

## **15-19 Bloor Street West – Official Plan and Zoning By-law Amendment Application – Decision Report – Refusal**

Date: May 5, 2023

To: Toronto and East York Community Council

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

Ward: 11 - University-Rosedale

**Planning Application Number:** 23 120557 STE 11 OZ

### **SUMMARY**

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This report reviews and recommends refusal of the application to amend the Official Plan and Zoning By-law to permit a 94-storey mixed-use tower containing 1,262 dwelling units and 272 square metres of retail space.

The application has not demonstrated that the proposed tall building can be accommodated on the site in a manner that is appropriate within the existing context. The development as proposed, does not conform with the Official Plan, the Downtown Secondary Plan, and, does not meet the intent of the Tall Building Design Guidelines.

### **RECOMMENDATIONS**

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The City Planning Division recommends that:

1. City Council refuse the Official Plan and Zoning By-law Amendment application at 15-19 Bloor Street West for the reasons set out in this report.
2. City Council authorize the City Solicitor, together with appropriate staff, to appear before the Ontario Land Tribunal in support of City Council's decision to refuse the application, in the event the application is appealed to the Ontario Land Tribunal.
3. City Council authorize the City Solicitor and other appropriate staff to take any necessary steps to implement City Council's decision.
4. City Council direct the City Solicitor to request that the Ontario Land Tribunal withhold its order in the event that the project is approved in some form, until the following have been secured:

- a) the final form of the Official Plan Amendment and Zoning By-law Amendment are to the satisfaction of the Chief Planner and Executive Director, City Planning, and the City Solicitor;
- b) the owner has revised the Functional Servicing and Stormwater Management Report, Hydrogeological Report, Hydrological Review Summary, and Groundwater Summary to the satisfaction of the Chief Engineer and Executive Director, Engineering and Construction Services;
- c) all comments from Engineering and Construction Services contained in their April 21, 2023 memorandum are addressed to the satisfaction of the Chief Engineer and Executive Director, Engineering and Construction Services; and,
- d) the owner has made satisfactory arrangements for the construction of any improvements to the municipal infrastructure in connection with the Functional Servicing and Stormwater Management Report, to be resubmitted for review and acceptance by the Chief Engineer and Executive Director, Engineering and Construction Services, should it be determined that improvements to such infrastructure are required to support this development.

## **FINANCIAL IMPACT**

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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 years.

## **THE SITE**

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**Description:** The site is located on the southeast corner of Bloor Street West and Balmuto Street. The site is square and approximately 1,273 square metres in size. The site is bound by a public lane to the south, 1 Bloor Street West to the east, Bloor Street to the north and Balmuto Street to the west. It has a frontage of 37 metres along Bloor Street West and 34 metres along Balmuto Street.

**Existing Use:** Three storey commercial buildings that are currently vacant.

## **THE APPLICATION**

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**Description:** A 94-storey (301.8 metres including mechanical penthouse) mixed-use building.

**Density and Floor Space Index:** 61.6 times the lot area.

**Dwelling Units:** 1,262 dwelling units, which are comprised of 84 studio units (7%), 593 one-bedroom units (48%), 459 two-bedroom units (36%), and 126 three-bedroom units (10%).

**Amenity Space:** The application proposes to provide 2,139 square metres of amenity space (1.66 square metres per unit), comprised of 330 square metres of outdoor amenity space (0.26 square metres per unit) and 1,809 square metres of indoor amenity space (1.4 square metres per unit).

**Commercial Use:** 272 square metres of retail space on the ground floor along Bloor Street West.

**Access, Parking, and Loading:** Vehicle access is proposed from a public lane that is accessed from Balmuto Street. Four levels of underground parking are proposed consisting of 70 parking spaces. Four loading spaces are proposed at grade including one type-G, and three type-C spaces. There are 1,263 bicycle parking spaces proposed on the second floor.

**Additional Information:** See Attachment 2, 3, and 5 of this report for a site plan of the proposal, the Application Data Sheet, and elevation plans that have been provided by the applicant. Detailed project information, including all plans and reports submitted as part of the application, can be found on the City's Application Information Centre at: <http://www.toronto.ca/19bloorstw>

**Reasons for Application:** The Official Plan Amendment is required to amend the Downtown Secondary Plan because the application does not propose to replace the non-residential space currently on site.

