as such, the Planning Framework's conformity to, and advancement of, the Official Plan's policy objectives, is paramount for achieving a comprehensive, integrated, and long-term plan. Based on the above, the Planning Framework is consistent with the PPS (2020).

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020)

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020) came into effect on August 28, 2020. This was an amendment to the 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

- Conserve and promote cultural heritage resources to support the social, economic, and cultural well-being of all communities, including First Nations and Métis communities.

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).

The Growth Plan (2020) 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 plan for the prescribed densities.

The Growth Plan bases how land is developed, resources are managed and protected, and public dollars are invested on the following principles: support the achievement of complete communities that are designed to support healthy and active living and meet people's needs for daily living throughout their lifetime; prioritize intensification and higher densities in strategic growth areas to make efficient use of land and infrastructure to support transit viability; provide flexibility to capitalize on new economic and employment opportunities as they emerge; support a range and mix of housing options, including additional residential units and affordable housing, to serve all sizes, incomes, and ages of households; improve the integration of land use planning with planning and investment in infrastructure and public service facilities; provide for different approaches to manage growth that recognize the diversity of communities; conserve and promote cultural heritage resources to support the social, economic, and cultural well-being of all communities; and integrate climate change considerations into planning and managing growth.

The Planning Framework supports and promotes the objectives and guiding principles of the Growth Plan (2020) that seeks to achieve a complete community with a high quality and compact urban form that is transit-supportive and provides high quality public open space. The Planning Framework conforms, and does not conflict, with the Growth Plan (2020).

Cultural heritage resources are understood as being irreplaceable, and are significant features that provide people with a sense of place. Section 4.2.7 Cultural Heritage Resources directs that cultural heritage resources will be conserved in order to foster a sense of place and benefit communities.

Ontario Heritage Act

The Ontario Heritage Act (OHA) is the key provincial legislation for the conservation of cultural heritage resources in Ontario. It regulates, among other things, how municipal councils can identify and protect heritage resources, including archaeology, within municipal boundaries. This is largely achieved through listing on the City's Heritage Register, designation of individual properties under Part IV of the OHA, or designation of districts under Part V of the OHA.

Ontario Regulation 9/06 sets out the criteria for evaluating properties to be designated under Part IV, Section 29 of the Ontario Heritage Act. The criteria are based on an evaluation of design/physical value, historical and associative value and contextual value.

The conservation of cultural heritage resources is an integral component of good planning, contributing to a sense of place, economic prosperity, and healthy and equitable communities. The Bloor Street Study has been informed by a Cultural Heritage Resource Assessment which documented the area's history, and identified properties with potential cultural heritage value.

Toronto Official Plan

The City of Toronto's Official Plan is a long-term vision for how the City should grow and provides insight into long-term planning objectives.

The Official Plan contains policies for steering growth and change to some parts of the City, while protecting the City's neighbourhoods and green spaces from development pressures. Section 2.2 Structuring Growth in the City, states that "future growth within Toronto will be steered to areas which are well served by transit, the existing road network, and which have a number of properties with redevelopment potential." The Official Plan describes growth areas generally as "locations where good transit access can be provided along bus and streetcar routes and at rapid transit stations." Areas that can best accommodate growth in the City and that are well served by transit are shown on Map 2, Urban Structure, of the Official Plan. Map 2 designates the segment of Bloor Street West within the Study Area as *Avenues*.

Through Section 2.2.3, the Official Plan establishes *Avenues* as important corridors along major streets where re-urbanization is anticipated and encouraged to create new housing and job opportunities while improving the pedestrian environment, commercial opportunities, and transit service. Some *Avenues* function as main streets that serve the local and broader communities with a variety of non-residential uses. Each *Avenue* is different in terms of lot size and configuration, street width, existing uses, neighbouring uses, transit service, and streetscape potential. As such, there is no "one size fits all" solution for guiding development on *Avenues*, and, thereby, the framework for new development on each *Avenue* is generally established through an Avenue Study containing a vision and implementation plan.

The Healthy Neighbourhoods policies of the Official Plan, found in Section 2.3.1, characterize *Neighbourhoods* as physically stable areas where development is to

respect and reinforce the existing physical character of buildings, streetscapes, and open space patterns. *Apartment Neighbourhoods* are not recognized as areas of significant growth, rather they are recognized as areas where compatible infill development may take place. The policies also direct how development in *Mixed Use Areas* adjacent to *Neighbourhoods* may occur.

The transportation related policies of the Official Plan, found in Section 2.4, state that transportation and land use planning will be integrated to make more efficient use of infrastructure and to increase opportunities for walking, cycling, and transit use, and support the goal of reducing car dependency throughout the City.

Section 3.1.1 contains policies with respect to the public realm and recognizes the importance of good design in creating a great city. The policies encourage excellence in architecture, landscape, and urban design while recognizing city streets are significant public open spaces which connect people and places as well as supporting the development of sustainable, economically vibrant, and complete communities.

Section 3.1.2 relates to ensuring that new development in the City can fit harmoniously within the existing area. The policies recognize that buildings have a civic responsibility to meet the needs of the people who live and work in the area and who will encounter the building in their daily lives, in addition to the future users of the building. Policies provide direction on how to ensure that buildings and their facades fit within their existing and/or planned context and requires that each new building promote and achieve the overall objectives of the Official Plan.

Official Plan Amendments (OPA) 479 (Public Realm) and 480 (Built Form) were adopted as part of the Five-Year Official Plan Review pursuant to Section 26 and Subsection 17(34) of the *Planning Act*. On September 11, 2020 the Minister of Municipal Affairs and Housing issued Notices of Decision approving OPA 479 and OPA 480. The OPAs replace Sections 3.1.1, 3.1.2, and 3.1.3 of the Official Plan with new and revised policies for the public realm, built form, and built form types. The policies reflect the continuous evolution of the application of urban design principles to achieve critical city building objectives, defining the roles and relationships of the public realm and new development to ensure that buildings and their surrounding public spaces work together to achieve a high standard of design.

Section 3.1.5 Heritage Resources includes policies that require development on or adjacent to heritage resources respects the scale, character and form of the heritage resource. "Cultural heritage is an important component of sustainable development and place making. The preservation of our cultural heritage is essential to the character of this urban and liveable City that can contribute to other social, cultural, economic and environmental goals of the City." Policy 3.1.5.14 directs that potential and existing properties of cultural heritage value or interest will be identified and included in area planning studies and plans with recommendations for further study, evaluation and conservation.

A key objective of the Official Plan is to ensure development contributes to livable, healthy, and inclusive communities. Providing for a full range of housing and community

services within neighbourhoods is a key component for achieving these objectives. A full range of housing includes a mix of built forms, unit sizes, tenures and affordability.

Section 3.2.2 of the Official Plan addresses the need for CS and F to form part of the essential support of people living and working in the City. The City's ability to grow wisely will depend on responding to the demand for new or additional services and facilities, in a timely manner.

Through the land use designations, the Official Plan identifies areas where to direct major growth. The Study Area is comprised of *Mixed Use Areas*, *Apartment Neighbourhoods*, *Neighbourhoods*, and *Core Employment Areas*. Refer to Attachment 3: Official Plan Land Use Map.

According to the Official Plan, *Mixed Use Areas* provide for a broad range of commercial, residential and institutional uses, in single-use or mixed-use buildings, as well as parks and open spaces and utilities. Development in *Mixed Use Areas* is subject to the development criteria in Policy 4.5.2. The development criteria requires developments to: locate and mass new buildings to provide transition between areas of different development intensity and scale; provide appropriate setbacks and/or stepping down of heights, particularly towards lower scale *Neighbourhoods*; locate and mass new buildings so as to adequately limit shadow impacts on adjacent *Neighbourhoods*; provide good site access and circulation and an adequate supply of parking for residents and visitors; provide an attractive, comfortable, and safe pedestrian environment; 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, among other requirements.

The Official Plan distinguishes *Apartment Neighbourhoods* from low-rise *Neighbourhoods* because a greater scale of buildings is permitted and different scale-related criteria are needed to guide development. Policy 4.2.2 provides the development criteria for new development in *Apartment Neighbourhoods*, new buildings are required to be located and massed to provide: transition between areas of different intensity and scale; limit shadow impacts on *Neighbourhoods*; and to frame the edge of streets and parks with good proportion and maintain sunlight and comfortable wind conditions for pedestrians on adjacent streets, parks, and open spaces, among other criteria.

Toronto's *Neighbourhoods* are considered physically stable areas made up of residential uses in lower scale buildings as well as parks, low scale local institutions, home occupations, cultural and recreational facilities, and small-scale retail, service, and office uses. Policy 4.1.5 contains the development criteria for development in established *Neighbourhoods* to ensure development respects and reinforces the existing physical character of each geographic neighbourhood, including in particular: patterns of streets, blocks and lanes, parks and public building sites; prevailing heights, massing, scale, density, and dwelling type of nearby residential properties; prevailing setbacks of buildings from the street or streets; prevailing patterns of rear and side yard setbacks and landscaped open space; and conservation of heritage buildings, structures, and landscapes.

Core Employment Areas are recognized as places for business and economic activities and are typically located within the interior of employment areas. A range of uses are permitted in these areas, including manufacturing, processing, warehousing, wholesaling, distribution, storage, transportation facilities, vehicle repair and services, offices, research and development facilities, utilities, waste management systems, industrial trade schools, media, information and technology facilities, and vertical agriculture.

While the Official Plan provides a general guide to change and growth, it cannot encompass every circumstance. Further implementation plans and strategies dealing with important components of the City, like housing, transportation, community services and facilities, and parkland, are needed to bring the Official Plan to life. In areas of the City identified for growth, more detailed guidance than the Official Plan provides may be necessary, in which case Secondary Plans, areas studies, and urban design parameters will be needed. The Planning Framework developed through the Bloor Street Study: St. Helen's Avenue to Perth Avenue establishes a more detailed, area specific, planning framework for the Study Area. The policies of the Official Plan informed and guided the Planning Framework. Each component of the Framework is in keeping with the intent of the Official Plan.

