

Performance Standard #5B: Rear Transition to Neighbourhoods: Shallow Properties

The transition between a shallow Avenue property and areas designated Neighbourhoods, Parks and Open Space Areas, and Natural Areas to the rear should be created through alternative setback & angular plane provisions.

- The transition for shallow properties abutting Neighbourhoods and Parks and Open Space Areas, and Natural Areas will include a minimum setback of 7.5 metres from the property line and a 45-degree angular plane from a height of 10.5 metres above the 7.5 metre setback line to a maximum height of 1:1. This provides a lower building at the rear and a gradual transition from the rear property line.
- Where a public laneway abuts a site, the laneway may be included for the purposes of establishing the setback and angular plane.
- In order to minimize overlook, principal windows should not be located closer than 10 metres from the rear property line and balconies should not be below 10.5 metres from grade from the rear property line.

Rationale

This Study proposes that alternative regulations for rear transitions adjacent to areas designated as Neighbourhoods and Parks and Open Spaces Areas, and Natural Areas be adopted for shallow properties on the City's Avenues. This Performance Standard is similar to 5A, but in this instance the angular plane is taken from a height of 10.5 metre at the 7.5 metre setback.

This Performance Standard is proposed for shallow properties because it is slightly more permissive than other existing rear transition regulations across the City. This Performance Standard only applies to properties that are equal to, or less than those indicated on Table 7.

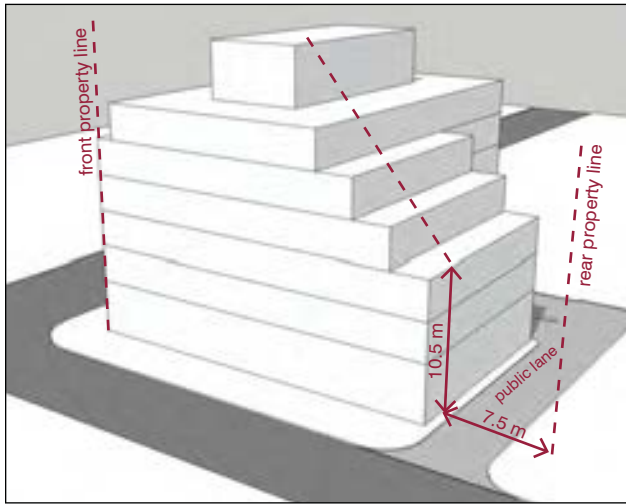
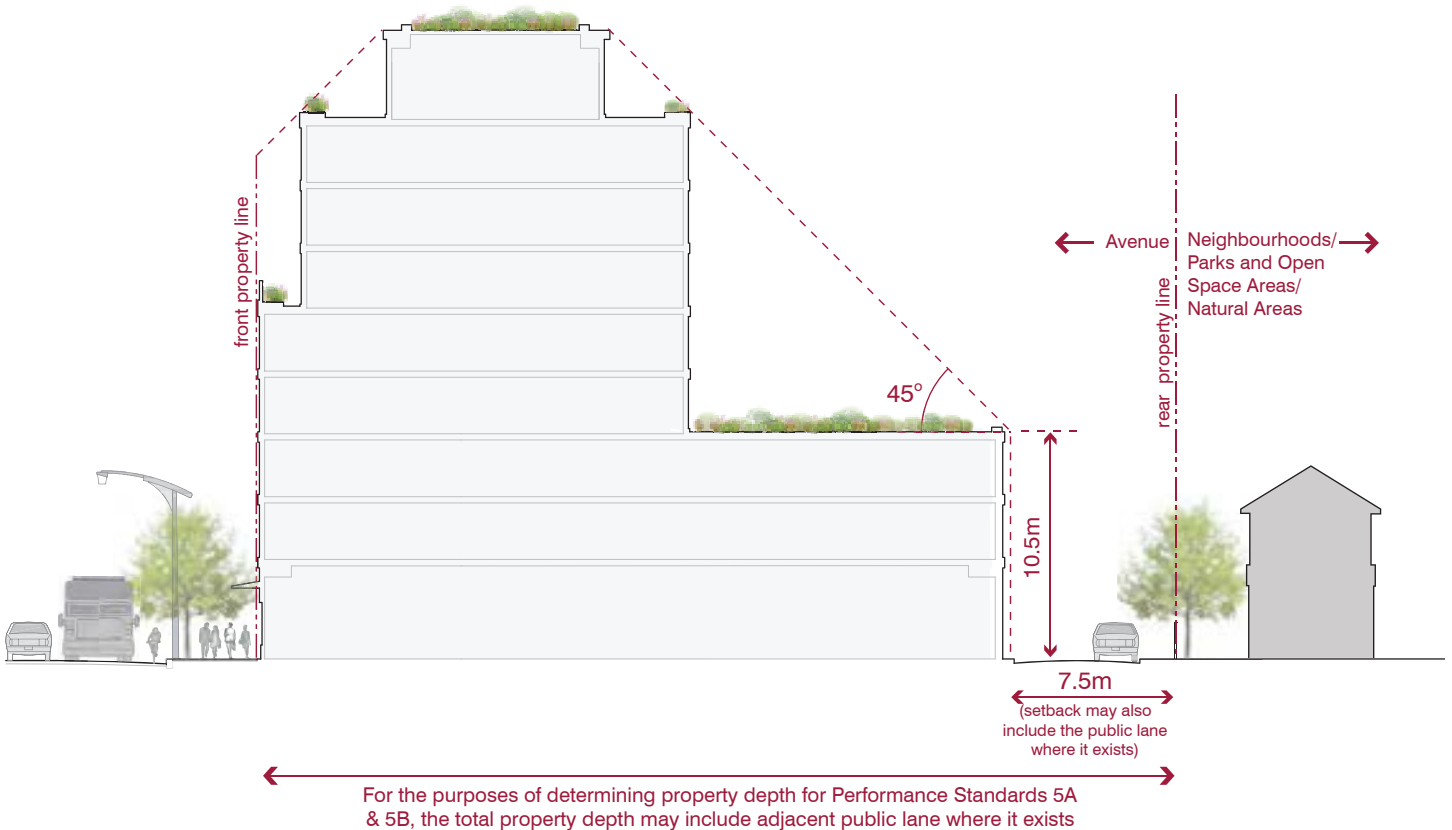