The Zoning By-law Amendment Application proposes to amend Zoning By-law 569-2013 to vary performance standards including: building height; building setbacks; floor space index; and parking standards.

## **POLICY CONSIDERATIONS**

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**Provincial Land-Use Policies:** All decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the Provincial Policy Statement, and shall conform to provincial plans.

**Official Plan:** The site is designated Mixed Use Areas in the Official Plan, and Mixed Use Areas 1 within the Downtown Secondary Plan. The application is located within the Bloor-Bay Office Corridor, and is identified as being on a Priority Retail Street within the

Downtown Secondary Plan. The site is also subject to the Downtown Tall Building Setback policies in Official Plan Amendment 352.

**Zoning:** The site is zoned Commercial Residential (CR 7.8 (c.4.5; r7.8) SS1 (x2486)) in Zoning By-law 569-2013, which permits a wide range of commercial and residential uses. The permitted maximum height is 61 metres.

**Design Guidelines:** The following design guidelines have been used in the evaluation of this application:

- Tall Building Design Guidelines;
- Retail Design Guidelines;
- Bloor Yorkville North Midtown Urban Design Guidelines;
- Growing Up Guidelines: Planning for Children in New Vertical Communities;
- Pet Friendly Design Guidelines;

**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 TGS. The TGS can be found here: <https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/toronto-green-standard/>

### **Site Plan Control**

A Site Plan Control application was submitted on March 7, 2023.

## **COMMUNITY CONSULTATION**

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The Community Consultation Meeting is scheduled to be held on May 9, 2023 following the date of this report.

## **COMMENTS**

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### **Provincial Framework**

Staff's review of this application has had regard for the relevant matters of provincial interest set out in the Planning Act. Staff has reviewed the current proposal for consistency with the Provincial Policy Statement, and conformity with the Growth Plan. Staff find the proposal is consistent with the PPS and conforms with the Growth Plan.

## **Land Use**

The proposed development will demolish the existing 3-storey commercial buildings on site, which contains 2,477 square metres of non-residential floor area. The total non-residential floor area contained within the new proposed development is 272 square metres at grade with frontage along Bloor Street West.

The application does not replace the non-residential space currently on site which is a requirement within the Bloor-Bay Office Corridor policies of the Downtown Secondary Plan. The proposed replacement is 10% of what is currently on site.

## **The Building**

The proposed building massing, tower separation, setbacks, and step backs, are not acceptable, and do not conform to the Official Plan or the Downtown Secondary Plan, nor does it meet the intent of the Tall Building Design Guidelines.

The proposed base building does not provide appropriate step backs to the tower portion of the development, and does not provide an adequate pedestrian scaled treatment of the public realm, particularly along Bloor Street West.

The proposed tower setbacks of 2.7 metres to the east property line, 0 metres to the north property line, and 9.5 metres to the centreline of the lane to the south are not acceptable.

The resulting tower separation distances as proposed are 15 metres to 1 Bloor Street West to the east, and 15.3 metres to 35 Balmuto Street to the south. The proposed tower separation is not acceptable.

The proposed tower floor plate is 898 square metres, which in conjunction with the setbacks and separation distances described above, results in a disproportionate relationship between the size and scale of the building and its compatibility on the site and integration within the existing context.

## **Density**

The proposed development consists of 1,262 dwelling units within a 94-storey tower on a site with an area of 1,273 square metres. The resulting Floor Space Index is 61.6 times the lot area.

As described in the section above, the proposed development has not been designed with adequate regard for the existing context on the block. The tower separation distances are inadequate, particularly for a building of this size and scale. The development at 1 Bloor Street West (currently under construction) provides a 12.5 metre tower setback to its west property line, which abuts this site. This proposal only provides a tower setback of 2.7 metres, to the same property line.

As described below, the application has not provided sufficient indoor or outdoor amenity space. The application also does not propose any public spaces or facilities incorporated into the design, and does not propose any on-site or off-site parkland dedication.