Design Guidelines

In addition to the policies of the Official Plan, numerous City-wide guidelines apply to development applications within the Study Area and were used to inform principles of the Planning Framework. The relevant and applicable City-wide guidelines include, but are not limited to:

- Tall Building Design Guidelines;
- Mid-Rise Building Performance Standards and Addendum;
- Townhouse and Low-Rise Apartment Guidelines;
- Retail Design Manual;
- Complete Streets Guidelines;
- Growing Up: Planning for Children in New Vertical Communities;
- Pet Friendly Design Guidelines for High Density Communities;
- Bird-Friendly Guidelines;
- Privately Owned Publicly-Accessible Space (POPS) Urban Design Guidelines; and
- Development Infrastructure Policy and Standards.

CONSULTATION

The Bloor Street Study benefited from a range of both broad and scoped consultation based on the Study's various components, including two community consultation meetings, three stakeholder advisory committee (SAC) meetings, two Heritage Focus Group meetings, and one CS and F focus group meeting. The consultation program

resulted in varied feedback that informed the guiding principles of the Planning Framework and have contributed to the identification of future policy objectives that will be drafted as part of phase two of the Study.

Throughout the consultation process, the community and other stakeholders shared feedback that touched on a variety of components forming the Bloor Street Study. The following list attempts to capture the majority of feedback that was received by staff:

- Ensuring the uniqueness of the South Junction Triangle is reflected in the vision statement, particularly its industrial past;
- The vision statement and Planning Framework should speak to the people who live in the neighbourhood and not only the structural components of the Study Area, like the transit infrastructure;
- Sustaining the area's true mix of uses by providing commercial spaces that attract, and are feasible for, small businesses, independent retailers, artists, and non-profits;
- Highlighting the importance of the WTRP and recognizing it for its many functions including its role connecting Toronto's west end, its lively community gathering space, the ecosystem and habitats it's a part of, and its canvas for many types of art;
- The integration of development into the existing context and neighbourhood;
- The need to assess the impacts of development, including displacement of residents and businesses;
- The desire to retain buildings, features, and spaces connected to the area's industrial past, like workers' houses, commercial buildings, and factories, as well as buildings and spaces connected to the arts;
- Concern with the potential loss of the Study Area's existing character;
- Identifying the provision of affordable housing as a priority, including live-work units to support the area's arts community;
- Concerns with the scale of the proposed developments in the Study Area and the heights the Character Areas will support;
- Impact on existing CS and F and prioritizing the provision of CS and F needs as part of new development, including affordable childcare options to meet existing and future demand and providing space that can accommodate numerous community agencies;
- Improving connectivity within and outside of the Study Area and across the rail corridors;
- Prioritizing the creation and expansion of public parks and open spaces;
- Securing parks and open spaces that can be programmed and are functional to support both new and existing residents and workers in the area;
- Protecting existing outdoor amenity spaces from impacts of development, particularly shadowing;
- Incorporating sustainability and ecological practices to improve and expand soft landscaping and opportunities to plant trees;
- Concerns regarding traffic impacts generated by new development;
- Future developments should strive to further enhance the character of the area, including heritage focal points like the Museum of Contemporary Art, located just outside the boundaries of the Study Area;

- Using transit infrastructure to justify the scale of developments proposed;
- Encouragement and support for improving the public realm, particularly the existing Bloor Street West underpasses;
- Support to improve the pedestrian experience and enhanced walkability in the Study Area with widened sidewalks;
- Ensuring the future implementing policies capture the aesthetics and character of the neighbourhood.

In addition to the feedback listed above, staff received feedback and concerns related to the following study components: the names of the character areas; the inclusion of the properties on the south side of Bloor Street West, between Sterling Road and Perth Avenue, in Character Area D as opposed to Character Area C; explicitly referencing the need for affordable childcare in the vision statement; concerns related to the availability of on-street permit parking; and concerns related to virtual consultation.

A deliverable of the Study was the creation of character areas that would be used to assist in the review of active and future development applications. Staff identified five character areas within the Study Area and assigned a name to each that attempted to distinguish the varying character of each area, which included the Transit Hub Zone, Transition Zone, Perth and Sterling Village, Railpath Corridor, and Industrial Legacy.

Staff received feedback that the names of each character area failed to capture the true character of each area and instead focussed on its infrastructural elements or future built form, as seen with Transit Hub Zone, Transition Zone, and Railpath Corridor. Staff appreciate the uniqueness of the Study Area and its rich history and also recognize a character area name can't fulsomely capture each area's many elements, including the people who live and work in these areas and who contribute daily to each character area's unique attributes.

For the remainder of this report and for phase two of the Study, the character areas will simply be referred to as Character Areas A through E and the guiding principles of each character area will continue to be used in the review of current and future development applications. To ensure the future vision of each character area is accurately captured, staff commit to working with the community, local Councillor, and other stakeholders to develop a brief description of each character area that builds off the principles identified in the vision statement.

At the first community consultation meeting in November of 2020, staff introduced the five character areas and showed which properties comprised each. At that time, the block on the south side of Bloor Street West, between Sterling Road and Perth Avenue, formed part of Character Area C which is largely recognized for the small and narrow lots that are suitable for low-rise built form. Following additional analysis and modelling, that Bloor Street West block was moved into Character Area D which is recognized, in part, for its *Mixed Use Areas* designation that allows for taller buildings while also providing for appropriate transition given this character areas' adjacency to properties designated *Neighbourhoods* directly to the south.

This block was moved into Character Area D, from Character Area C, largely because of the underlying Official Plan *Mixed Use Areas* designation and the as-of-right zoning which permits a building height taller than the low-rise built form permitted in *Neighbourhoods* and Character Area C. The inclusion of this block in Character Area C would have conflicted with the policy direction of the Official Plan's land use designations.

Throughout the consultation program, there was significant interest in CS and F which led to the creation of the CS and F working group that was comprised of resident-based organizations and City staff. As a result of childcare centres being identified as a CS and F priority, it was requested that affordable childcare centres be explicitly identified in the vision statement. The working group also identified a need for early year's child care space, such as the provincial government's EarlyON programme, and a high demand for before and after school spots for school aged children. The revised vision statement references the need for CS and F to support the existing community while evolving to meet the needs of the future residents and workers. Since the OPA or SASP is intended to provide long-term direction for the Study Area, staff want to ensure the vision statement considers and balances all needs so as to create complete communities where a range of community services and facilities are offered to the residents.

In addition to CS and F, concerns related to the availability of on-street permit parking within the Study Area garnered significant interest during consultation meetings held both as part of the Study and on active development applications within the Study Area. The community has identified that the limited availability of on-street permit parking makes it difficult for permit holders, at times, to find parking. The community also had concerns that the reduced on-site parking supply of proposed developments within the Study Area would add further strain on the on-street permit parking program. While parking considerations didn't initially form part of the Study scope, Planning staff have begun to work with Transportation Services to explore ways in which the existing on-street permit parking program can be updated to respond to the feedback received by the community. Currently, motions are moved by the local Councillor to remove the ability of the residents of new developments from obtaining an on-street parking permit on a site by site basis in order to limit further strain on the availability of parking. As the Study moves into phase two, Planning staff will continue to work with staff in Transportation Services to identify other possible mitigation measures related to on-street parking permissions and availability.

As a result of the ongoing COVID-19 pandemic, all consultation meetings were held virtually through the City's chosen consultation platform, Webex. Community members expressed concerns related to the limitations of virtual consultation, including concern that virtual consultation limited participation from a broad demographic range and it limited opportunities for panelists and attendees to interact and engage beyond the submission of questions and comments. Staff recognize the limitations of virtual consultation and will commit to exploring alternative forms of consultation in an attempt to garner even more varied feedback as part of the Study's second phase.

With the Study's consultation program and the number of development applications within the Study Area that require their own consultation, consultation meetings were

often scheduled within short periods of time, or at times, more than one meeting was scheduled in the same week. Despite the number of meetings and the challenges and limitations of virtual consultation, staff would like to acknowledge that the community has remained committed to actively participating in all consultation meetings and has consistently engaged with the Study team throughout the first phase of the Study.

COMMENTS

The Planning Framework

The Planning Framework and future implementing policies will apply to properties located within the Study Area boundaries. The Framework provides direction on how to accommodate changes to the existing built form while maintaining and creating new important public realm elements and direction on how to respond to CS and F needs and properties with potential cultural heritage value.

Vision Statement

The Planning Framework includes a vision statement that is a collection of values, opportunities, and feelings about the Study Areas as it exists today and as it is envisioned for the future. The vision is intended to inform the future implementing policies and guide future development. As part of the first community consultation meeting that was held on November 5, 2020, staff asked participants to identify their top priorities for the Study. Those priorities included:

- Retaining the mixed-use neighbourhood character;
- Maintaining low-rise built form on residential streets;
- Maintaining the neighbourhood's mix and vibe that make it a special and exciting place to live;
- Improving existing connections and creating new pedestrian friendly connections and bicycle infrastructure;
- Keeping the neighbourhood accessible to small businesses and people of all income levels;
- Prioritizing the provision of affordable housing;
- Providing public programming to animate the area; and
- Improving the relationship between built form and the public realm, including more landscaping opportunities and creation of new open spaces.

The resulting revised vision statement reads as follows:

Development of the lands will support a mix of residential, commercial, and employment uses, affordable housing and community services and facilities, and will promote a high quality of urban design which integrates cultural heritage resources to support the existing community while evolving to meet the needs of the future residents and workers. New development and its massing will respond appropriately to the differing and unique character areas. It will also celebrate diversity, the art and cultural

community, and the industrial legacy of the area. In response to growth demands, the types of community services and amenities will be identified and located in highly visible and accessible areas.