Table 7

R.O.W. Width	Definition of Shallow Lot is equal to or less than
20m	32.6m
27m	41.0m
30m	44.6m
36m	51.8m



Illustrating the alternative transition for shallow properties abutting Neighbourhoods, Parks and Open Space Areas, and Natural Areas (30 metre R.O.W.).

~~Performance Standard #5B (cont'd): Rear Transition to Neighbourhoods: Shallow Properties~~

~~Considerations for Enhancement Zones~~

~~An additional provision for shallow lots could include the creation of an Enhancement Zone which would allow development on shallow Avenue properties to achieve mid-rise development permissions. Enhancement Zones are identified parcels of land containing a single detached home or two adjacent parcels of land containing two adjacent and attached semi-detached dwellings (see illustration on page 57). The Enhancement Zone concept was developed as part of the St. Clair Avenue Study (Bathurst Street to Keele Street) after City staff conducted a comprehensive detailed block-by-block and lot-by-lot analysis of the area. It was implemented through a City-initiated Official Plan Amendment which set the parameters for its application. If used, the Enhancement Zones identified for St. Clair Avenue West would be free of any buildings or structures and would act as a buffer between the rear of an Avenue development and the side yard of a residential property.~~

~~From a development perspective, the Enhancement Zone would help facilitate and provide the opportunity for parcels fronting on the Avenues to reach the maximum allowable heights identified in Performance Standard 1 while meeting rear angular plane and rear setback requirements. The City has undertaken a preliminary property depth analysis on the Avenues that identifies a number of properties on the Avenues that do not have the sufficient lot depth to accommodate the maximum allowable heights determined by the right of way width. These identified properties may not meet other requirements such as a 6.0 metre laneway or driveway, sufficient space for servicing, underground parking and other technical considerations. The Enhancement Zone is only one solution to developing mid-rise buildings on shallow properties and may not be applicable in all circumstances.~~

~~The “Enhancement Zone” was a unique solution that addressed a series of issues limiting development on shallow properties on St. Clair Avenue West. Subsequent consideration of “Enhancement Zones” should only be considered after a comprehensive City-initiated Study has been conducted that addresses the following rationale and characteristics:~~

