

2453-2469 Bloor Street West – Zoning Amendment – Decision Report – Approval

Date: March 13, 2024

To: Toronto and East York Community Council

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

Ward: 4 - Parkdale-High Park

Planning Application Number: 23 181154 STE 04 OZ

SUMMARY

This application proposes to amend the zoning by-law to permit a 13 storey mixed-use building containing 91 dwelling units and 260 square metres of ground floor retail at 2453-2469 Bloor Street West. Staff are recommending a modified approval of a 10 storey mixed-use building to better support the existing and planned context of this area, and to maintain adequate sunlight on the public realm on Bloor Street West.

The proposed development is consistent with the Provincial Policy Statement (2020) and conforms with A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020). The proposed development also conforms to the City's Official Plan.

This report reviews and recommends modified approval of the application to amend the zoning by-law, with a holding provision. The proposal is intended to use mass-timber construction, advancing a sustainable construction method and building.

RECOMMENDATIONS

The Director, Community Planning, Toronto and East York District recommends that:

1. City Council amend City of Toronto Zoning By-law 569-2013 for the lands at 2453-2469 Bloor Street West substantially in accordance with the draft Zoning By-law Amendment attached as Attachment 5 to this report.
2. City Council authorize the City Solicitor to make such stylistic and technical changes to the draft Zoning By-law Amendment as may be required.

FINANCIAL IMPACT

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

years. If City Council does not make a decision on this Report, there may be financial implications to the City to the current budget year and in future years.

DECISION HISTORY

At its meeting on May 17, 2018, City Council received item [2018.EY31.5](#) as a Status Report outlining recommended guidelines and policy framework for the Bloor West Village Avenue Study.

On July 19, 2022, City Council adopted the Major Transit Station Area (MTSA) and Protected Major Transit Station Area (PMTSA) Official Plan Amendments pursuant to Sections 16(15) and 26 of the Planning Act, including OPA 540 which would amend Chapter 8 of the Official Plan. Taken together, these OPAs add a combined total of 115 MTSAs and PMTSAs to Chapter 8 of the Official Plan. These OPAs are awaiting a decision by the province and not yet in force. The final report and OPA can be found at the following link:

[Agenda Item History -2022.PH35.16 \(toronto.ca\)](#)

A pre-application consultation (PAC) meeting was held on April 19, 2023. The Planning Application Checklist Package resulting from the PAC meeting is available [here](#). The current application was submitted on August 2, 2023 and deemed complete on January 15, 2024. A Preliminary Summary of the application is available [here](#). Staff conducted a Community Consultation Meeting for the application on January 30, 2024. Community consultation is summarized in the Comments section of this Report.

THE SITE

Description

The lands are located on the south side of Bloor Street West, east of South Kingsway and southwest of Jane Street and the Jane TTC Subway Station. The property is approximately 45 metres wide along Bloor Street West and 31 metres deep. The property is irregular in shape where Bloor Street West bends southerly and has a slight slope downwards to the west.

Existing Use

The property is occupied by a two storey commercial building containing several businesses including office space on the second floor.

THE APPLICATION

Description

The proposal includes a 13 storey, mixed-use building containing 91 dwelling units, 260 square metres of ground floor retail and an overall gross floor area of 8,249 square metres. The applicant proposes a streetwall height of eight storeys and a mechanical penthouse and amenity access located on the 13th storey. The applicant intends to achieve Tier 2 compliance with the Toronto Green Standards v4 and to construct the building using mass timber. A simplified building massing is required to facilitate this construction method.

As described below, staff are recommending a maximum height of 10 storeys (36.7 metres, including a mechanical penthouse) instead of the requested 13 storeys (48.7 metres, including a mechanical penthouse).

Density

The applicant's proposal has a density of 6.8 times the area of the lot.

Dwelling Units

The applicant's proposal includes 91 dwelling units, 7 studio (7.7%), 50 one-bedroom (54.9%), 24 two-bedroom (26.4%), and 10 three-bedroom units (10%). The original application sought condominium tenure though rental tenure may be pursued.

Non-Residential Component

The proposal includes 260 square metres of ground floor retail space.

Access, Bicycle Parking, Vehicle Parking and Loading

Resident and retail pedestrian access is proposed from Bloor Street West. A total of 40 parking spaces are proposed with access via an automated stacking system, located in two levels underground. All spaces would accommodate accessible parking needs. A total of 111 bike parking spaces are proposed at grade and in the first underground parking level comprised of 19 short term and 82 long term bike parking spaces, inclusive of 13 spaces equipped with charging capabilities for e-bikes. One loading space is proposed from the rear laneway, south of Bloor Street West.

Additional Information

See the attachments of this report for the Application Data Sheet, Location Map, a site plan, and elevations of the proposal. 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: toronto.ca/2461BloorStW

Reasons for Application

The applicant seeks to amend the Zoning By-law 569-2013 to modify maximum height, residential density, building setbacks and other performance standards, and to recognize the automated parking system.

APPLICATION BACKGROUND

Application Requirements

The following reports/studies were submitted in support of the application:

- 3D Model
- Arborist Report
- Architectural Plans
- Avenue Segment Review
- Block Context Plan
- Civil and Utility Plans
- Construction Management Plan
- Draft Zoning By-law
- Energy Strategy Report
- Environmental Site Assessment
- Geotechnical Study
- Hydrogeological Study
- Conceptual Landscape Plan
- Utility Investigation Report
- Methane Investigation Report
- Noise Impact Study
- Pedestrian Wind Level Study
- Planning Rationale
- Public Consultation Study
- Servicing Report
- Site Plan
- Sun/Shadow Study
- Survey Plan
- Topographical survey
- Toronto Green Standard Checklist
- Traffic Operations Assessment
- Tree Preservation Plan
- Simplified Report Graphics

Agency Circulation Outcomes

The application together with the applicable reports noted above, have been circulated to all appropriate agencies and City Divisions. Responses received have been used to assist in evaluating the application and to formulate appropriate Zoning By-law standards.

POLICY AND REGULATION CONSIDERATIONS

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 (2020), and shall conform to provincial plans, including A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020), the Greenbelt Plan, and others.

Official Plan

The Official Plan Urban Structure Map 2 identifies the site as located on an Avenue. The land use designation for the site is Mixed Use Areas. See Attachment 3 of this report for the Land Use Map. The Official Plan should be read as a whole to understand its comprehensive and integrative intent as a policy framework for priority setting and decision making.