New development will build upon and enhance existing and planned multi-modal infrastructure and improve connectivity by supporting access to, and integration with, nearby transit facilities including: the TTC's Line 2, the Union Pearson Express, and the GO Kitchener and Barrie Rail corridors. Changes to the local road network will improve access and connectivity for all modes of transportation.

The public realm will be vibrant, safe, and accessible for all ages, reflecting the authenticity of the area, and will include a network of pedestrian and cycling connections, open spaces, public parks and privately-owned publicly accessible spaces. These spaces will be designed to be sustainable, green, and accessible contributing to the achievement of a complete community.

The vision statement is reflected in all components of the Planning Framework and will be instrumental in the drafting of future implementing policies.

Cultural Heritage Resource Assessment

Identifying properties of cultural heritage value or interest is an essential part of a municipality's role in heritage conservation. Cultural Heritage Resource Assessments are important components of strategic and growth-related studies and provide the foundation for context-sensitive, built-form and place-based policies and guidelines that reflect the unique context of a respective area, as well as community consultation and engagement.

A Cultural Heritage Resource Assessment (CHRA) applies provincial criteria to evaluate properties for their cultural heritage value or interest. That evaluation is informed by research to produce an understanding of the historical context of an area, and community engagement. The key goal of a CHRA is to achieve an informed and timely identification of properties with cultural heritage value in tandem with a Planning Study.

Cultural Heritage Resource Assessments prioritize an understanding of the historic context of the area and how properties relate to and support that context. The historic context statement approach builds upon work completed for planning and urban design studies where an historic overview and description of the present-day context of the area has been prepared. Historic context statements provide an understanding of the themes and periods of development within a study area in order to understand why a property or properties exist within a given area. They also relate properties to one another in order to inform the identification of buildings and landscapes with cultural heritage value.

The Bloor Street Study CHRA: St. Helen's Avenue to Perth Avenue was undertaken by Heritage Planning, with Common Bond Collective as heritage consultant. The CHRA was closely coordinated with the larger Bloor Street Study. Common Bond Collective and Heritage Planning staff presented updates to, and sought input from, all SAC and community consultation meetings. In addition, the CHRA was informed by input from a

Heritage Focus Group composed of local historians, representatives of local neighbourhood organizations, and property owners with insight into the area's heritage. Planning staff leading the larger Planning Study also attended the Heritage Focus Group meetings, as did a representative of the local Councillor's office. Summaries of the two Heritage Focus Group meetings are posted on the Bloor Street Study: St. Helen's Avenue to Perth Avenue webpage.

A Historic Context Statement was prepared for the study area by Common Bond Collective. Drafts of the Bloor Street Study CHRA Historic Context Statement were reviewed by the Heritage Focus Group and were shared with all participants in the final community consultation meeting for feedback. The Historic Context Statement informed the results of the CHRA.

The Historic Context Statement first identifies the Study Area as part of the homelands of Indigenous peoples for millennia. Following the signing of Treaty 13 with the Mississaugas of the Credit First Nation (1787/1805), the land was surveyed into large Park and Township lots. Between 1853 and 1884, five railway lines were constructed that helped transform the Study Area and its surroundings from a rural and agricultural landscape to a neighbourhood of residential streets adjacent to railway lines and industry. Railway construction led first to land speculation and subdivision as the initial land grants were surveyed into 50 foot residential building lots along Perth Avenue and Sterling Road in the 1880s. Proximity to multiple railway lines then attracted industry and manufacturing with major operations including the Canadian Fairbanks-Morse complex, the Lochrie Rope and Bicycle Company, the Hancock Planing Mill, as well as several other foundries and factories.

Perth Avenue and Sterling Road saw an early period of residential construction immediately following subdivision, followed by further residential development between 1910 and 1914. Both periods were characterized by modest two-storey dwellings with a high proportion of duplex and terraced forms. Given their proximity to the railway line and industry, these houses were generally occupied by labourers employed at industries within the Study Area and beyond. Bloor Street's development was varied, including industrial facilities, prominent residences, duplex and terrace residences, and mixed use buildings often prominently located at corner locations. These mixed-use buildings provided commercial space for grocers, butchers, confectioners, tailors, and shoemakers.

Industry and manufacturing remained significant economic activities in the Study Area into the 1980s, although different companies came to occupy the industrial buildings constructed at the beginning of the century. By the 1990s, many of the Study Area's large, industrial operations were declining or closed altogether. This was particularly true along the portion of Bloor Street in the Study Area. This change resulted in the adaptive re-use of existing industrial buildings as well as large scale infill residential development on former (and substantial) industrial parcels.

The draft Bloor Street Study Historic Context Statement informed a survey of all 134 properties within the study area, conducted by Common Bond Collective. As a result of

that survey, Common Bond Collective recommended a preliminary list of 13 properties considered to have potential cultural heritage value according to Provincial criteria contained in Ontario Regulation 9/06.

The 13 heritage potential properties, accompanied by updates to the historic context statement, were presented to the second and final Heritage Focus Group meeting and community input helped inform the consultant's final recommendations. The Heritage Focus Group was generally in agreement with the identified properties, however, participants requested additional properties on Sterling, Perth, and Bloor Street be reconsidered for their heritage potential. Common Bond Collective reviewed these properties, but determined they did not merit inclusion on the Heritage Register according to Ontario Regulation 9/06. Some participants also expressed concern that the identification of 13 properties would not preserve the character of the Study Area, and expressed an interest in understanding the area as a district, like the Distillery District. Staff advised that the Heritage Register was only one tool that could be used to support the character of an area, and that the Planning Study would be developing policies for Character Area D, that would support its low-scale, residential character.

Following the final Heritage Focus Group meeting, Common Bond Collective engaged in further research on several properties identified by the community to determine if new information was available that might change their evaluation. Following research and further analysis, the original list of 13 properties identified as having potential cultural heritage value was confirmed, and no additional properties were added to the list. It was also concluded that there was insufficient evidence available at this time to support further study of the area as a Heritage Conservation District.

The Bloor Street Study CHRA Historic Context Statement will provide City staff, the community, and private sector partners with an informed understanding of the area's historical evolution and existing heritage character that can be expanded upon to inform future opportunities, including possible place making through historical interpretation, public art or heritage walking tours. This may further enrich our understanding of the heritage of the area, including the generations who have lived and worked here.

The 13 properties with potential cultural heritage value identified through the Bloor Street Study CHRA: St. Helen's Avenue to Perth Avenue are not currently listed on the City's Heritage Register and have no heritage protection. Following City Council's decision on the Bloor Street Study: St. Helen's Avenue to Perth Avenue Planning Framework, and following the submission of a final report for the CHRA from Common Bond Collective, Heritage Planning staff will consider these properties for inclusion on the City's Heritage Register and make recommendations through a report to the Toronto Preservation Board and Council accordingly. Inclusion on the Heritage Register allows properties to be conserved and maintained in accordance with Official Plan's heritage policies.

The CHRA has identified the following 13 properties with heritage potential that will be considered for inclusion on the Heritage Register, refer also to Attachment 4: Properties with Heritage Potential:

- 284 St. Helen's Avenue;
- 213 Sterling Road;
- 221 Sterling Road;
- 270 Sterling Road;
- 272 Sterling Road;
- 274 Sterling Road;
- 276 Sterling Road;
- 1411 Bloor Street West;
- 1419 Bloor Street West;
- 1421 Bloor Street West;
- 1422 Bloor Street West;
- 1424 Bloor Street West; and
- 1426 Bloor Street West.

Public Realm Network

As part of the Planning Framework, required improvements to the public realm network have been identified within the Study Area, refer to Attachment 5: Public Realm Network Plan. The identified improvements include potential new parks and POPS, new streets, new multi-use and pedestrian connections, an enhanced laneway, and underpass improvements. The public realm network plan builds off existing connections within the Study Area and identifies how connectivity both within, and beyond, the Study Area can be improved.

Bloor Street is the primary commercial street in the Study Area with a mix of well-established uses, creating a commercial main street character. The existing look and feel of the street is characterized by the mix of buildings from low-rise main street buildings to tall buildings, with narrow sidewalks and limited landscaping due largely to the significant change of grade and limited building setbacks. Bloor Street West is where the majority of growth will be directed within the Study Area and most active development applications include properties that front Bloor Street West and as a result, the character of Bloor Street West is most susceptible to change and improvement.

The Study Area's primary north-south streets include Perth Avenue, Sterling Road, and St. Helen's Avenue. These streets are largely characterized by narrow lots and low-rise buildings that are predominantly residential with some commercial uses interspersed. These streets have narrow boulevards which limit opportunities for soft landscaping. The larger, former industrial lots found along these streets are almost all subject to active development applications. The public realm network plan conceptualizes potential new connections along these streets and the future streetscape character of these streets will be assessed further as part of phase two of the Study.

Ruttan Street is another north-south street south of Bloor Street West that currently terminates in a cul-de-sac at Merchant Lane. Ruttan Street has a substandard right-of-way width which limits opportunities for pedestrian amenity and soft landscaping. The street will feel further constrained, particularly as a result of the scale of redevelopment contemplated through the active development applications. In order to improve the

existing condition of Ruttan Street and network connectivity, the public realm network plan conceptualizes a widening of Ruttan Street and a southerly extension to Sterling Road.

The public realm network plan identifies improvements that are intended to provide safe, comfortable, and amenable multi-use routes and environments. These improvements will largely be secured over time as sites within the Study Area redevelop, however, some improvements, particularly the underpass improvements, may be coupled with other capital work projects.