~~Rationale~~

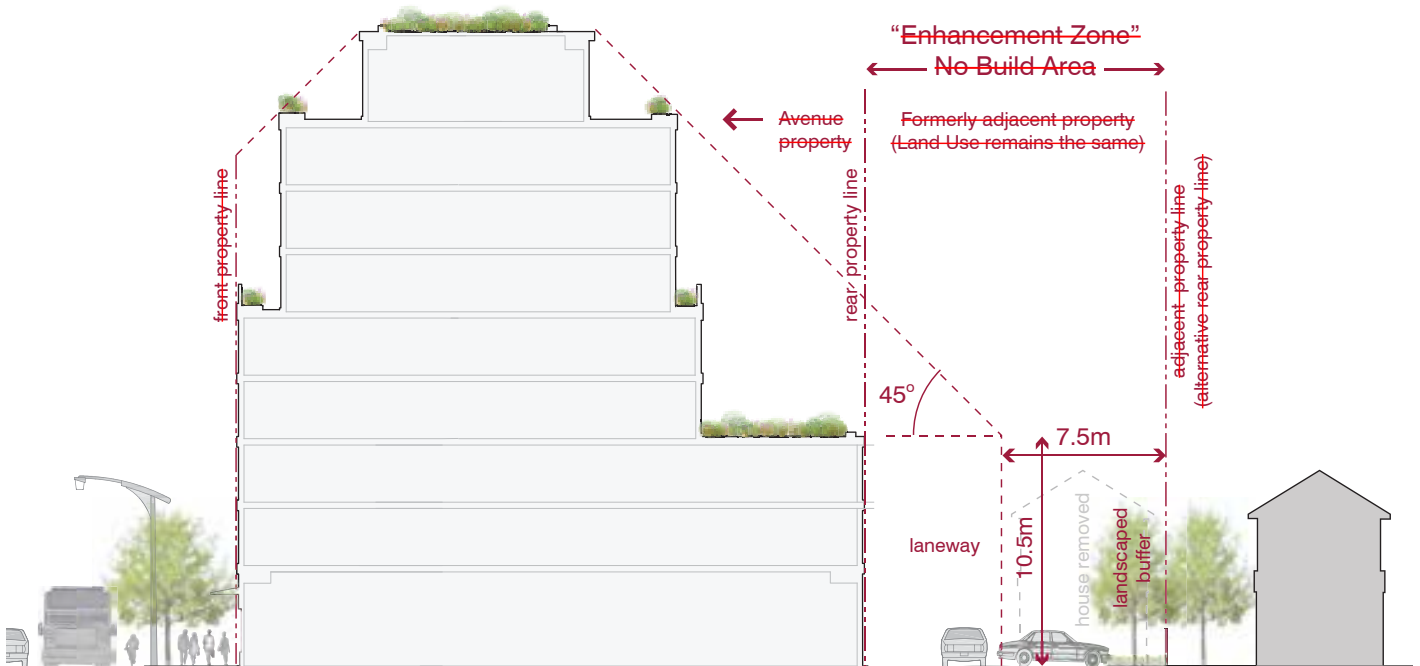
- ~~• Without the consideration of Enhancement Zones a mid-rise building could not be achieved (i.e. lot depth is generally less than 30 metres).~~
- ~~• The introduction of Enhancement Zones will result in a mid-rise building where all the Performance Standards can be successfully achieved (i.e. widened sidewalks, heights, building setbacks, etc).~~
- ~~• The Enhancement Zone would create a logical rear lane system, extend or widen an existing laneway, or provide sufficient space for a private driveway to the rear of Avenue properties.~~

~~Characteristics~~

- ~~• A maximum of one residential property (or one pair of semi-detached houses) may be considered to provide the depth required to achieve the Enhancement Zone.~~
- ~~• The residential building or property to be used as an Enhancement Zone must be perpendicular to the Avenue property.~~
- ~~• New buildings must be set back for sidewalk widening (see Performance Standard 7) or to accommodate Transit City routes.~~
- ~~• An laneway system currently exists and would remain in place (preventing new mid-rise buildings from encroaching into the Neighbourhood).~~

- ~~The setback and angular planes (from Performance Standard 5B) would be taken from the edge of the Enhancement Zone (adjacent property line); but would still be a “no build” zone (permitting only a lane, parking and landscaping).~~
- ~~The introduction of Enhancement Zones may be applied to the majority of the blocks along the Avenue segment.~~
- ~~The residential properties within an Enhancement Zone should be part of a uniform lot pattern within the block and would not result in erratic lot configurations.~~

~~The creation of Enhancement Zones will require an Official Plan Amendment and should only be recommended by the City once a comprehensive, City initiated area specific study that includes public consultation has been completed. An Enhancement Zone should only be considered as part of an area specific solution to the development of shallow lots along an Avenue and not as an individual site specific solution.~~



~~Illustrating the St. Clair Avenue “Enhancement Zone” transition for properties abutting Neighbourhoods or Parks and Open Space Areas (30 metre R.O.W.).~~

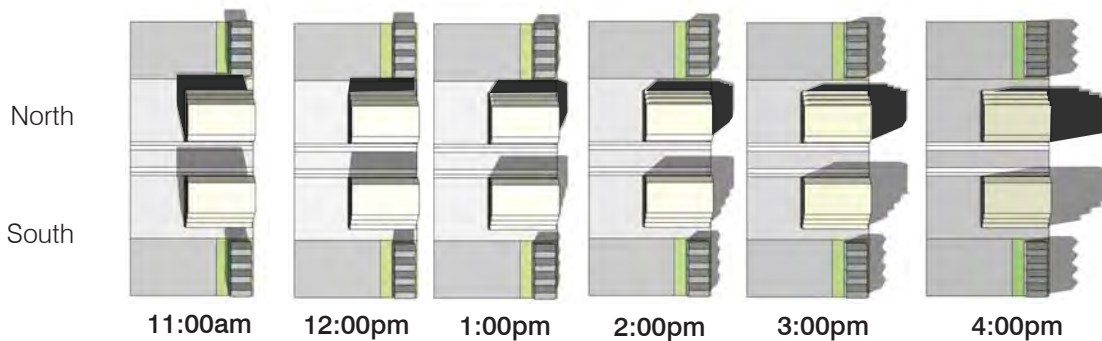
Performance Standards #5A & 5B (cont'd): Shadow Testing