The site is also subject to Official Plan Amendment 540 (OPA 540), which includes the Protected Major Transit Station Area (PMTSA) SASP 650 Jane Station. OPA 540 is pending approval by the Ministry of Municipal Affairs and Housing and is not currently in effect.

The Official Plan can be found here: <https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/>.

Bloor West Village Avenue Study

The site is located in the West Village Character Area of the Bloor West Village Avenue Study Area. The final recommendations of the Bloor West Village Avenue Study, including Urban Design Guidelines, a Site and Area Specific policy framework and a draft Zoning By-law, will be presented to Council later this year, however the recommended direction for this area of the Avenue Study supports a mid-rise built form proportionate to the width of Bloor Street West.

Zoning

The subject site is zoned CR 2.5 (c2.0; r1.5) SS2 (x1980) HT14.0 under Zoning By-law 569-2013. The CR zoning category permits mixed use developing having an overall height of 14.0 metres. See Attachment 5 of this report for the existing Zoning By-law Map.

Design Guidelines

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

- Mid-Rise Building Performance Standards
- Growing Up Guidelines for Children in Vertical Communities

- Pet Friendly Design Guidelines for High Density Communities
- Percent for Public Art Program
- Retail Design Manual
- Toronto Accessibility Design Guidelines
- Bloor West Village Avenue Study Recommendations

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

The Bloor West Village Avenue Study Recommendations may be found here: <https://www.toronto.ca/city-government/planning-development/planning-studies-initiatives/bloor-west-village-avenue-study/>

Toronto Green Standard (TGS)

The TGS is a set of performance measures for green development. Applications for Zoning By-law Amendments, Draft Plans of Subdivision and Site Plan Control are required to meet and demonstrate compliance with Tier 1 of the Toronto Green Standard. The applicant proposes to achieve Tier 2 compliance by using a mass timber construction method.

Site Plan Control

Site Plan Control applies to this proposal. An application has not yet been submitted.

COMMUNITY CONSULTATION

A virtual Pre-Application Consultation meeting was hosted by the applicant and Ward Councillor's office on May 8, 2023. A virtual Community Consultation Meeting was held by City staff on January 30, 2024. Approximately 60 members of the community, the local ward Councillor and the applicant team attended this meeting. The ward Councillor, City staff and the applicant team gave presentations and answered questions from the participants. The following comments were provided by participants at the meetings and via email and phone calls.

- Support for the proposal including use of sustainable materials;
- Support for proposed massing and height;
- Support for intensification close to the Jane Subway Station;
- Request to include affordable units in the proposal;
- Concerns with traffic conflicts at South Kingsway and Bloor Street West intersection;
- Concerns with traffic conflicts with additional vehicles using the rear laneway;
- Concerns with massing and height not meeting the City's Mid-Rise Building Performance Standards or Bloor West Village Avenue Study recommendations;
- Concern with the proposal not being evaluated against angular planes;
- Concerns with shadow impacts on Bloor Street West and surrounding neighbourhood;

- Concern with height and massing not being contextually appropriate; and
- Concerns with disruption from construction activity.

The issues and comments raised through community consultation have been considered through the review of the application.

Statutory Public Meeting Comments

In making their decision with regard to this application, Council members have been given an opportunity to view the oral submissions made at the statutory public meeting held by the Toronto and East York Community Council for this application, as these submissions are broadcast live over the internet and recorded for review.

COMMENTS

Provincial Policy Statement and Provincial Plans

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 (2020) and conformity with the Growth Plan (2020). In the opinion of Staff, the proposal is consistent with the PPS and conforms with the Growth Plan.

Land Use

This application has been reviewed against the official plan policies and planning studies described in the Policy and Regulation Considerations Section of the Report as well as the policies of the Official Plan as a whole. Given the existing and the planned context for the subject property and the surrounding area, the proposal for a mid-rise, mixed-use building is an appropriate use for the land and is supported by staff.

Public Realm

This application has been reviewed against the official plan and guidelines described in the Policy and Regulation Considerations Section of the Report.

The site is approximately 45 metres wide. Staff are recommending a maximum streetwall height of six storeys instead of the applicant's proposed eight storey streetwall to provide a transition from the existing eight storey streetwall northwest of the site to lower streetwall heights envisioned through the Bloor West Village Avenue Study recommendations.

Additional tree plantings and soil volume are required to be provided on site which can be accommodated in the Bloor Street West frontage. There is adequate space in the public realm to achieve this requirement. The existing sidewalk has a pinch point of approximately 4.3 metres along Bloor Street West due to existing lay-by parking in the right-of-way. This lay-by parking should be removed to ensure a minimum sidewalk zone of 6.0 metres is provided.

The northwest corner of the Bloor Street West and Jane Street intersection includes an existing plaza in the public right of way. This plaza is also identified as a key view and prominent site in the Bloor West Village Avenue Study. Staff recommend that development be appropriately massed to maintain quality access to sunlight in this space, per Policy 3.1.1.13 of the Official Plan.

Density, Height, Massing

This application has been reviewed against the Official Plan policies, planning studies and design guidelines described in the Policy and Regulation Considerations Section of the Report. Staff are recommending a modified approval of this proposal.

To facilitate mass timber construction and support housing provision, while also ensuring the well-used public plaza at the corner of Bloor Street West and Jane Street retains its positive microclimate conditions, staff have recommended redeploing density and adjusting the building envelope. Staff recommend that the height be reduced from 13 to 10 storeys, with a deeper building footprint than the applicant requested at the time of submission, and with limited side yard setbacks: the applicant proposes a 14.0 metre rear setback above the ground floor to the southerly limit of the rear laneway and stepbacks at the 7th, 8th, and 9th floors to provide a rear transition; while staff recommend to consolidate stepbacks to facilitate mass timber construction, including an 11.0 metre rear setback above the ground floor and no side stepbacks above the streetwall.

This will accommodate adequate gross floor area for a viable dwelling unit composition and construction method. Staff believe that these recommended modifications balances the need for additional housing with sustainable building design and public realm considerations as guided by policies 3.1.3.1 and 3.1.3.3 of the Official Plan.

Amenity Space

This application has been reviewed against the official plan policies, planning studies and design guidelines described in the Policy and Regulation Considerations Section of this Report. The applicants propose to locate outdoor amenity space above the twelfth storey, accessed from the mechanical penthouse. Indoor amenity space would be located on the second floor. Based on staff's recommended modifications to the overall height and massing, outdoor amenity space can be relocated to the ninth floor and indoor amenity space would not be affected. The overall required 4.0 square metres of amenity space per unit would continue to be provided on site.