The site is bound by two streets and a public lane, and is adjacent to 1 Bloor Street West, which results in a finite site area that cannot be expanded. A road widening along Bloor Street West is required, as is a pedestrian clearway easement along Balmuto Street, resulting in a decrease of the site area.

Although intensification in this area is desirable and expected, the application has failed to demonstrate that a 94-storey tower, with an 898 square metre floor plate, can be accommodated on this site. The proposed building is too large for the site, and has not provided adequate separation distances and setbacks that respond to its existing and planned context.

### **Amenity Space**

The proposed development has a combined amenity space ratio of 1.66 square metres per dwelling unit. The proposed amenity space ratio is not acceptable.

### **Shadow**

The proposed development will cast net-new shadow on Jesse Ketchum park between 10:18am and 11:18am between March 21 and September 21. The application has not demonstrated how these shadow impacts have been adequately limited in accordance with the policies of the Downtown Secondary Plan.

### **Road Widening**

To satisfy the Official Plan requirement, a 0.4-metre right-of-way dedication is required for this segment of Bloor Street West.

### **Streetscape**

The applicant is required to provide a 5-metre corner rounding at the northwest corner of the site, which includes a minimum vertical clearance of 3 metres, and provided to the City as a pedestrian clearway easement. The applicant is also required to provide a 3-metre pedestrian clearway along Balmuto Street, which will necessitate a ground floor setback.

The application proposes the removal of three street trees along Bloor Street West that are subject to City of Toronto Municipal Code, Chapter 813 Articles II. The proposed development does not include the replacement of these trees, which is not acceptable to Urban Forestry.

## **Servicing**

In the event that the application is appealed to the Ontario Land Tribunal (OLT), staff recommend the OLT withhold the issuance of any Orders that may approve the application until such time as the owner has addressed all comments from Engineering and Construction Services contained in their April 21, 2023 memorandum to the satisfaction of the Chief Engineer and Executive Director, Engineering and Construction Services.

## **Toronto Green Standards**

The applicant is required to meet Tier 1 of the TGS. The applicant is encouraged to achieve Tier 2 or higher to advance the objectives of the City for resilience and to achieve net-zero emissions by 2040 or sooner.

## **CONTACT**

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## **SIGNATURE**

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Oren Tamir  
Acting Director, Community Planning  
Toronto and East York District