The public realm network plan identifies the existing or planned connections through the Study Area as solid lines in various colours, these connections include:

- The West Toronto Rail Path (WTRP) which is an existing multi-use connection that runs along the Kitchener GO Rail corridor along the Study Area's western limit;
- The planned WTRP extension along the Barrie GO Rail corridor towards the Study Area's eastern limit;
- A third multi-use connection, located at the southwestern limit of the Study Area connects Perth Avenue to the WTRP;
- A dedicated cycling connection along Bloor Street West that continues beyond the Study Area to both the east and west;
- A pedestrian connection on the north side of Bloor Street West between the LA Centre for Active Living at 55 Rankin Court and the Bloor West Lofts at 1400 Bloor Street West;
- A planned private 'L'-shaped street within the 158-200 Sterling Road lands, just south of the Study Area that would connect the realignment of Perth Avenue to Sterling Road; and
- A planned pedestrian connection on the east side of Sterling Road within the 158-200 Sterling Road lands that would connect across the Barrie GO Rail corridor to Dora Avenue.

The potential new connections conceptualized on the public realm network plan are shown as dotted lines in various colours, these connections include:

- A potential multi-use connection that would connect Perth Avenue to the WTRP, just south of Bloor Street West. Staff are exploring securing this connection through the development application at 1439 Bloor Street West;
- Enhancements to the existing public lane between Perth Avenue and Sterling Road, south of Bloor Street West. Staff are exploring securing enhancements through the development application at 1423-1437 Bloor Street West and 278 Sterling Road;
- A potential new multi-use connection that would connect the private 'L'-shaped street to the WTRP, south of the Study Area through the development application at 158-200 Sterling Road;
- The potential widening of Ruttan Street and the southerly extension to Sterling Road. Staff are exploring securing this widening and extension through the

development applications at 221-227 Sterling Road and 1405-1409A Bloor Street West and 229-231A Sterling Road;

- An improved pedestrian connection along Merchant Lane through Ruttan Street's extension that will eliminate the existing cul-de-sac;
- A potential pedestrian connection along the southern limit of 221 Sterling Road and other mid-block connections that complement the site's heritage resources and the change of grade. Staff are exploring securing this connection through the development application at 221-227 Sterling Road;
- A potential multi-use connection that would connect St. Helen's Avenue to the planned new WTRP along the Barrie GO Rail corridor. Staff are exploring securing this connection through the development application at 1319 Bloor Street West; and
- A potential multi-use connection north of Bloor Street West that would connect the planned new WTRP along the Barrie GO Rail Corridor to Wade Avenue.

Underpass improvements are identified along Bloor Street West, towards the western and eastern limits of the Study Area, where the Kitchener and Barrie GO Rail corridors cross Bloor Street West. At present, these underpasses are dark spaces with narrow sidewalks and no street animation. Future improvements to these areas conducted under capital work projects may include widened sidewalks, pedestrian lighting, public art opportunities, and elevated or separated bike lanes.

In addition to cycling, pedestrian, and multi-use connections, the public realm network plan conceptualizes proposed and potential parks and open spaces within the Study Area. These spaces include:

- A potential new POPS at the southeast corner of Bloor Street West and Perth Avenue. Staff are exploring securing this POPS through the development application at 1423-1437 Bloor Street West and 278 Sterling Road;
- A new park secured between Perth Avenue and Sterling Road at the southern limit of the Study Area;
- Two new POPS secured within the 158-200 Sterling Road lands. One would abut the proposed private street described above on the west side of Sterling Road and the other would abut the proposed pedestrian connection on the east side of Sterling Road;
- A potential new park where the southerly extension of Ruttan Street connects to Sterling Road. Staff are exploring securing this park through the development applications at 221-227 Sterling Road and 1405-1409A Bloor Street West and 229-231A Sterling Road; and
- A potential new park between St. Helen's Avenue and the Barrie GO Rail corridor. Staff are exploring securing this park through the development application at 1319 Bloor Street West.

In addition to the POPS and park spaces conceptualized in the public realm network plan, staff acknowledge there are a number of existing private outdoor amenity spaces associated with private developments within the Study Area that serve the residents of those developments. The public realm network plan does not formally recognize these spaces because it focuses on proposed and potential connections and spaces that will

serve the broader public. Despite not showing the private outdoor amenity spaces on the public realm network plan, staff recognize the importance of these spaces to the community and will explore ways to acknowledge these spaces as part of phase two of the Study.

Phase two of the Study will build off the public realm network plan and identify the planned character of streets within the Study Area, including more detailed opportunities for enhanced streetscapes, setback requirements, planting space, and the character of retail spaces, particularly those fronting Bloor Street West.

Character Areas

The Planning Framework establishes a series of five character areas, refer to Attachment 6: Character Areas, and associated built form principles that are intended to guide active and future development applications to ensure they fit within the overall vision for the Framework and appropriately respond to each area's respective characteristics. Considerations that informed the creation of the character areas included an assessment of the existing lot patterns, the underlying Official Plan land use designations, and built form modelling. The identification of the public realm improvements described above to complement the built form principles identified for each character area and will assist in furthering the objectives of the Planning Framework's vision.

Character Area A is located towards the eastern limit of the Study Area and is comprised of properties on both the north and south sides of Bloor Street West that are larger in size and designated *Mixed Use Areas* in the Official Plan. The existing context contains tall buildings and those larger sites, that remain underutilized within the character area, can accommodate tall buildings. This character area has been identified as the height peak for the Study Area. Higher densities can also be accommodated due to the area's proximity to existing and future multimodal transit infrastructure. Generous setbacks will be required along Bloor Street West to allow for public realm improvements and the establishment of new open spaces. Due to the area's proximity to lands designated *Neighbourhoods*, transition is required towards the low-scale residential areas to the east and south of the character area.

Character Area B is located to the west of Character Area A and is also comprised of properties on both the north and south sides of Bloor Street West, as well as properties that extend further south into the Study Area. The properties within this character area are designated *Mixed Use Areas*, *Neighbourhoods*, and *Apartment Neighbourhoods*. The majority of this character area is already built out with predominantly low-rise residential uses while some industrial and commercial uses remain. The lot pattern and existing patterns of development call for gentle intensification with low to mid-rise buildings being the acceptable built form. The potential widening and southerly extension of Ruttan Street will allow for increased building setbacks and an expansion of the public realm.

Character Area C is located south of Bloor Street West and is comprised of properties fronting Perth Avenue and Sterling Road. The properties within the character area are predominantly designated *Neighbourhoods* but there are some properties designated

Mixed Use Areas on the west side of Perth Avenue. The character area is largely comprised of small and narrow lots that are suitable for low-rise built form. New development is to be sensitive to the existing stable residential character of the neighbourhood.

Character Area D is located towards the Study Area's western limit and is comprised predominantly of properties that front Bloor Street West as well as some properties south of Bloor Street West that front the west side of Perth Avenue. The lot pattern includes both larger lots and a consolidation of smaller lots. This lot pattern coupled with the *Mixed Use Areas* designation and the area's adjacency to the Kitchener GO Rail corridor allows opportunities for taller buildings, however, buildings are not to be as tall as in Character Area A. The height of new buildings will be tied to the required separation distances and appropriate transition towards the low-scale residential area to the south of the character area. Generous setbacks from Bloor Street West are required to provide an enhanced public realm and new developments are to provide open spaces and connections that lead to the WTRP.

Character Area E is located towards the southeastern limit of the Study Area, south of Bloor Street West. The character area is comprised of large former industrial lots that are designated *Apartment Neighbourhoods* and *Core Employment Areas* that allow for sensitive infill. New development will be required to expand the public realm through the provision of new public streets, pedestrian connections, and parks and open spaces and appropriately transition towards the low-scale residential areas to the east and west. Many characteristics of the Study Area's industrial history remain in this character area and as a result, new development is to have considerations for heritage features and be sensitive to heritage buildings.

The 13 properties identified through the CHRA as having potential cultural heritage value are located throughout the Study Area within all five character areas. As staff consider these properties for inclusion on the City's Heritage Register, staff may require the submission of a Heritage Impact Assessment for those development applications that affect existing and potential heritage properties or that are adjacent to the identified properties.

The character areas begin to outline the built form objectives for each of the Study Areas and will be expanded upon further as part of phase two of the Study. The implementing policies will provide greater specificity related to the scale and form of development in each character area. Until such time as the OPA or SASP is adopted by City Council, staff will continue to assess active and future development applications using the principles that form each character area.

Community Services and Facilities

CS and F are an essential part of complete communities. CS and F are the lands, buildings, and structures used for the provision of programs and services provided and/or subsidized by the City or other public agencies. They include recreation, libraries, childcare, schools, and public health, human, cultural, and employment services. The timely provision of CS and F is as important to the livability of the City's neighbourhoods as "hard" services such as sewers, water systems, roads, and transit.

The City's Official Plan recognizes that the provision of, and investment in, CS and F supports safe, liveable, and accessible communities. Providing for a full range of CS and F in areas experiencing major or incremental growth is a responsibility shared by the City, public agencies, and the development community.

As part of the Bloor Street Study, a CS and F study was initiated comprised of a demographic analysis and inventorying of CS and F within the area surrounding the Study Area. The CS and F study used the most recent Census data (2016) and indicators such as population, family and household sizes, mobility, income, immigration status and occupation data to understand the social fabric of the community. It also provided an inventory of the existing community service facilities for each sector, highlighting current service levels, strategic directions and capital plans of the City divisions, boards and agencies responsible for delivering community facilities and programs. The CS and F study area is bounded by St. Clair Avenue West to the north, Christie Street to the east, College Street/Dundas Street to the south, and Parkside Drive/Keele Street to the west. Refer to Attachment 7: CS and F Study Area.