Sun, Shadow, Wind

This application has been reviewed against the official plan policies, planning studies and design guidelines described in the Policy and Regulation Considerations Section of the Report. The overall height as recommended by staff in this modified approval of 36.7 metres ensures five midday hours of continuous sunlight on the north side of the Bloor Street West sidewalk and plaza at the northwest corner of the Bloor Street West and Jane Street intersection. The applicant's proposal of thirteen storeys would result in

approximately three midday hours of continuous sunlight on the northerly sidewalk which impacts the utility of the plaza. Staff's modification better supports Performance Standard 4A of the City-Wide Mid-Rise Building Performance Standards and achieves the goals outlined in policies 3.1.3.1, and 3.1.3.5-3.1.3.8 of the Official Plan.

Access, Parking, Loading

The rear laneway will provide access to the proposed Type 'G' loading space and automated vehicle parking system for 40 vehicle spaces. The automated parking system will be designed to allow for barrier free access to all parking spaces. Therefore, no designated accessible parking spaces are proposed. All spaces are equipped with EV charging capabilities.

A total of 111 bike parking spaces are proposed, 19 of which are for short-term use along the Bloor Street West frontage. Long-term bike parking is proposed at the ground level and in the first underground parking level

No additional upgrades to traffic infrastructure are required to support the proposal.

Servicing

A Functional Servicing Report has been submitted in support of the proposal. Revisions are required to confirm that adequate capacity is available in the system. Staff recommend that a Holding Provision be applied to the Zoning By-law to ensure the Servicing Report addresses this comment and to ensure if upgrades are necessary, the appropriate agreements are secured.

Housing Issues

The Official Plan directs that a full range of housing in terms of form, tenure and affordability be provided to meet the current and future needs of residents. The applicant proposes condominium tenure but has indicated that rental tenure may be sought instead. Staff are recommending to include a minimum of 15% two bedroom units and 10% three bedroom units in the Zoning By-law to ensure the unit mix meets the Growing Up Guidelines.

Parkland

In accordance with [Section 42 of the Planning Act](#), the Owner is required to satisfy the parkland dedication requirement through cash-in-lieu. As per [Toronto Municipal Code Chapter 415-29](#), the appraisal of the cash-in-lieu will be determined under the direction of the Executive Director, Corporate Real Estate Management. Additionally, the [Toronto Municipal Code Chapter 415-28](#), requires that the payment be made prior to the issuance of the first above-grade building permit for the land to be developed.

Tree Preservation

The application is subject to the provisions of the City of Toronto Municipal Code, Chapter 813 Articles II (Street Trees by-law) and III (Private Tree by-law). Three City trees and 19 privately owned trees were inventoried within six metres of the subject

lands, all of which will be preserved and protected, a very positive outcome. Additional planting is requested in the public right of way to achieve Toronto Green Standard requirements.

Holding Provision

This report recommends the adoption of a Zoning By-law Amendment that is subject to a holding provision under Section 36 of the Planning Act, restricting the proposed use of the lands until the conditions required to lift the holding provision, as set out in the By-law, are satisfied. Section 5.1.2 of the Official Plan contemplates the use of a holding provision and outlines the types of conditions that may have to be satisfied prior to the removal of a holding provision. The specific conditions to be met prior to the removal of the holding provisions in the proposed By-law include:

- The owner shall prepare and submit a revised Functional Servicing Report to the satisfaction of the Chief Engineer and Executive Director, Engineering and Construction Services, to demonstrate adequate capacity in the storm and wastewater system and identify any required improvements to accommodate the development of the lands, and
- Where improvements to the municipal sewer and/or water system are recommended in the revised Functional Servicing Report as accepted by the Chief Engineer and Executive Director, Engineering and Construction Services, the Owner has entered into a financially secured agreement with the City to secure the construction of the required improvements.

The Chief Planner and their designate have the authority to make decisions on applications to remove holding provisions, which do not contain financial implications not previously authorized by Council.

Toronto Green Standard

Council has adopted the four-tier Toronto Green Standard (TGS). The TGS is a set of performance measures for green development. Applications for Zoning By-law Amendments, Draft Plans of Subdivision and Site Plan Control are required to meet and demonstrate compliance with Tier 1 of the Toronto Green Standard. Tiers 2, 3 and 4 are voluntary, higher levels of performance with financial incentives. Tier 1 performance measures are secured on site plan drawings and through a Site Plan Agreement or Registered Plan of Subdivision.

The applicant is required to meet Tier 1 of the TGS. The applicant is encouraged to achieve Tier 2 or higher to advance the City's objectives for resilience and to achieve net-zero emissions by 2040 or sooner. Performance measures for the Tier 1 development features will be secured through mass timber building construction, provision of limited vehicle parking, and cycling infrastructure. Other applicable TGS performance measures will be secured through the Site Plan Approval process.

The applicant has indicated that they will pursue Tier 2 of the TGS and may be eligible for a post-construction DC refund. By achieving Tier 2 compliance, development would meet the following standards, among others:

- limit Green House Gas emissions from mandatory to high performance levels;
- use construction materials with low embodied carbon emissions;
- conduct a Whole Building Air Leakage Test to ensure heating and cooling systems become more efficient;
- reuse existing building materials on site, where possible; and
- divert construction waste where possible.

Mass timber construction allows for these performance standards to be more easily achieved in comparison to traditional building methods. Staff's recommended building massing allows for sustainable building design in accordance with Policy 3.4.19 of the Official Plan.

Conclusion

The proposal has been reviewed against the policies of the PPS (2020), A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020) and the Official Plan. Staff are of the opinion that the proposal is consistent with the PPS (2020) and conforms with the A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020).

Furthermore, the proposal conforms to the Official Plan, particularly as it relates to Policies 3.1.1.13, 3.1.3.1, 3.1.3.5-8, and 3.4.19 which speak to organizing buildings and massing to provide appropriate transition and space for a generous and high quality public realm. The policies also direct development to provide access to sunlight in the public realm.

Staff have revised the proposal to address and resolve the following key concerns: access to sunlight in the plaza on the north side of Bloor Street West and providing a contextually appropriate building massing. The proposal as modified will provide new housing compatible with the surrounding context in a cost efficient, sustainable building. Staff recommend that Council support approval of the application, with staff's modifications.