The angular plane provisions in Performance Standards 5A and 5B result in minimal shadow impacts on neighbourhood properties located behind an Avenue's mid-rise building.



North-South street on September 21st

Shadow Testing of Performance Standard 5B (angular plane from 10.5 metres above setback)

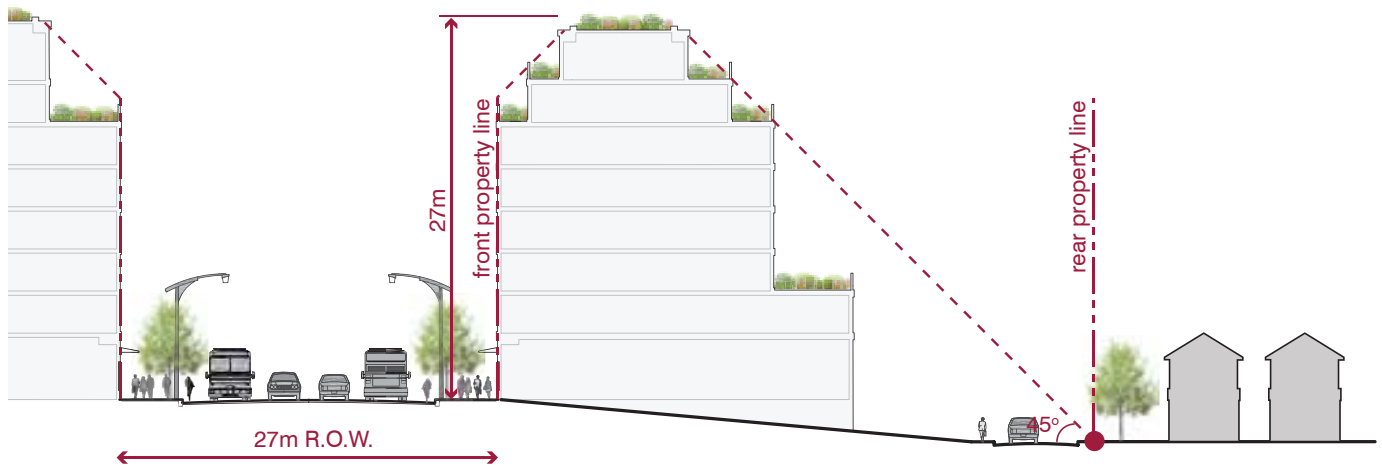


East-West street on March 21st

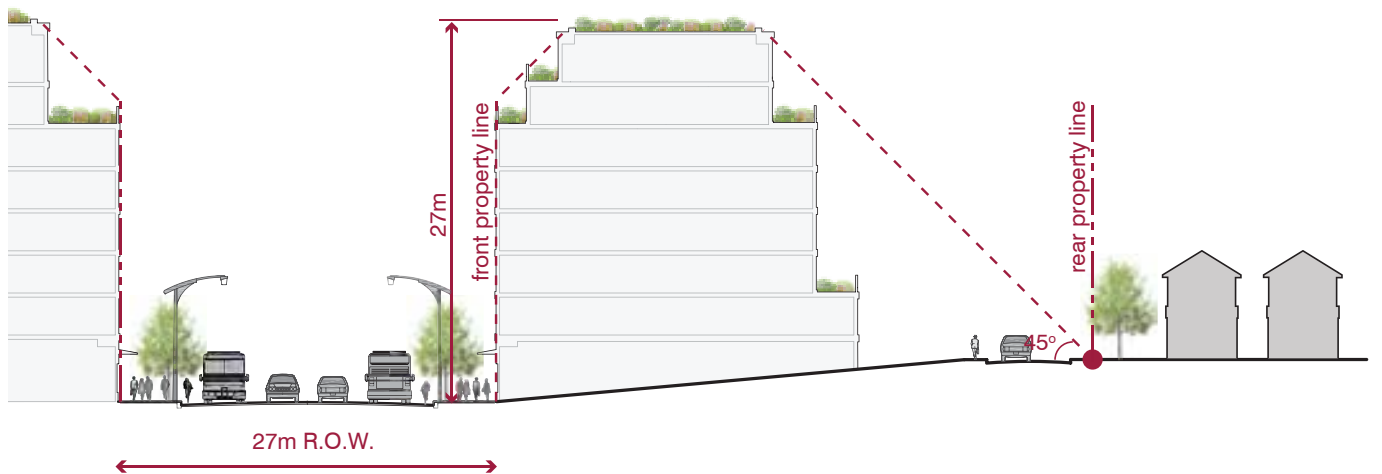
Shadow Testing of Performance Standard 5B (angular plane from 10.5 metres above setback)