The demographic profile of the CS and F study area analyzes a variety of demographic indicators compared to the City as a whole and also between the neighbourhoods of Dufferin Grove and Dovercourt- Wallace Emerson- Junction (Dovercourt) which are located in the CS and F study area.

- In Dufferin Grove, Dovercourt, and the CS and F study area there was declining growth between 2001 and 2011. This changed from 2011 to 2016 with 3% growth in Dufferin Grove, 5.8% in Dovercourt, and 3.6% growth in the CS and F study area. The City of Toronto has experienced 4.5% growth from 2006 to 2011 and an additional 4.5% growth between 2011 and 2016.
- The City has a higher proportion of 3+ household sizes at 38% compared to the lowest in Dufferin Grove at 29%. Dovercourt has 36% of household size being 3+ and the CS and F study area has 34% of 3+ households.
- The CS and F study area has 60% of housing stock built before 1960 compared to only 33% for the City. Comparatively, 18% of the housing stock in the City was built after 2000 compared to 15% in Dovercourt, 12% in the CS and F study area, and only 9% in Dufferin Grove.
- Dufferin Grove has the lowest proportion of owners at 41%, with the City of Toronto as whole having a higher proportion at 53%. The percentage of owners in the CS and F study area is 47% and 50% for Dovercourt.
- Compared to all four geographic areas, the City has a higher proportion of renters spending more than 30% of their income on rent at 27%, compared to 26% in Dufferin Grove and 25% for Dovercourt and the CS and F study area. For owners, both the CS and F study area and the City of Toronto, have 47% spending more than 30% of their income on shelter compared to 49% for Dufferin Grove and Dovercourt.
- In the CS and F study area, there is a smaller immigrant population at 36%, compared to the City as a whole at 47% and 40% for Dovercourt and only 38% for Dufferin Grove. In addition to the CS and F study area having a lower percentage of an immigrant population, 18% arrived after 2006 compared to 28% for the City.

- The City has the higher average household income of \$102,721 followed by the CS and F study area with an average household income of \$86,757. Dufferin Grove has the lowest average household income of \$75,911 followed by Dovercourt at \$79,749.
- Residents between 25-64 years within the CS and F study area, Dufferin Grove, and the City were more likely to have attained a post-secondary certificate, diploma, or degree than in the Dovercourt neighbourhood.

In addition to the demographic analysis, the CS and F study also assessed development activity to determine the approximate population increase. The pipeline date for a five year period ending on December 31, 2020 found there are 16,531 residential units active and/or under review in the CS and F study area which would lead to an approximate population increase between 28,043 and 29,356.

The CS and F study assessed a range of CS and F including childcare, libraries, parks, recreation and community facilities, and schools. Using the demographic analysis, pipeline data, and sector inventory and analysis, staff determined the priority needs of the CS and F study area include childcare facilities, parkland, and community agency space.

There are currently 40 childcare facilities located and operating within the CS and F study area that provide a total of 3,055 childcare spaces. Toronto's Licensed Child Care Growth Strategy (2017-2026) is the key strategic framework to guide growth. The Council approved document has a vision to serve 50% of children aged 0 to 4 years by 2026 through an approach that includes increasing the number of licensed childcare spaces. Toronto Children's Services (TCS) relies on Section 37 funding opportunities to increase the number of licensed child care spaces in those areas of the City that experience significant development. The Children's Services April 2021 Ward priority map for early years child care spaces lists Ward 9 Davenport as a high priority ward, where only 20 to 29% of children aged 0 to 4 years can be served at a licensed childcare facility.

With Davenport identified as a ward priority for licensed childcare facilities and the estimated population growth in the CS and F study area resulting from development activity, childcare facilities have been identified as a CS and F priority. It is estimated that there is a need for more than 600 childcare spaces in order to serve 50% of children aged 0 to 4 years. With 222 childcare spaces already planned or underway, staff will work to secure additional childcare facilities or direct monetary contributions for the construction of childcare facilities through the development review process.

Toronto's parks system is integral to its identity as a global, liveable city and contributes to health, quality of life, social cohesion, and ecological sustainability. As the City continues to grow and intensify, the parks system will need to contend with the increased use of, and need for additional high-quality park space that is functional and accessible. The Parkland Strategy is Toronto's City-wide strategic parks planning framework, which will ensure that Toronto's parks system grows and evolves to support the needs of a liveable city.

Analysis of parkland provision in both the Bloor Street Study Area and CS and F study area found the two lowest categories of parkland provision per person. As a result, the provision of new and expanded parkland has been identified as a CS and F priority. The proposed public realm network plan that forms part of the Planning Framework looks to secure two new public parks within the Bloor Street Study Area through on and off-site parkland dedications from development applications. For sites where on or off-site parkland dedications are not feasible, staff will secure cash-in-lieu of parkland.

Human Services refers to non-profit community based organizations that deliver a wide-range of programs and services across the City. The City plays an important role in the delivery of CS and F by supporting the non-profit sector through a number of programs, including funding for community grants, providing Community Space Tenancy (CST) space opportunities, and contracting agencies for the provision of specific programs and services. City Council adopted a CST policy that provides a framework for leasing City space to the non-profit community-based sector.

There are 47 human service agencies in the CS and F study area. These include an adult literacy program, child development, multi-service agency, self-help programs, supportive housing and supportive housing for adults, health care for youth, emergency shelter and support for women, elder support, mental health support, after-school programs, newcomer settlement services, food banks, legal clinic, and family support.

Based on a City-initiated survey of CS and F agencies, the need for additional non-profit agency space was identified due, in part, to aging buildings, spaces that are too small in size, and spaces that are not accessible for WheelTrans or have no access to an elevator or washroom. Through the development review process, staff will look to secure community agency space for human service providers and will prioritize exploring opportunities for the co-location of space where non-profit agencies can share amenities to reduce costs in locations that are accessible to transit and are located on a main floor with separate access.

The identified CS and F needs form part of the Planning Framework and the future implementing policies for the Study Area. The identification of CS and F priority needs will make clear to all existing and future applicants the expectations related to the provision of CS and F. The future implementing policies will include direction related to the provision of CS and F, including securing new facilities or parkland and/or directing monetary contributions to the provision of CS and F, where possible. Community services and facilities will be provided in a timely manner to support and be commensurate with growth.

Transportation

The Growth Plan requires that lands adjacent to or near transit should be planned to be transit-supportive and supportive of active transportation. With numerous transit stations within or in close proximity to the Study Area, the area is recognized as a hub of transit infrastructure. The Planning Framework responds to this condition and requires improvements to the public realm to accommodate an influx of multimodal users travelling within the Study Area.

The existing lot pattern and street network within the Study Area limits opportunities to create new vehicular connections to help alleviate the traffic pressure on Bloor Street West. The network of narrow streets within the Study Area and minimal direct connections to arterial streets make for busy streets that are used by all users, including drivers, cyclists, and pedestrians.

The Planning Framework requires generous setbacks along Bloor Street West and along the potential southerly extension of Ruttan Street to allow for an enhanced public realm and pedestrian-friendly environments. As part of accommodating new development, improvements to pedestrian safety and connectivity are required beyond widened sidewalks. The public realm network plan identifies potential new connections and additional transportation considerations, like new signals, may also be required to ensure streets within the Study Area are safe, effective, and complete.

IMPLEMENTATION AND NEXT STEPS

Planning staff recommend that City Council endorse this report and direct staff to review all current and future development applications against the Planning Framework principles until such time as a future OPA or SASP is adopted. The Planning Framework will be used to inform the policies of the future OPA or SASP and will be the basis for any future study or policy change in the Study Area. Staff intend to report out to Toronto and East York Community Council and City Council on the OPA or SASP in Q4 of 2021.

Following Council's decision on this report, Staff will also consider the 13 properties identified as having heritage potential through the CHRA for inclusion on the City's Heritage Register, and make recommendations through a staff report to the Toronto Preservation Board and Council accordingly. Inclusion on the Heritage Register allows properties to be conserved and maintained in accordance with Official Plan Heritage policies.

Section 37 Community Benefits

The Official Plan provides for the use of Section 37 of the *Planning Act* to secure community benefits in the form of capital facilities where Council adopts by-laws for increases in height and/or density not otherwise permitted by the Zoning By-law. It is standard to secure community benefits in a Section 37 Agreement for developments with more than 10,000 square metres of gross floor area where the zoning by-law amendment would increase the permitted density by at least 1,500 square metres and/or significantly increase the permitted height.

Staff are reviewing all active development applications within the Study Area to determine if the provision of Section 37 community benefits would be required. Should Section 37 community benefits be required, staff will prioritize the provision of in-kind or monetary contributions be directed towards affordable housing and the identified CS and F needs.

Municipal Infrastructure

Municipal infrastructure including water, sanitary sewers, and storm sewers are essential to maintaining the quality of life in the Study Area and central to efforts to build a sustainable community by ensuring management of Toronto's water resources and protecting water quality.

The City requires new development applications to be supported by reports, including servicing and stormwater management, which demonstrate that there is sufficient infrastructure capacity and that the proposed development will not negatively impact the area. The provision of sufficient servicing will be monitored on a site-by-site basis through the development review process.

Conclusion

The Bloor Street Study Planning Framework outlined in this report builds upon the policies of the Official Plan and takes direction from City-wide guidelines to provide a clear vision for the Bloor Street West, St. Helen's Avenue, and Perth Avenue area. The identification of public realm improvements and character areas will assist in guiding active and future development applications to ensure the Study Area maintains livability while allowing for future growth to occur. The identification of CS and F needs and properties with potential cultural heritage value will support the social, economic, and cultural well-being of the area and contribute to a complete community.

The Planning Framework has been reviewed against the policies of the PPS (2020), the Growth Plan (2020), and the City's Official Plan. Staff are of the opinion that the Planning Framework is consistent with the PPS, conforms to the Growth Plan, and is in keeping with the intent of the Official Plan.