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SIGNATURE

Carly Bowman, Msc.Pl., MCIP, RPP, Director
Community Planning, Toronto and East York District

ATTACHMENTS

City of Toronto Data/Drawings

Attachment 1: Application Data Sheet

Attachment 2: Location Map

Attachment 3: Official Plan Land Use Map

Attachment 4: Existing Zoning By-law Map

Attachment 5: Draft Zoning By-law Amendment

Applicant Submitted Drawings

Attachment 6: Site Plan

Attachment 7: Elevations

Attachment 8: 3D Massing Applicant Proposal

Attachment 9: 3D Massing City Option

Attachment 1: Application Data Sheet

Municipal Address: 2461 BLOOR ST W Date Received: July 28, 2023

Application Number: 23 181154 STE 04 OZ

Application Type: Rezoning

Project Description: Proposed Zoning By-law Amendment application to permit a 13 storey mixed use building. The proposed development provides 91 new residential units and 260sqm of at grade retail uses with a total gross floor area of 8249.1 square metres, resulting in an overall density of 6.8 FSI. 111 bike parking spaces and 40 vehicle parking spaces are also proposed.

Applicant	Agent	Architect	Owner
BOUSFIELDS INC		BDP Quadrangle	JANE BLOOR GP INC

EXISTING PLANNING CONTROLS

Official Plan Designation:	Mixed Use Areas	Site Specific Provision:	Bloor West Village
Zoning:	CR 2.5 (c2.0; r1.5) SS2 (x1980)	Heritage Designation:	N
Height Limit (m):	14	Site Plan Control Area:	Y

PROJECT INFORMATION

Site Area (sq m): 1,221 Frontage (m): 45 Depth (m): 31

Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):	1,077		806	806
Residential GFA (sq m):			7,989	7,989
Non-Residential GFA (sq m):	1,746		260	260
Total GFA (sq m):	1,746		8,249	8,249
Height - Storeys:	2		13	13
Height - Metres:			43	43

Lot Coverage Ratio (%)	66.03	Floor Space Index:	6.76
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Floor Area Breakdown	Above Grade (sq m)	Below Grade (sq m)
Residential GFA:	7,969	19
Retail GFA:	260	
Office GFA:		
Industrial GFA:		
Institutional/Other GFA:		

Residential Units by Tenure	Existing	Retained	Proposed	Total
Rental:				
Freehold:				
Condominium:			91	91
Other:				
Total Units:			91	91

Total Residential Units by Size

	Rooms	Bachelor	1 Bedroom	2 Bedroom	3+ Bedroom
Retained:					
Proposed:		7	50	24	10
Total Units:		7	50	24	10

Parking and Loading

Parking Spaces:	40	Bicycle Parking Spaces:	111	Loading Docks:	1
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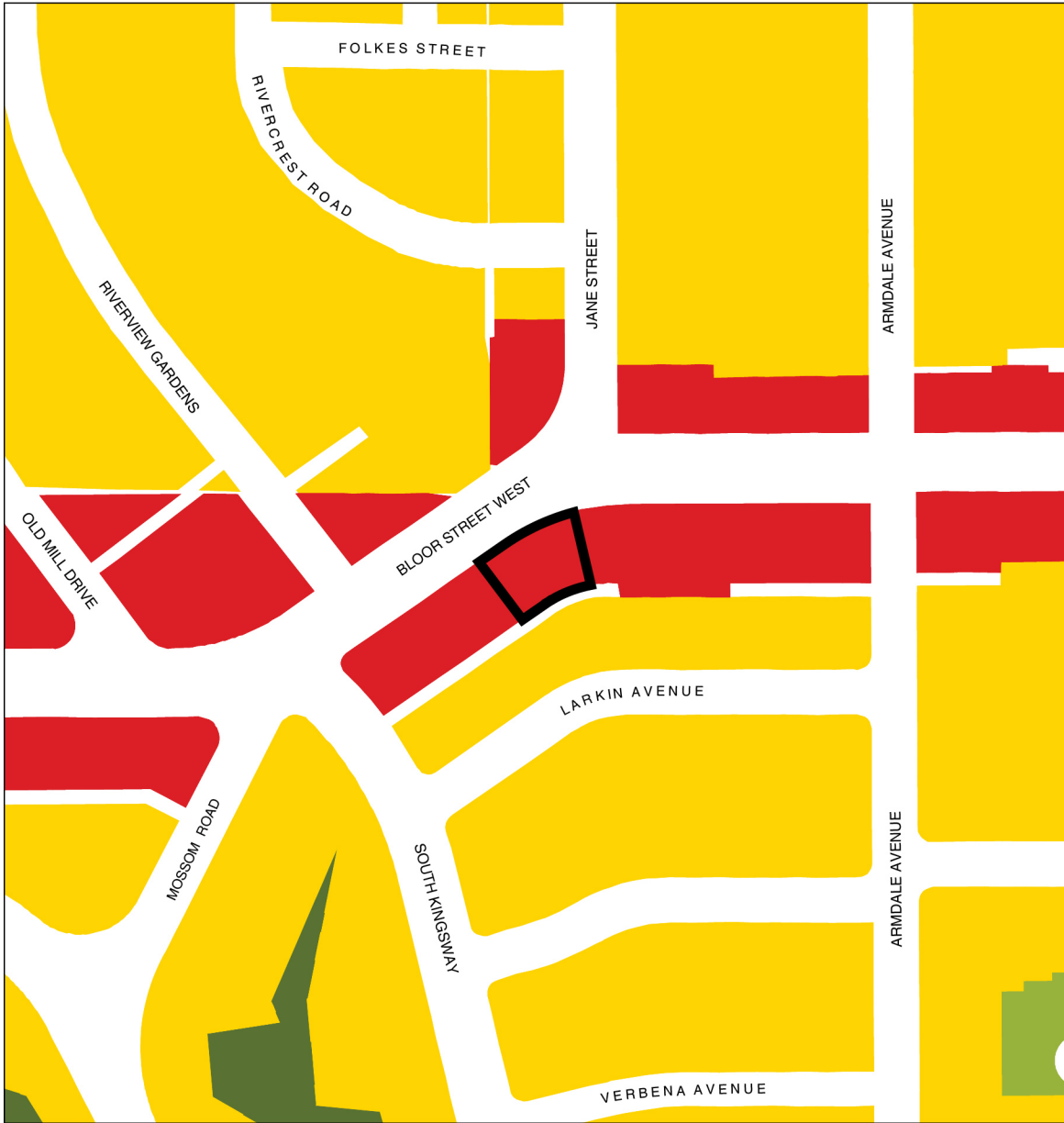
CONTACT:

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Attachment 2: Location Map



Attachment 3: Official Plan Land Use Map




Official Plan Land Use Map #14

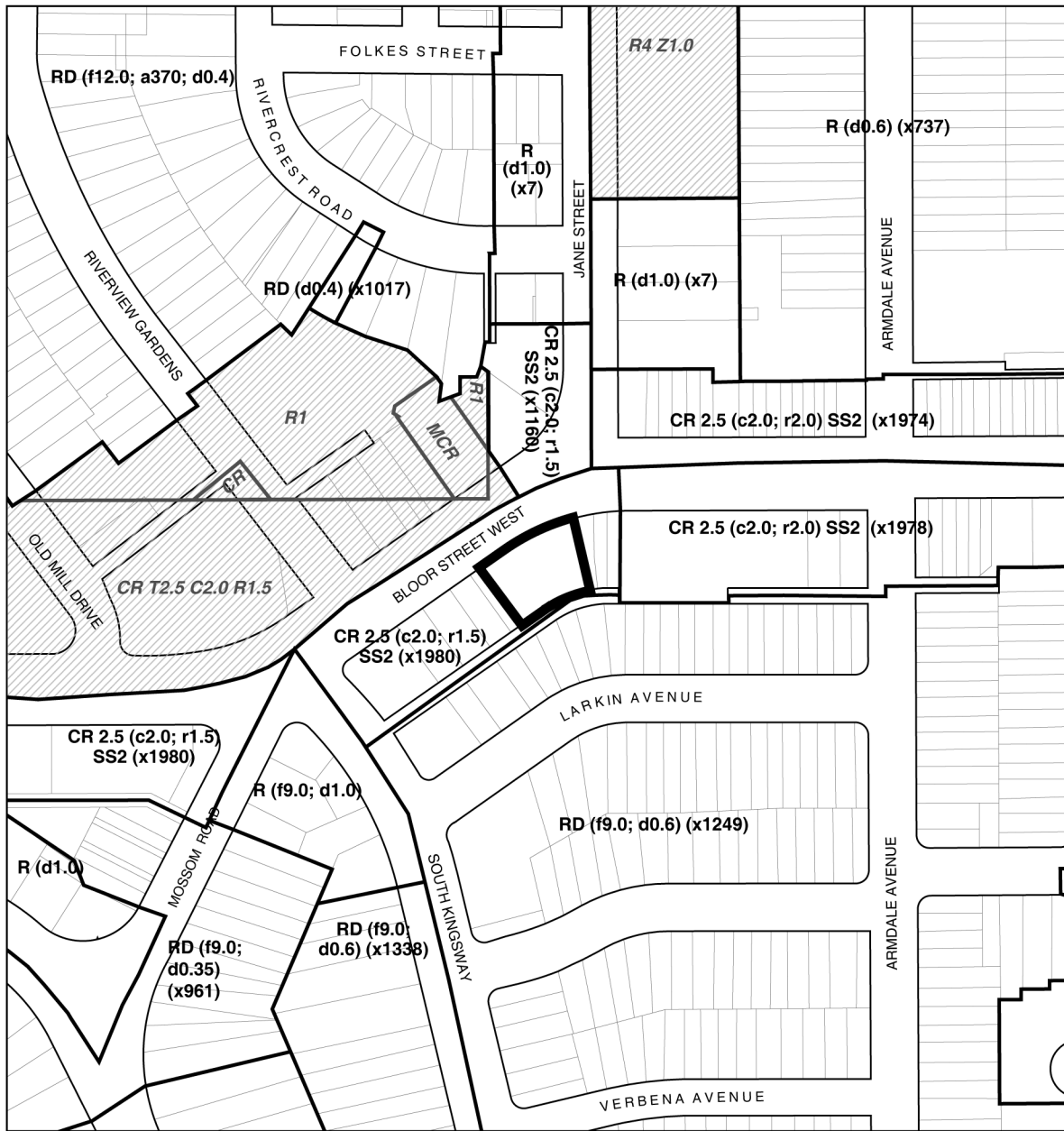
2461 Bloor Street West

File # 23 181154 STE 04 0Z

-  Location of Application
-  Neighbourhoods
-  Mixed Use Areas
-  Natural Areas
-  Parks


 Not to Scale
 Extracted: 07/31/2023

Attachment 4: Existing Zoning By-law Map




Zoning By-law 569-2013

2461 Bloor Street West

File # 23 181154 STE 04 0Z

-  Location of Application
- R** Residential
- RD** Residential Detached
- CR** Commercial Residential

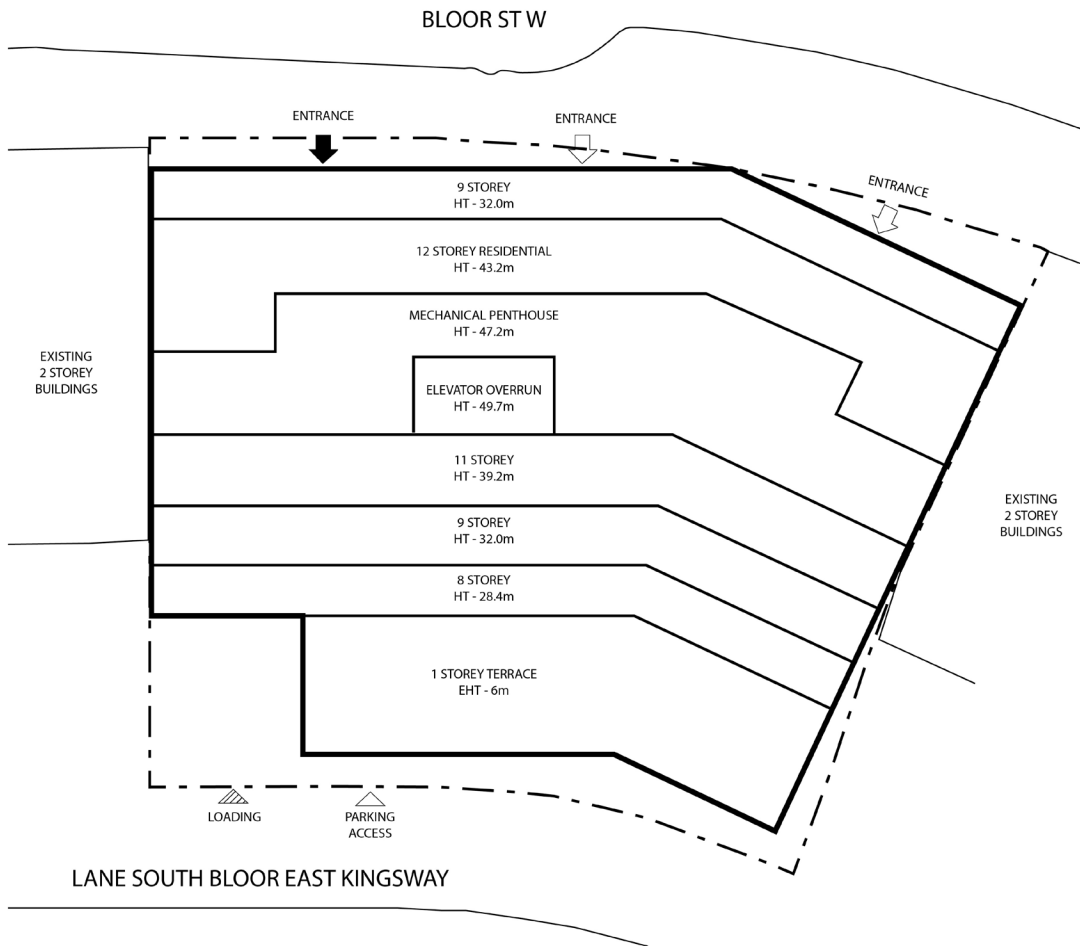
-  See Former City of Toronto By-law No. 438-86
- R4** Residential District
- CR** Mixed-Use District
- R1** Residential Districts
- MCR** Mixed Commercial Residential
- CR** Commercial - Residential Zone