Angular Plane Location

In situations where the rear of the property is at a different grade level than the Avenue frontages, the rear angular plane should always be taken from the lowest grade elevation of the adjacent property located along the rear of the mid-rise building's property line. This will ensure that properties to the rear are not subject to additional shadow impacts resulting from changes in grade, or creating potential for taller buildings adjacent to these shared property lines.



Where the rear property line is lower than the Avenue frontage.



Where the rear property line is higher than the Avenue frontage.

Performance Standard #5C: Rear Transition to Employment Areas

The transition between an Avenue property in a Mixed Use Area and areas designated Employment Areas to the rear should be created through setback & step-back provisions.

- **Where a public laneway abuts a site, the laneway may be included for the purposes of establishing step-backs and setbacks.**

Rationale

The setback and angular plane provisions in both Performance Standards 5A and 5B protect abutting Neighbourhoods and Parks and Open Space Areas and provide for privacy, sunlight, sky-views and space for a rear lane.

The need for privacy, sunlight and sky-view are not as stringent for abutting Employment Areas. Typically, there is no usable outdoor space associated with these types of uses, therefore angular planes are not as necessary. The transition and distance for the taller portions of buildings is not required because privacy is not an issue.

This transition includes a minimum setback of 7.5 metres from the property line to the building face to allow for a rear lane. At the setback line, the building height is permitted up to 13.5 metres (or approximately four storeys). All floors above the 13.5 metre height must step back an additional 2.5 metres. This equates to a total setback of 10 metres from the property line above a 13.5 metre height.

In addition to the Performance Standard outlined here, applicants should refer to the Ministry of the Environment *Land Use Compatibility Guidelines*, which provide recommendations to ensure that sensitive land uses are appropriately designed, buffered and/or separated from each other to prevent adverse effects. The guidelines supplement the Environmental Protection Act to meet the requirements of PPS 1.7.1 e. The guidelines outline three classes of industrial facilities, and separation distances will depend on the three potential influence areas established.

This Performance Standard only applies to properties designated for residential/mixed-use permissions that abut Employment Areas at the rear.