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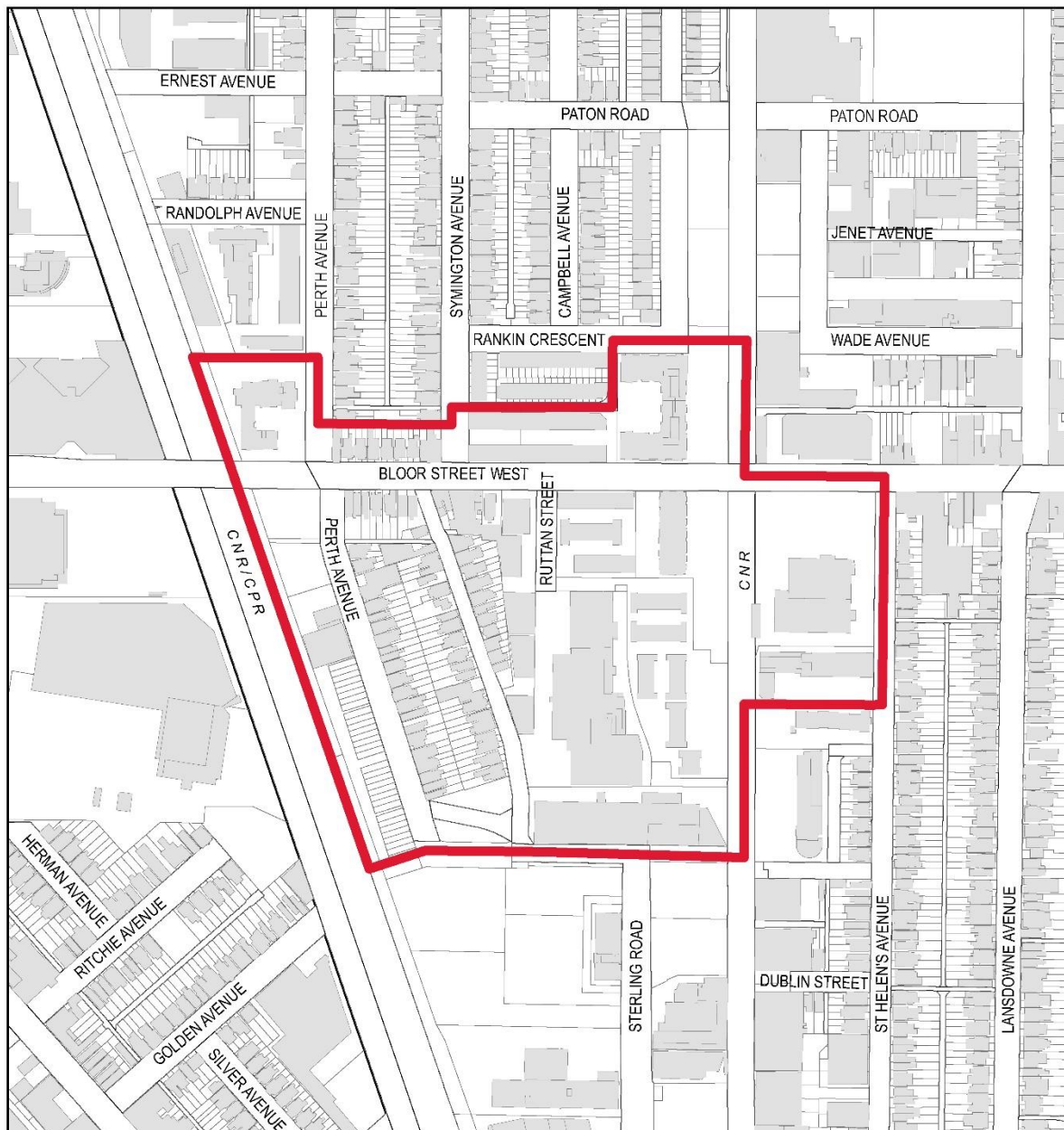
SIGNATURE

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

ATTACHMENTS

- Attachment 1: Bloor Street Study Boundary
- Attachment 2: Development Applications within the Study Boundary
- Attachment 3: Official Plan Land Use Map
- Attachment 4: Properties with Potential Cultural Heritage Value
- Attachment 5: Public Realm Network Plan
- Attachment 6: Character Areas
- Attachment 7: CS and F Study Area