 Not to Scale
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Attachment 5: Draft Zoning By-law

Attachment that it will be made available on or before the April 3, 2024, Toronto and East York Community Council meeting.

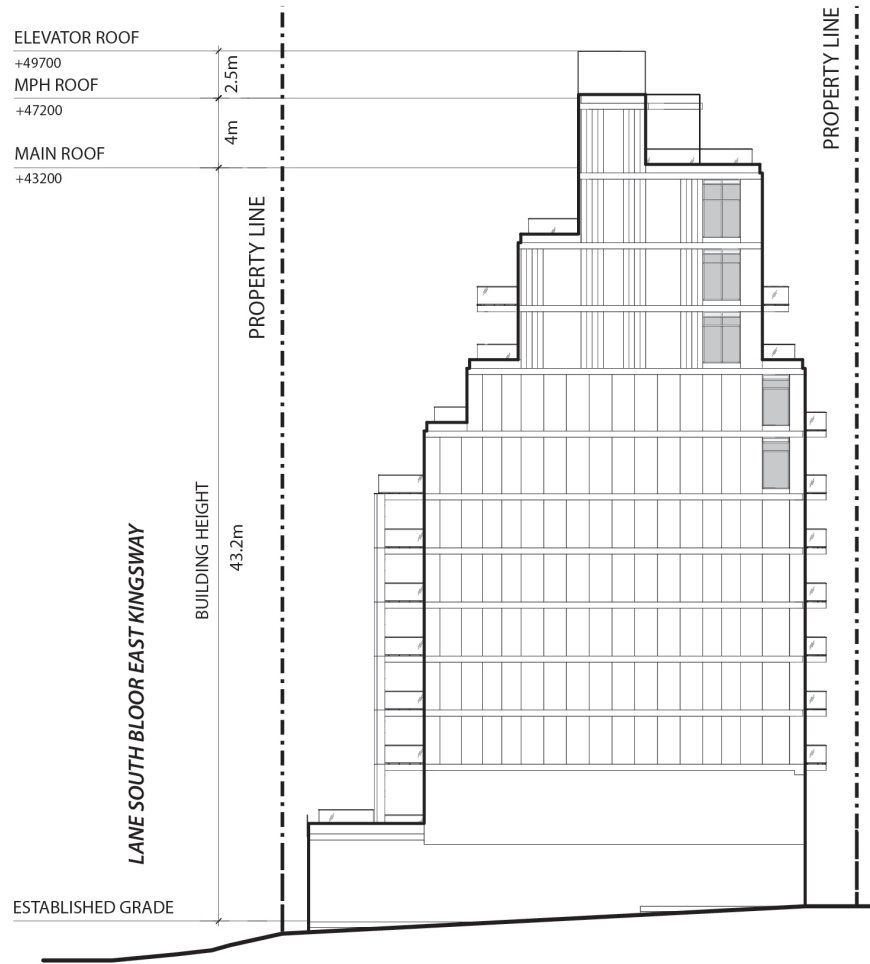