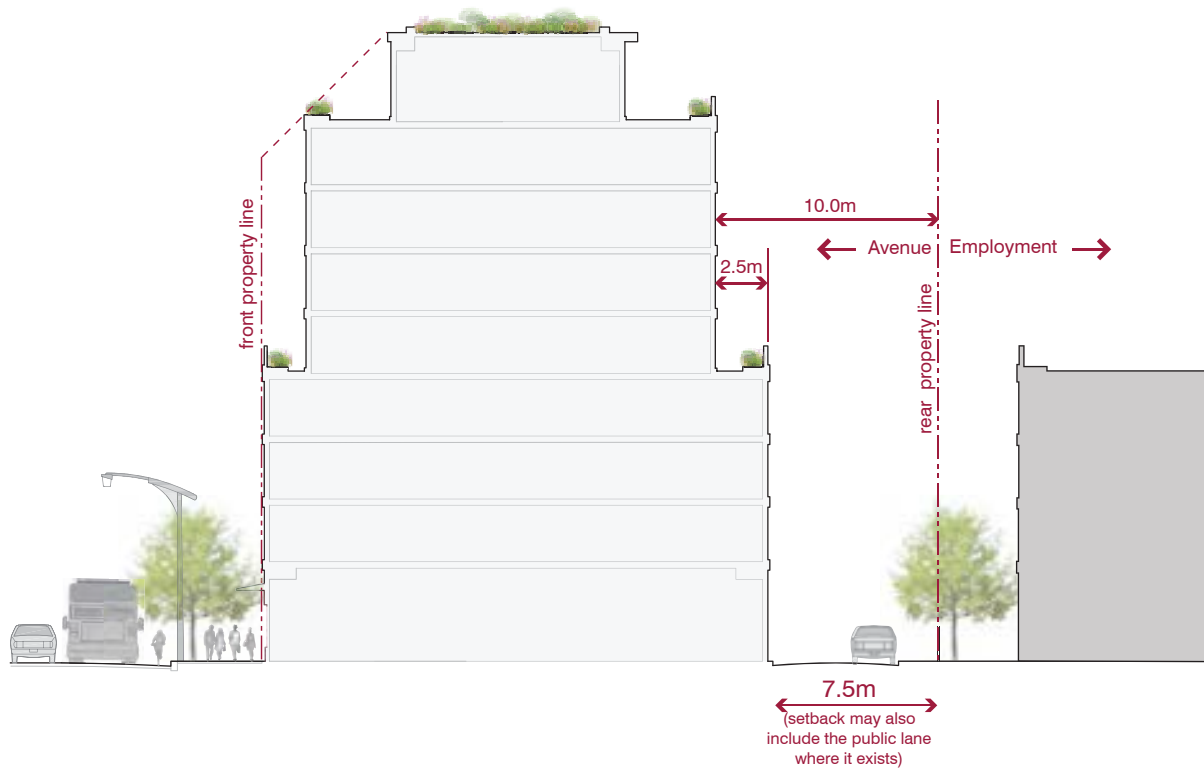
Official Plan Reference

3.1.2 Built Form

Policies: 3 a), 3 b), 3 c), and 3 d)

4.5 Mixed Use Areas

Policies: 2 c)



Illustrating the rear transition for properties abutting Employment Areas (30 metre R.O.W.).

Performance Standard #5D: Rear Transition to Apartment Neighbourhoods

The transition between an Avenue property and areas designated Apartment Neighbourhoods to the rear should be created through separation distances, setbacks and other provisions.

Rationale

There are conditions along the Avenues where an Avenue-fronting property is bounded along the rear by a site or sites with an Apartment Neighbourhood land use designation. There are three general configurations of buildings on these Apartment Neighbourhood sites:

1. Existing Apartment buildings are located parallel to the Avenue's rear property line with a setback that is used as parking or vehicular movement;
2. Existing Apartment buildings are located parallel to the Avenue's rear property line with a setback that is used as open space; or
3. Existing Apartment buildings are perpendicular to the Avenue property with minimal or no windows facing the Avenue property.

In these three configurations, there are three main considerations:

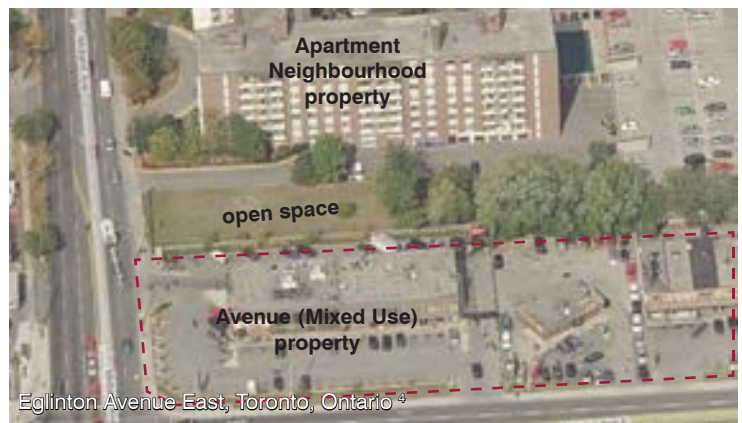
- Providing separation distance between existing apartment buildings and new mid-rise buildings on the Avenue, particularly in configurations where there will be facing windows. The separation distance between buildings should be a minimum of 20 metres;
- Ensuring the rear of new mid-rise buildings on the Avenue are treated with a positive edge, particularly in the Configuration 2. In this instance a high level of landscaping should be applied to the area at the rear of the mid-rise building; and
- Ensuring that the setback is consistent with the other rear transitions (5A - C) to allow for a continuous rear lane system.

In instances where there is an open space associated with an apartment building or grouping of apartment buildings, new mid-rise buildings should follow Performance Standard 5B for the rear transition to ensure appropriate setbacks and mitigation of shadows from new buildings on open spaces.