## **ATTACHMENTS**

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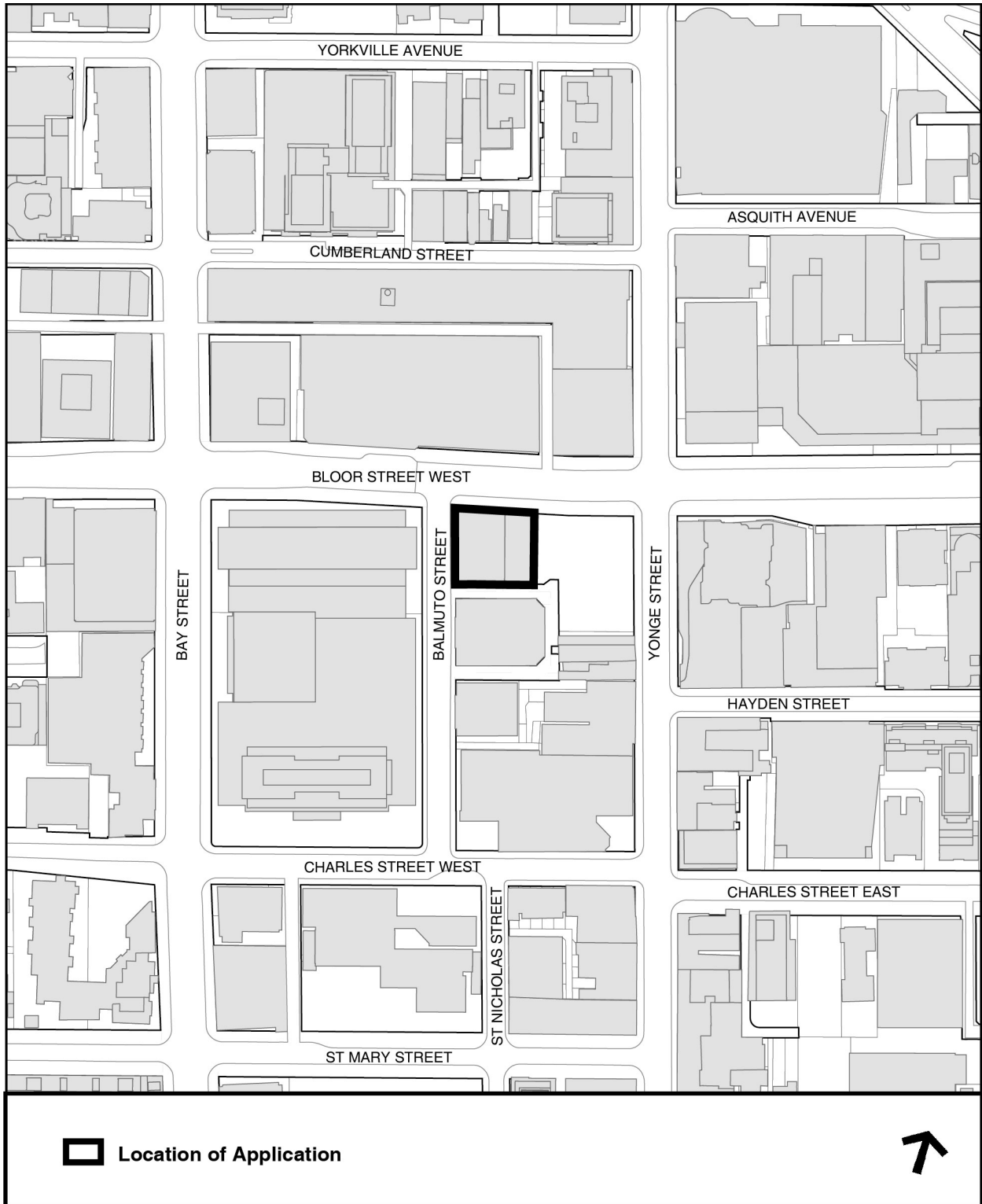
### **City of Toronto Data/Drawings**

Attachment 1: Location Map  
Attachment 2: Site Plan  
Attachment 3: Official Plan Map  
Attachment 4: Application Data Sheet