Attachment 1: Bloor Street Study Boundary



Bloor Street Study Boundary

Bloor St Study

File # 20 141991 STE 09 0Z

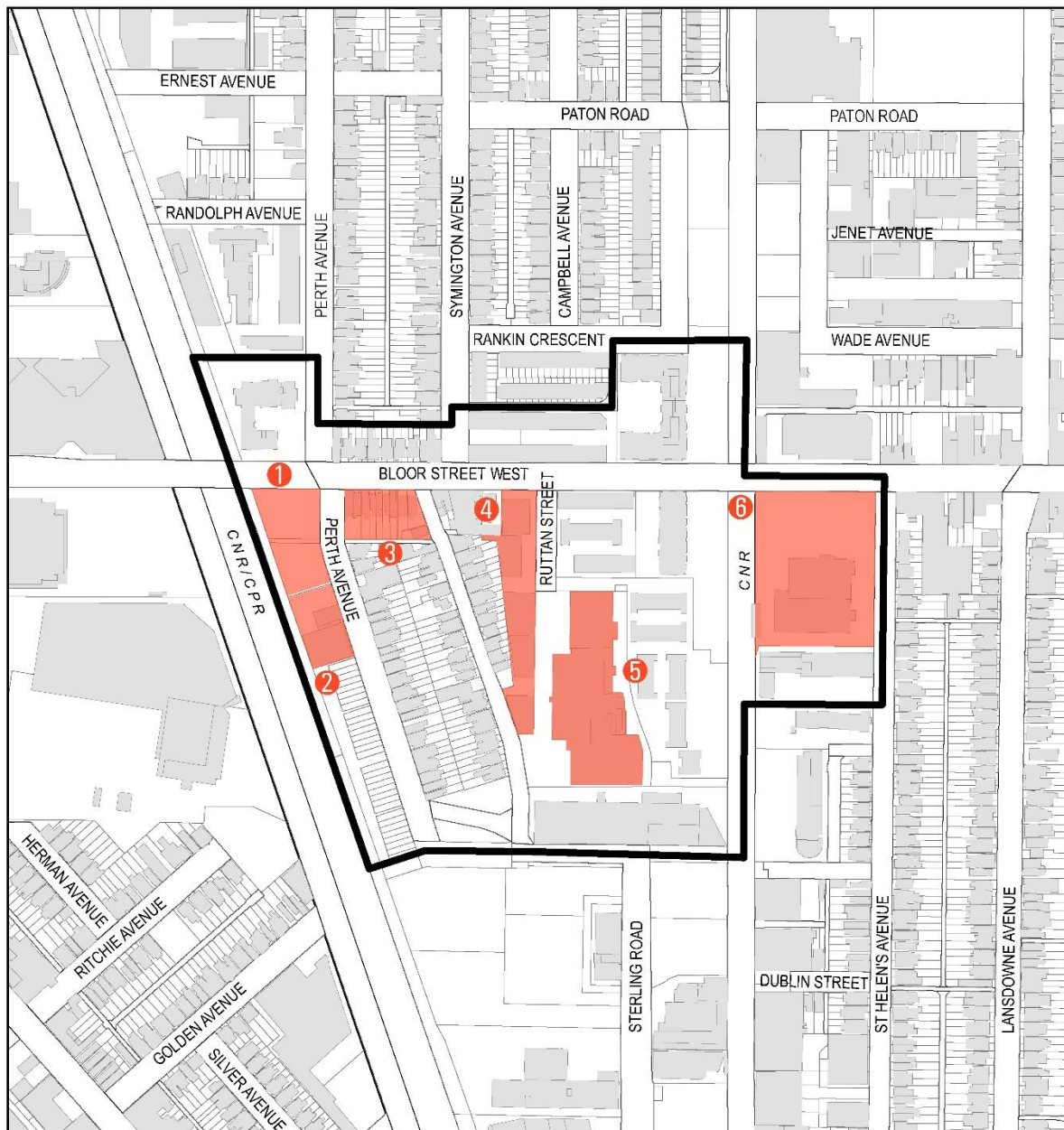


Bloor St Study Boundary



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Extracted: 05/10/2021

Attachment 2: Development Applications within the Study Boundary



Bloor St Study

Development Applications within the Study Boundary

File # 20 141991 STE 09 0Z



Bloor St Study Boundary

1

1439 Bloor Street West

2

72 Perth Avenue

3

1423-1437 Bloor Street West & 278 Sterling Road

4

1405 - 1409A Bloor Street West &
229 - 231A Sterling Road

5

221-227 Sterling Road

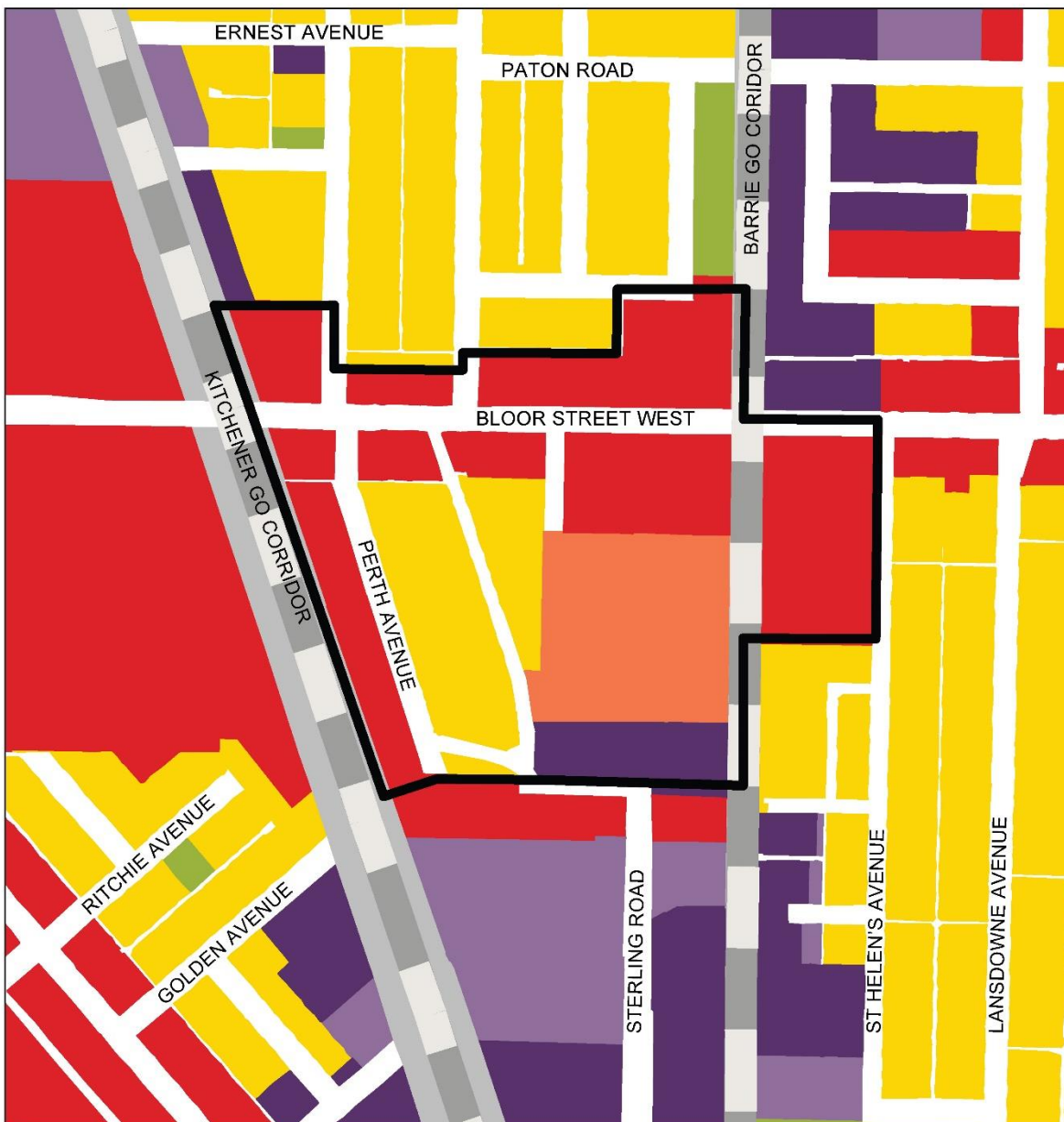
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1319 Bloor Street West



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Attachment 3: Official Plan Land Use Map



Bloor St Study

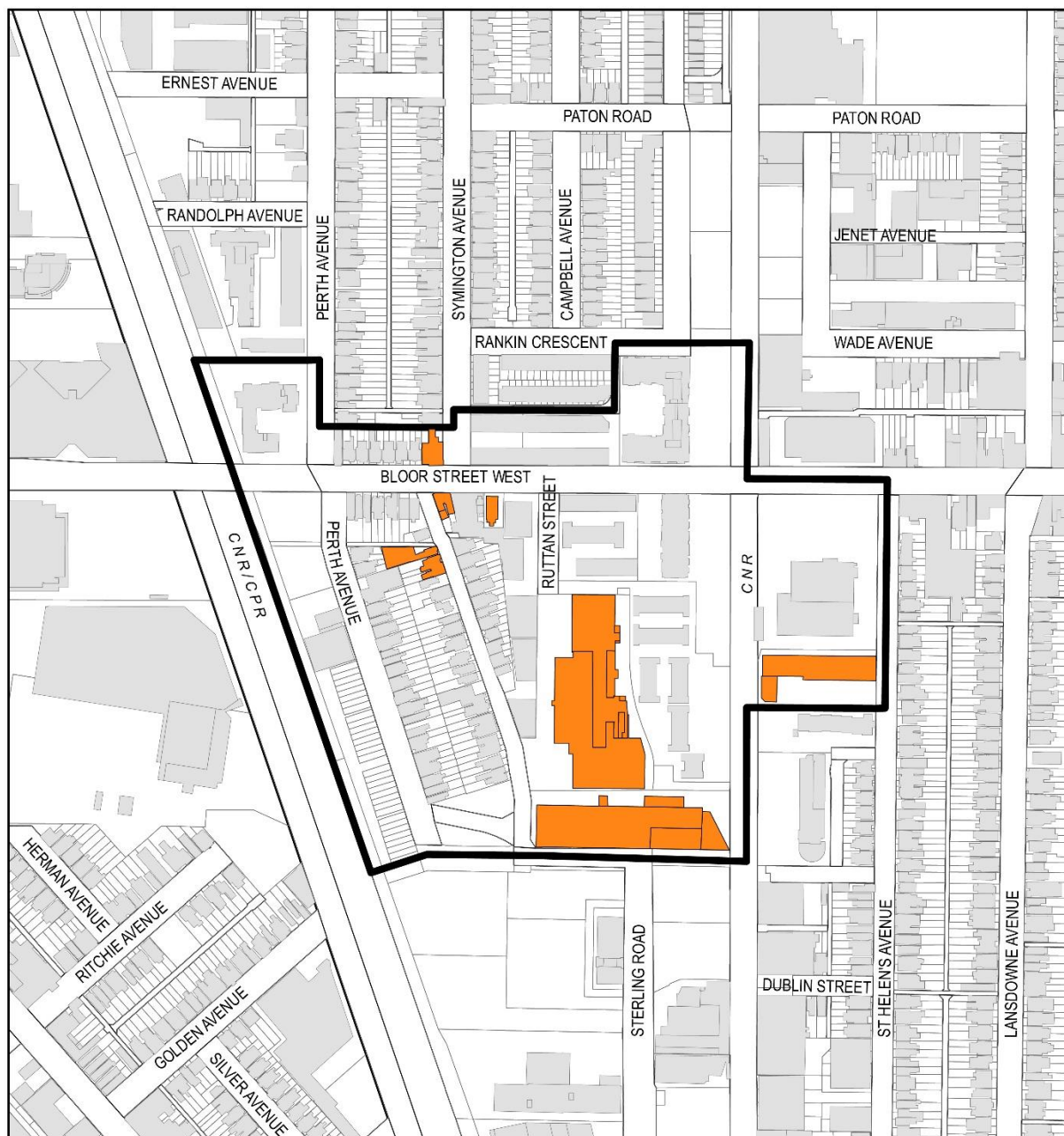
Official Plan Land Use Map #18

File # 20 141991 STE 09 02

	Study Boundary		Core Employment Areas
	Neighbourhoods		General Employment Areas
	Apartment Neighbourhoods		Parks
	Mixed Use Areas		Utility Corridors

↑
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Attachment 4: Properties with Potential Cultural Heritage Value