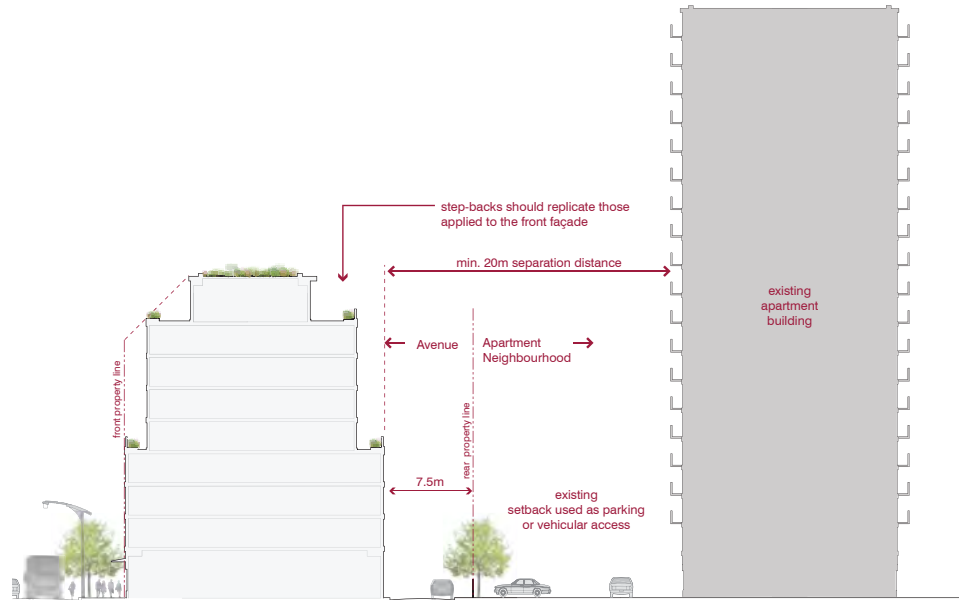
There may be conditions where an Apartment building is located perpendicular to the Avenue's rear property line (Configuration 3), but this configuration is less common. This Performance recommends a 15 metre separation distance for existing apartment buildings up to 20 storeys, and at higher adjacent heights, additional separation is likely necessary. Given the possible variations of glazing on the existing apartment buildings, these should be dealt with on a site-by-site basis.



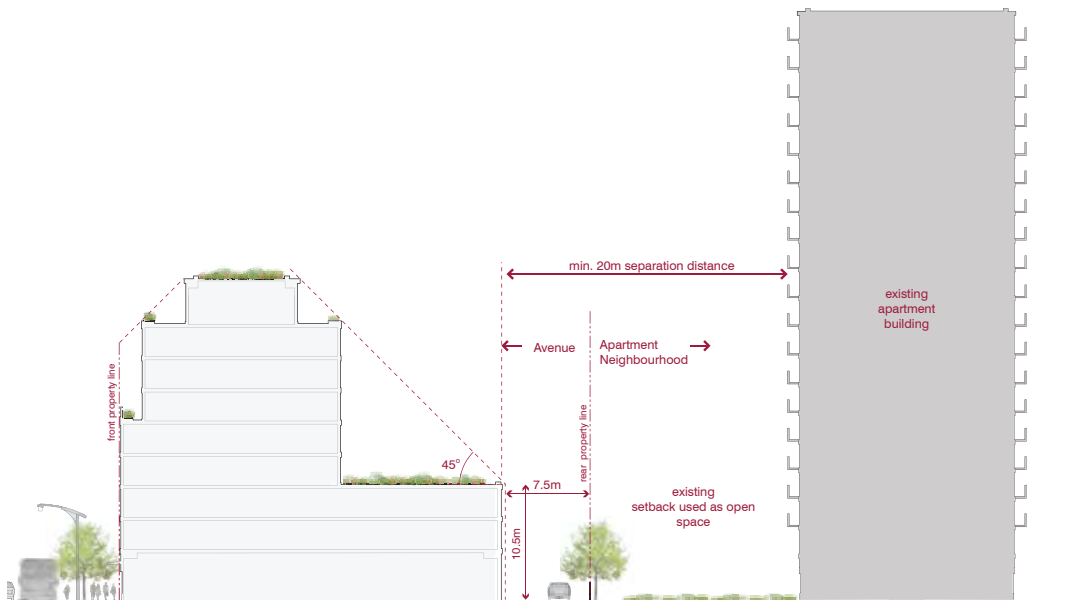
Configuration 1: Where apartment buildings are located parallel to the Avenue's rear property line with a setback that is used as parking or a laneway (example shown at Sheppard Ave. East & Kennedy Rd.).³



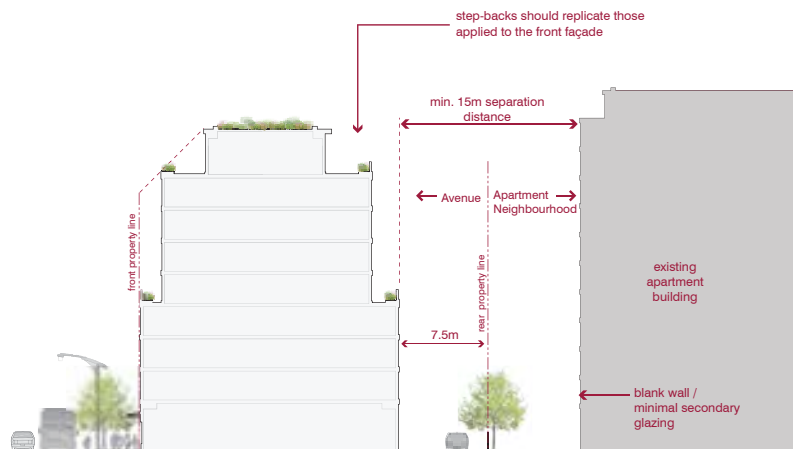
Configuration 2: Where apartment buildings are located parallel to the Avenue's rear property line with a setback that is used as open space (Example shown at Eglinton Ave. East & Midland Ave.).⁴



Configuration 1: Existing Apartment buildings are located parallel to the Avenue's rear property line with a setback that is used as parking or a laneway.