Attachment 6: Site Plan



Site Plan



Attachment 7: Elevations



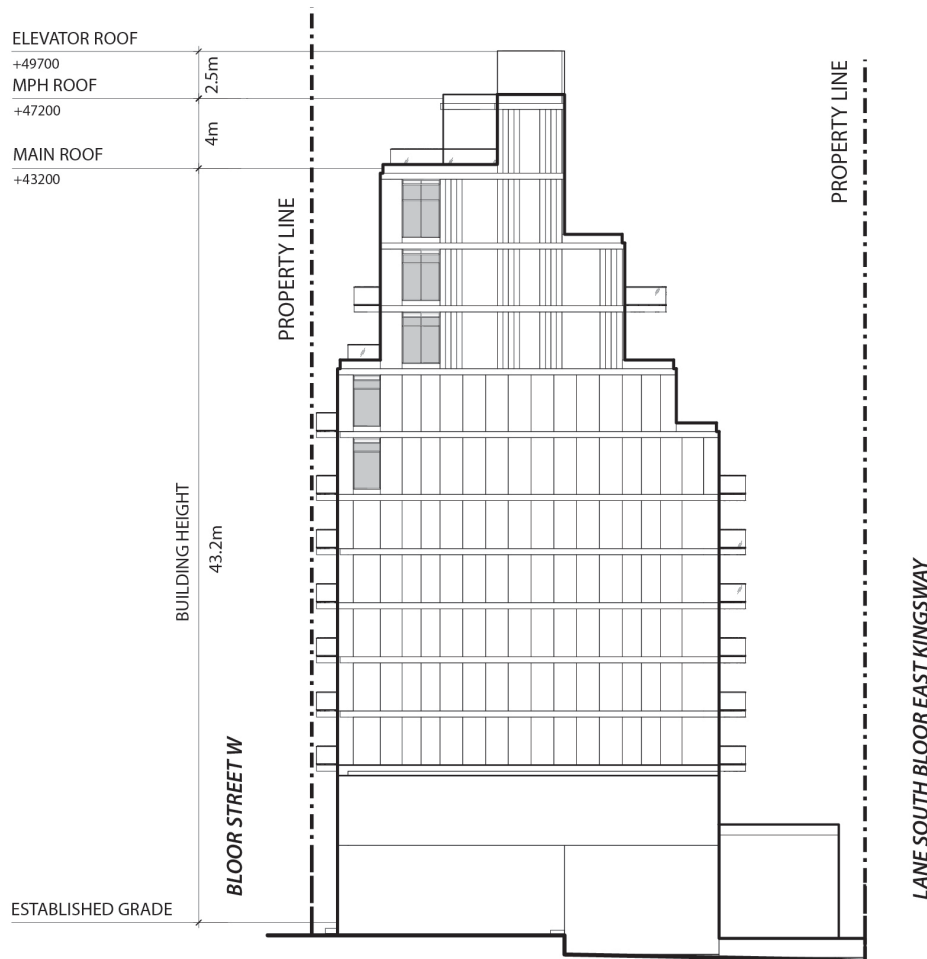
East Elevation



North Elevation



South Elevation



West Elevation

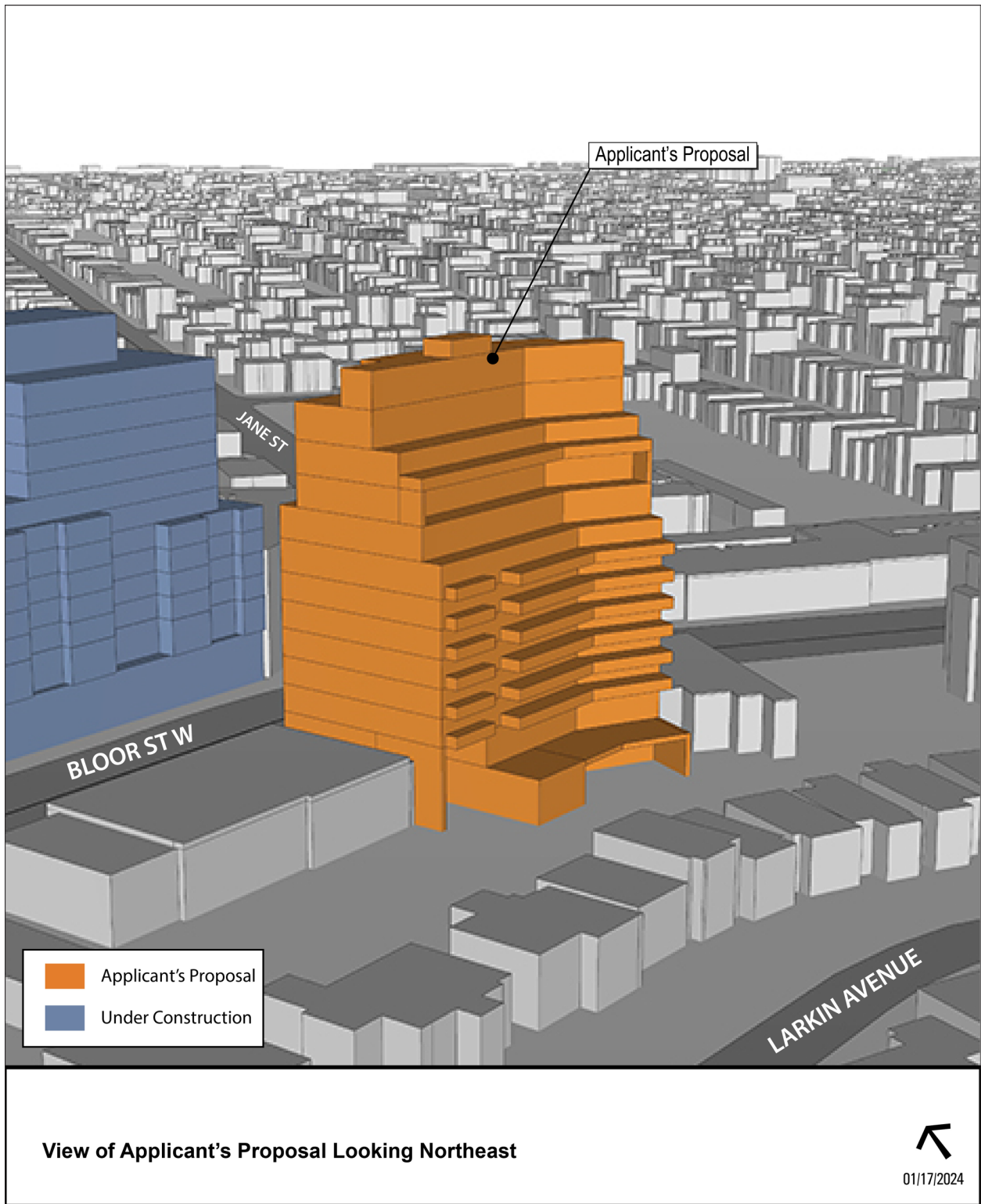
Attachment 8: 3D Massing Views Applicant Proposal