Properties with Potential Cultural Heritage Value

Bloor St Study

File # 20 141991 STE 09 02



Bloor St Study Boundary

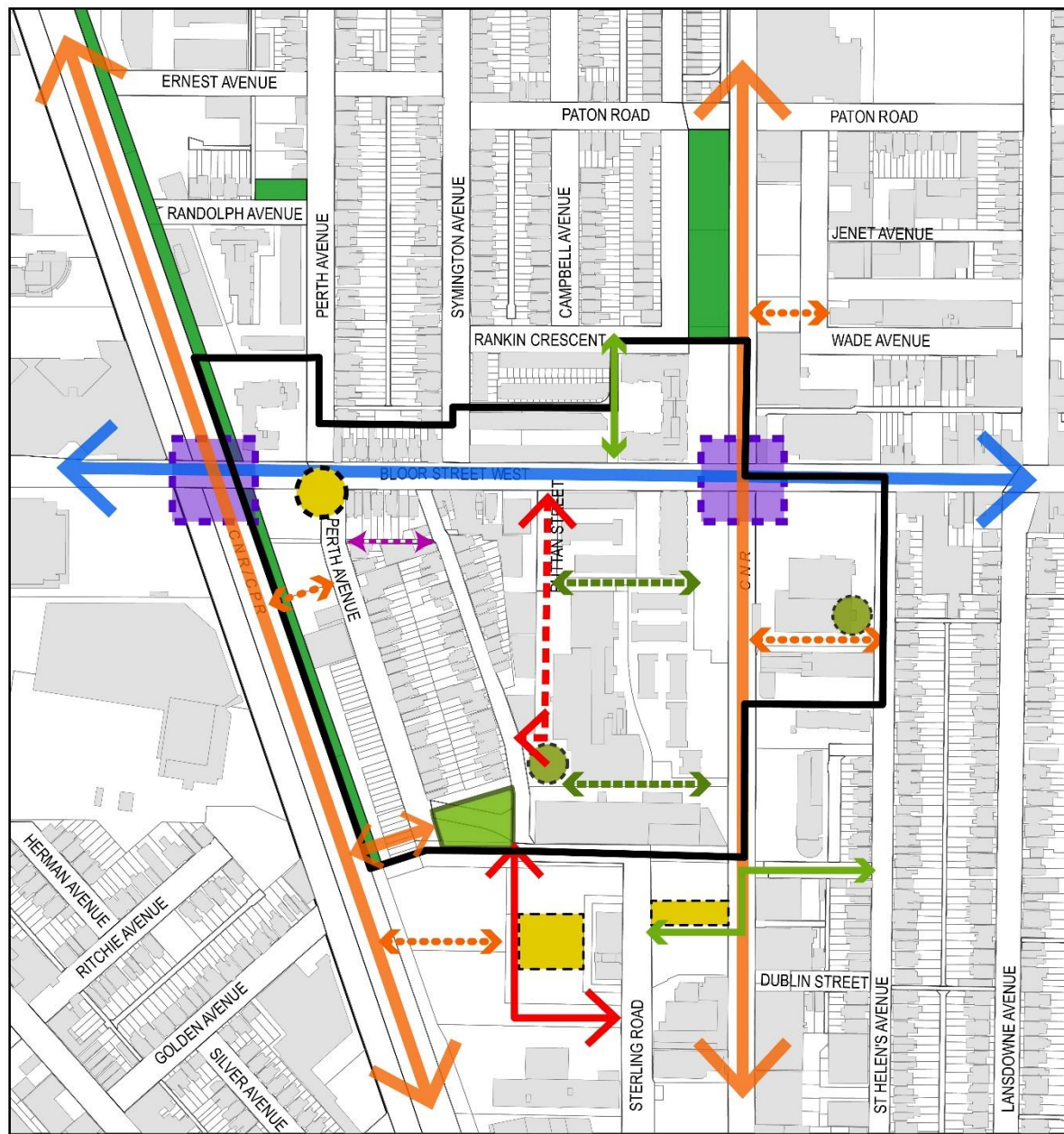


Properties with Heritage Potential



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Attachment 5: Public Realm Network Plan



Public Realm Network Plan

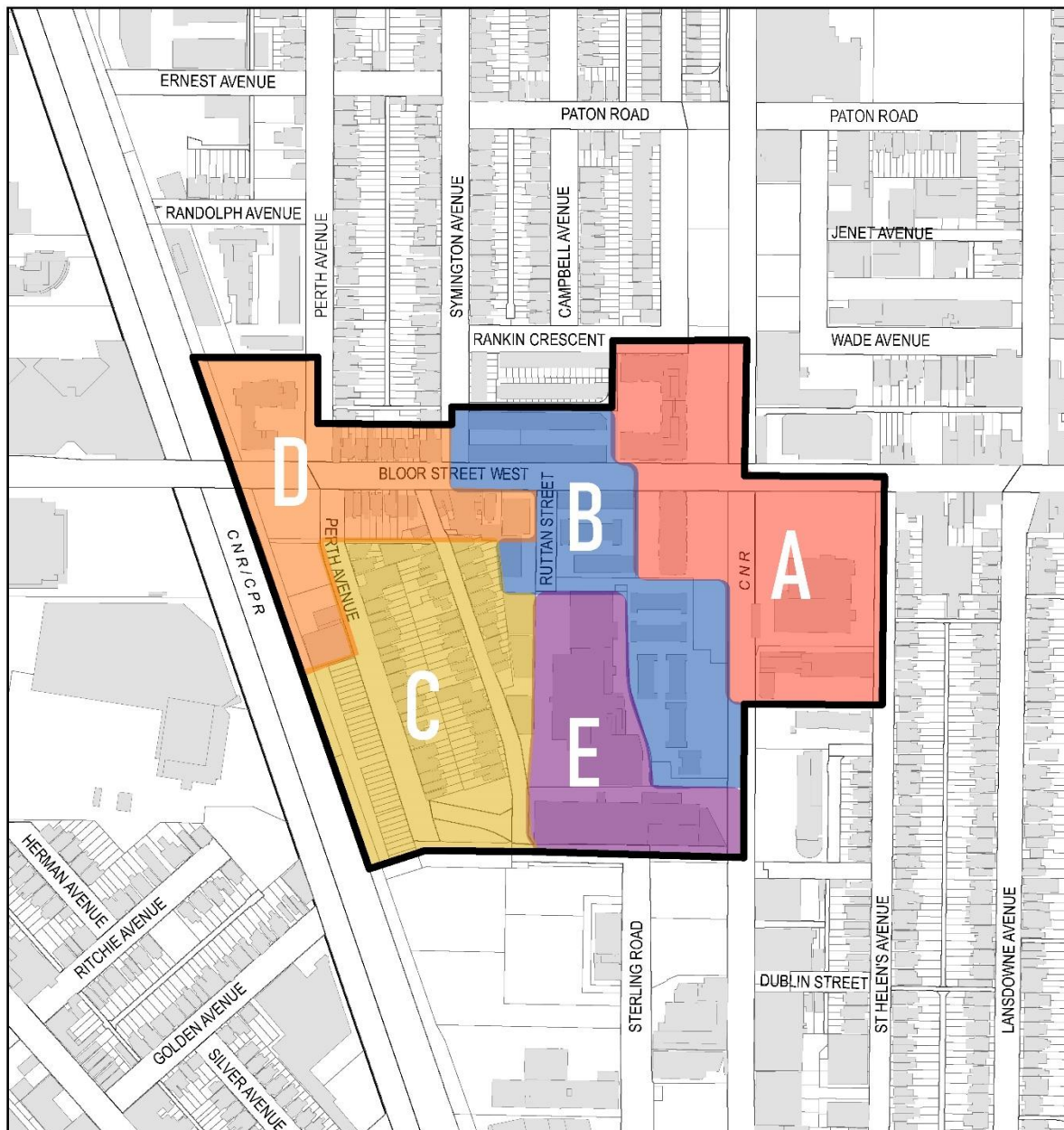
Bloor St Study

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Attachment 6: Character Areas



Character Areas

Bloor St Study

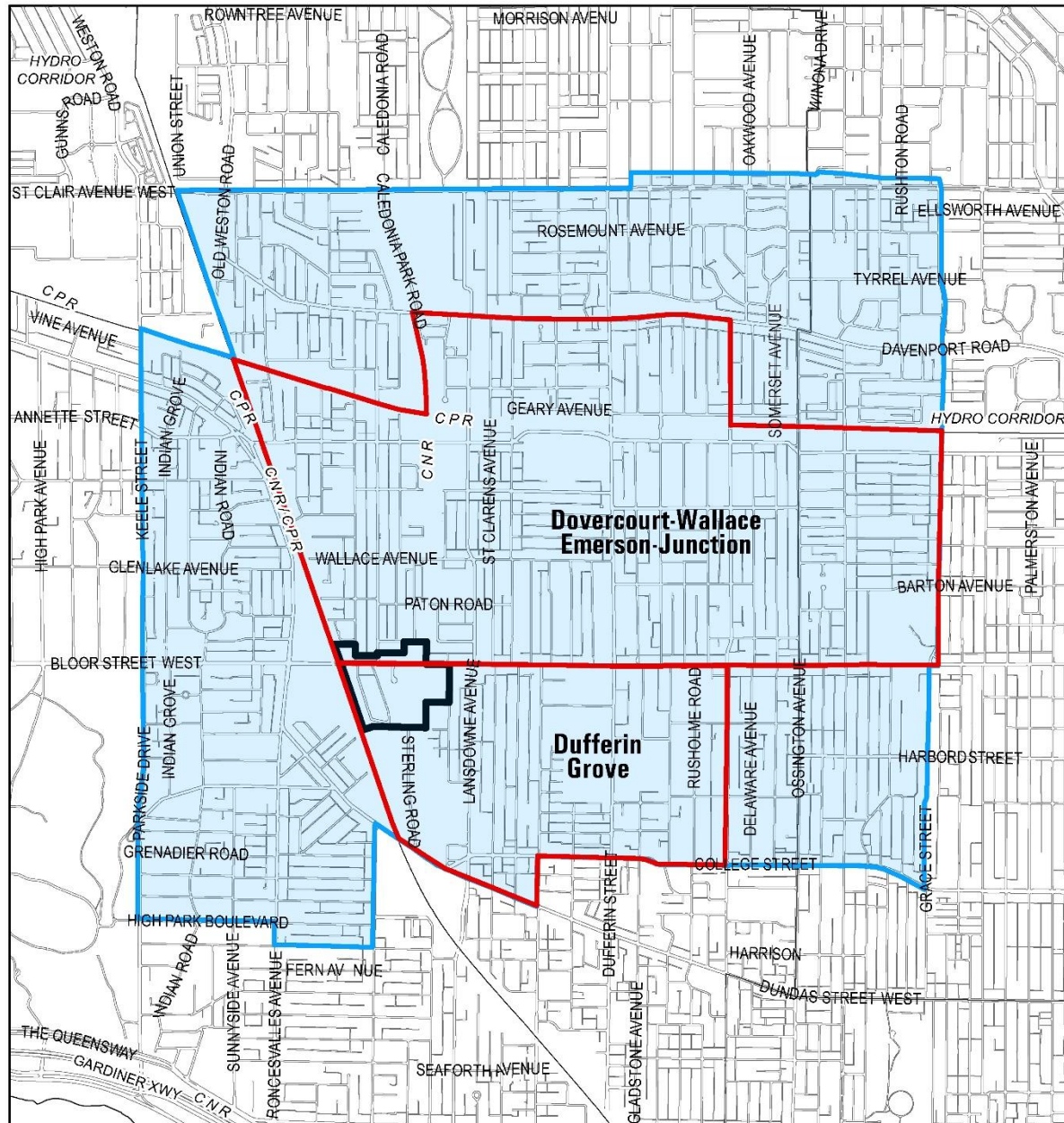
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- | | |
|---|--|
|  Bloor St Study Boundary |  Character Area C |
|  Character Area A |  Character Area D |
|  Character Area B |  Character Area E |



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Attachment 7: CS and F Study Area



CS&F Study Area

Bloor St Study

File # 20 141991 STE 09 02

-  Bloor Street Study Area
-  Neighbourhood Boundaries
-  CS&F Study Area



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Extracted: 05/20/2021