### **Applicant provided Data/Drawings**

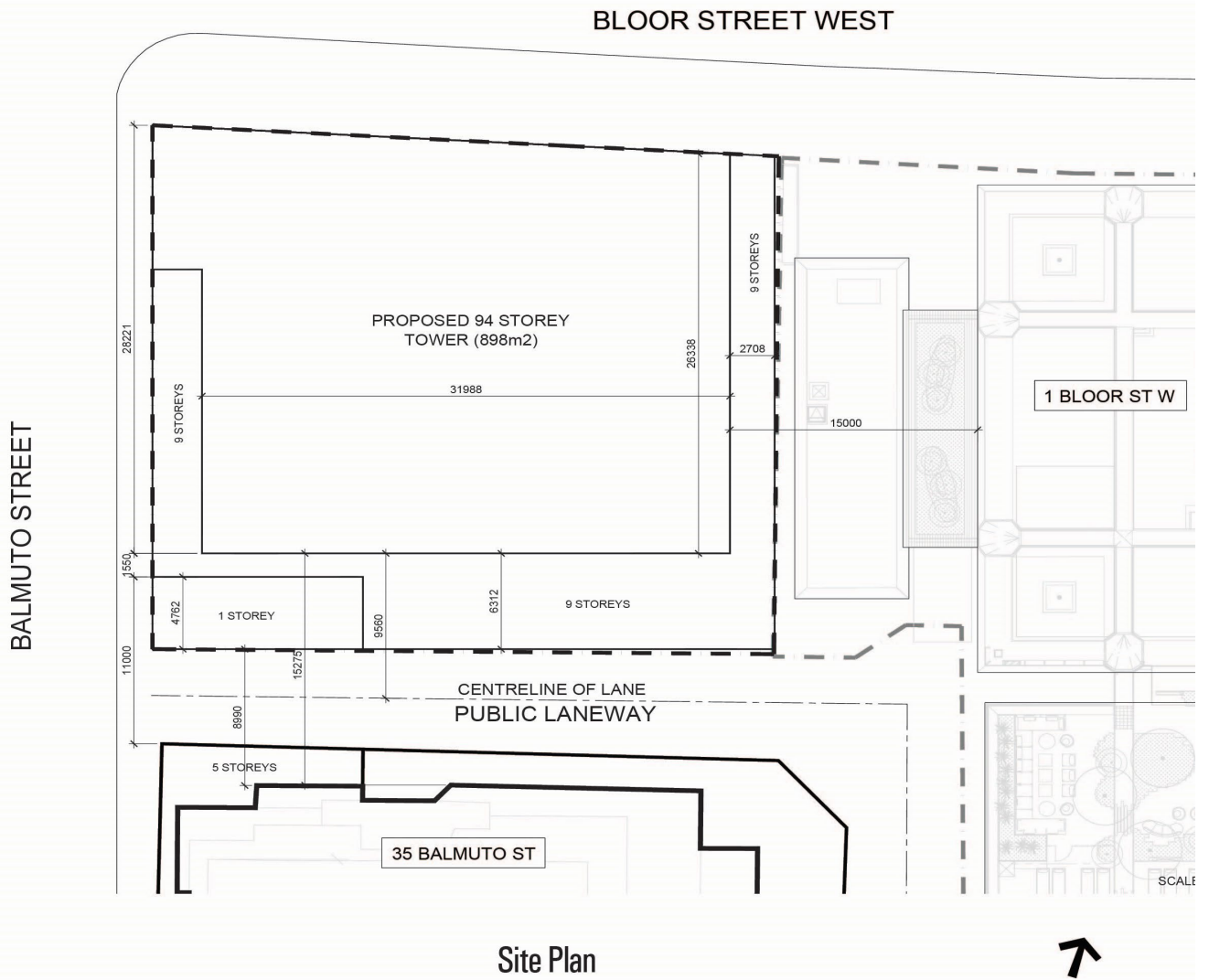
Attachment 5: Elevation plans

Attachment 1: Location Map

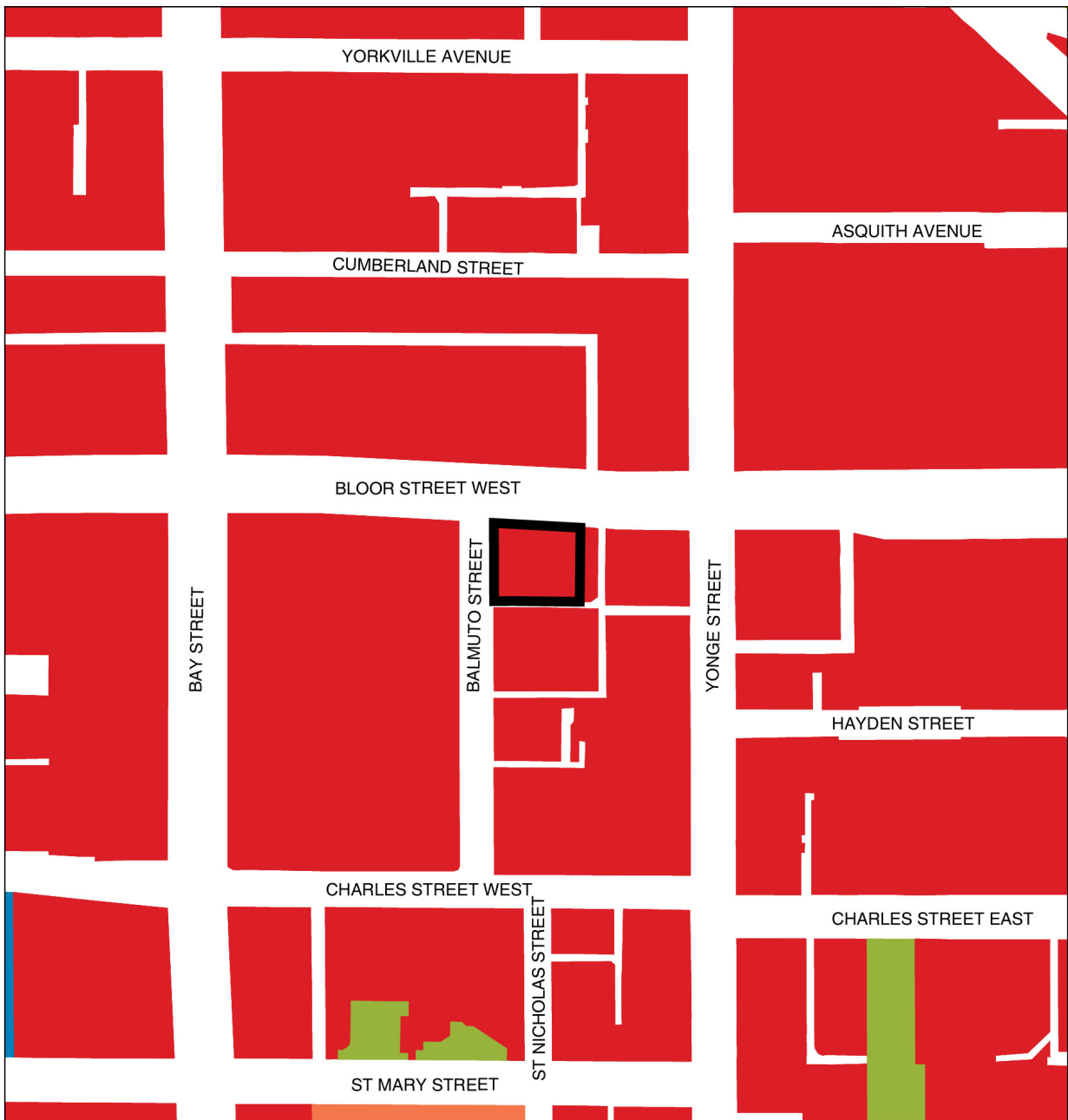




Attachment 2: Site Plan



Attachment 3: Official Plan Map



Official Plan Land Use Map 18

15 - 19 Bloor Street West

File # 23 120557 STE 11 0Z

-  Location of Application
-  Neighbourhoods
-  Apartment Neighbourhoods
-  Mixed Use Areas
-  Parks
-  Institutional Areas



Not to Scale  
Extracted: 03/14/2023

## Attachment 4: Application Data Sheet

Municipal Address: 15-19 Bloor St W Date Received: March 6, 2023

Application Number: 23 120557 STE 11 OZ

Application Type: OPA & Rezoning

Project Description: A 94-storey mixed-use tower.

Applicant	Agent	Architect	Owner
Reserve Properties Ltd	WND Associates	IBI Group Ltd.	Mappro Realty Inc

### EXISTING PLANNING CONTROLS

Official Plan Designation: Mixed Use Areas Site Specific Provision:

Zoning: CR 7.8 (c4.5;  
r7.8) SS1 (x2486) Heritage Designation:

Height Limit (m): 61 Site Plan Control Area: Y

### PROJECT INFORMATION

Site Area (sq m): 1,273 Frontage (m): 73 Depth (m): 35

Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):	1,239		1,238	1,238
Residential GFA (sq m):			78,495	78,495
Non-Residential GFA (sq m):	2,477		272	272
Total GFA (sq m):	2,477		78,767	78,767
Height - Storeys:	2		94	94
Height - Metres:	10		302	302

Lot Coverage Ratio (%): 97.2 Floor Space Index: 61.87

Floor Area Breakdown Above Grade (sq m) Below Grade (sq m)

Residential GFA: 78,382 113  
 Retail GFA: 272  
 Office GFA:  
 Industrial GFA:  
 Institutional/Other GFA:

Residential Units by Tenure	Existing	Retained	Proposed	Total
Rental:				
Freehold:				
Condominium:			1,262	1,262
Other:				
Total Units:			1,262	1,262

Total Residential Units by Size

	Rooms	Bachelor	1 Bedroom	2 Bedroom	3+ Bedroom
Retained:					
Proposed:		84	593	459	126
Total Units:		84	593	459	126

Parking and Loading

Parking Spaces: 70      Bicycle Parking Spaces: 1,263      Loading Docks: 4

CONTACT:

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# Attachment 5: Elevation Plans