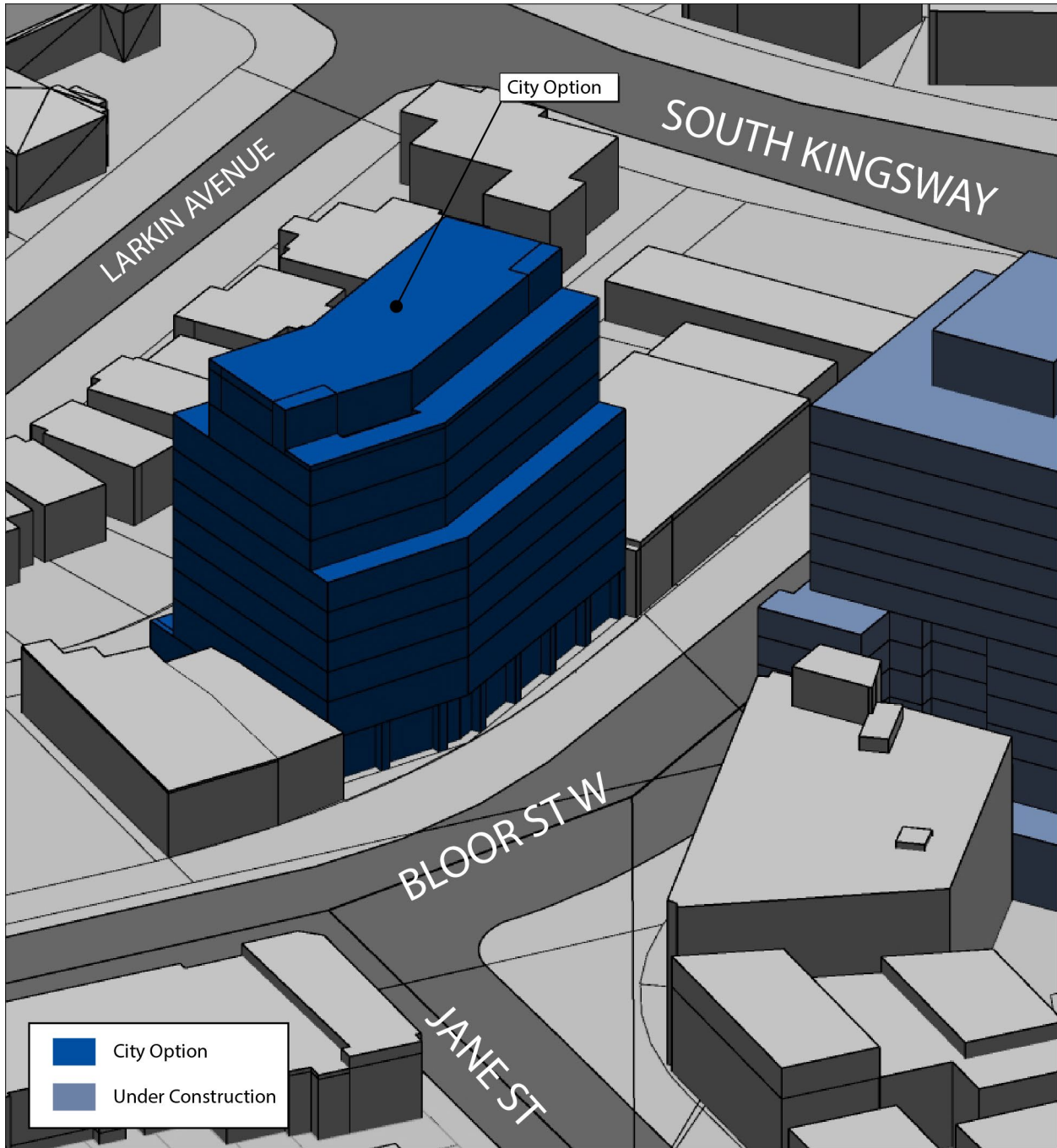
View of Applicant's Proposal Looking Southwest



01/17/2024

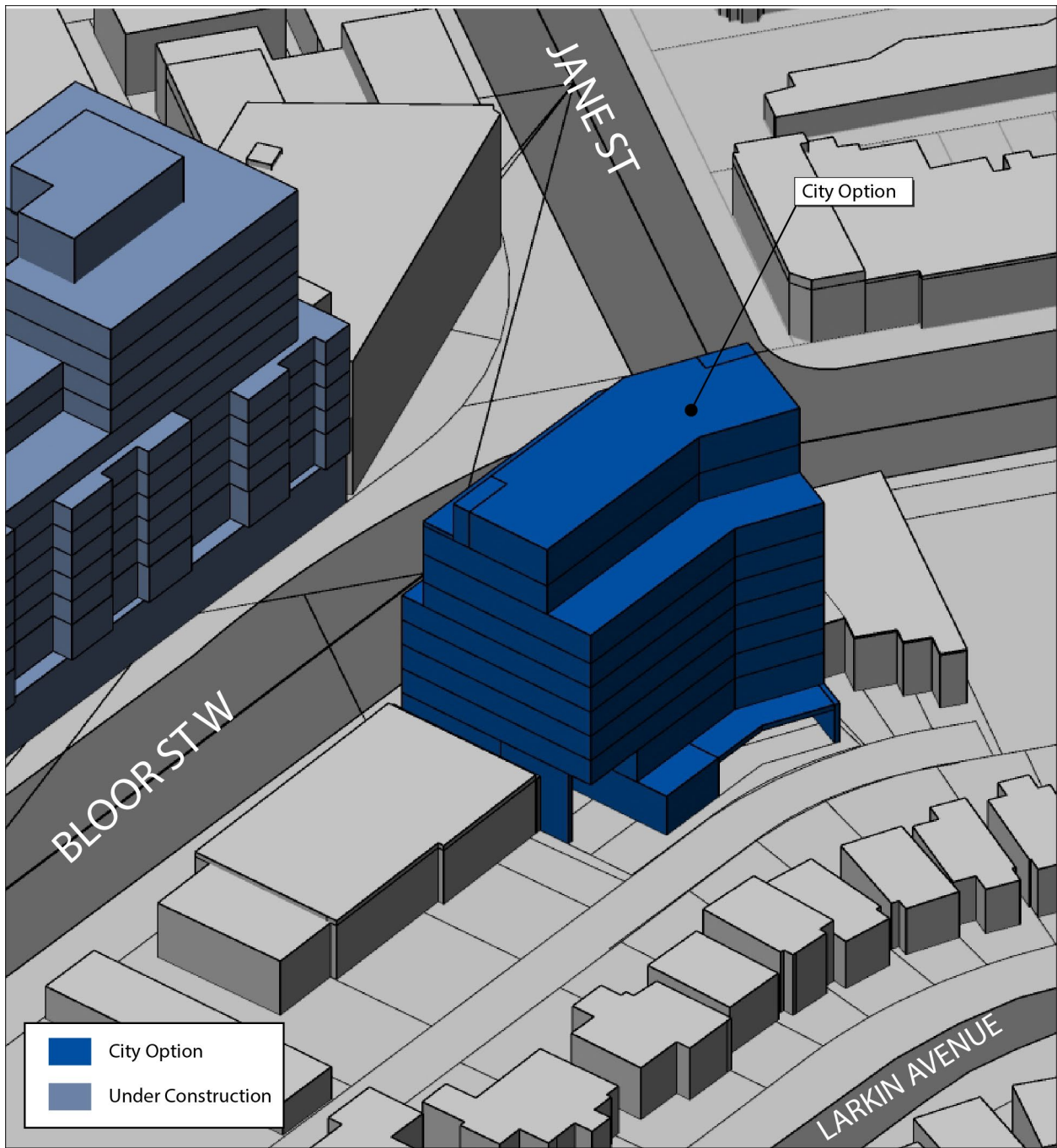


Attachment 9: 3D Massing Views City Recommendation



View of City's Option Looking Southwest


03/05/2024



View of City's Option Looking Northeast



03/05/2024