Configuration 2: Existing Apartment buildings are located parallel to the Avenue's rear property line with a setback that is used as open space.



Configuration 3: Existing Apartment buildings are perpendicular to the Avenue property with minimal or no windows facing the Avenue property.

Performance Standard #6: Corner Sites: Heights & Angular Planes

On corner sites, the front angular plane and heights that apply to the Avenue frontage will also apply to the secondary street frontage.

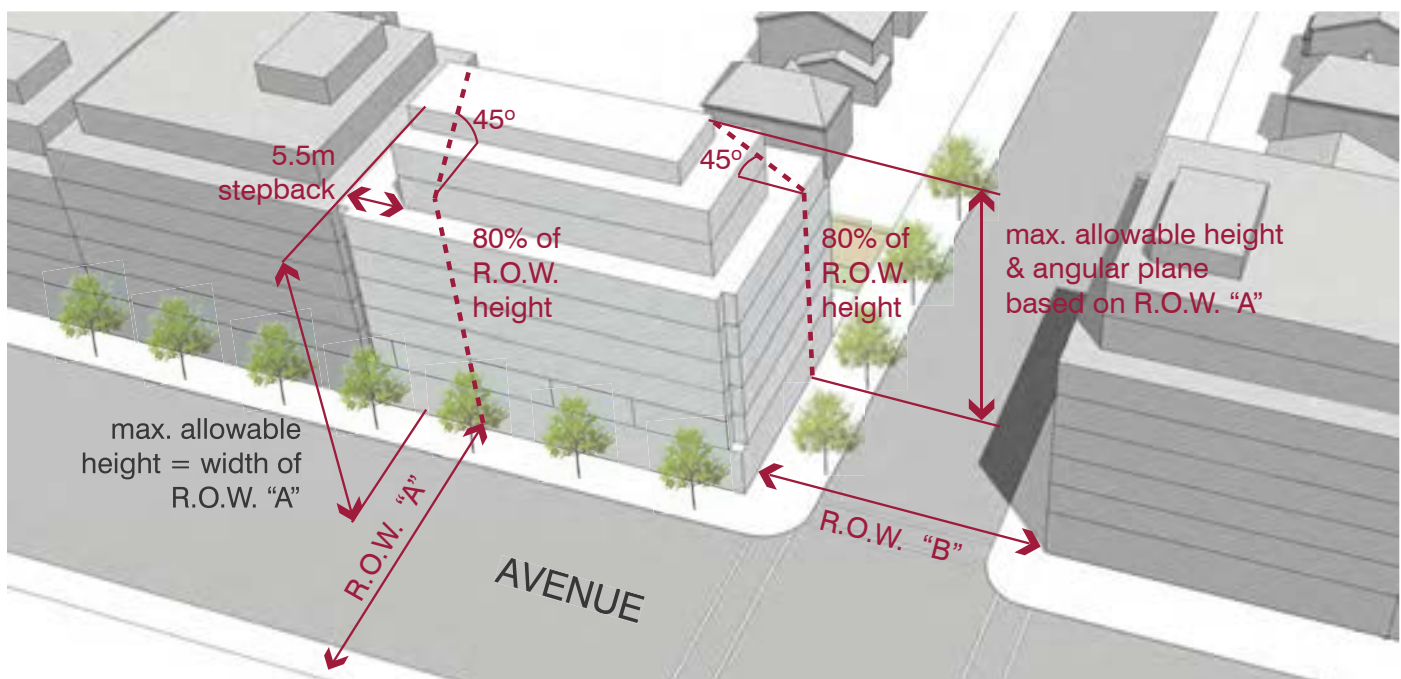
Exceptions to this condition may include key locations (e.g. where two major Avenues intersect) where design features should give prominence to the corner.

Where two Avenues intersect, the widest right-of-way will be used to determine the step-backs and heights that will apply to both frontages. Where this occurs, rear transition angular planes will continue to apply.

Rationale

The front angular plane and heights should apply to the side street in order to:

- Prevent awkward transitions around corners where the right-of-way is a different width;
- Ensure that building height and massing has a minimal visual impact on adjacent streets; and,
- Taper buildings on their taller floors to ensure sun penetration.



Example of corner site conditions.

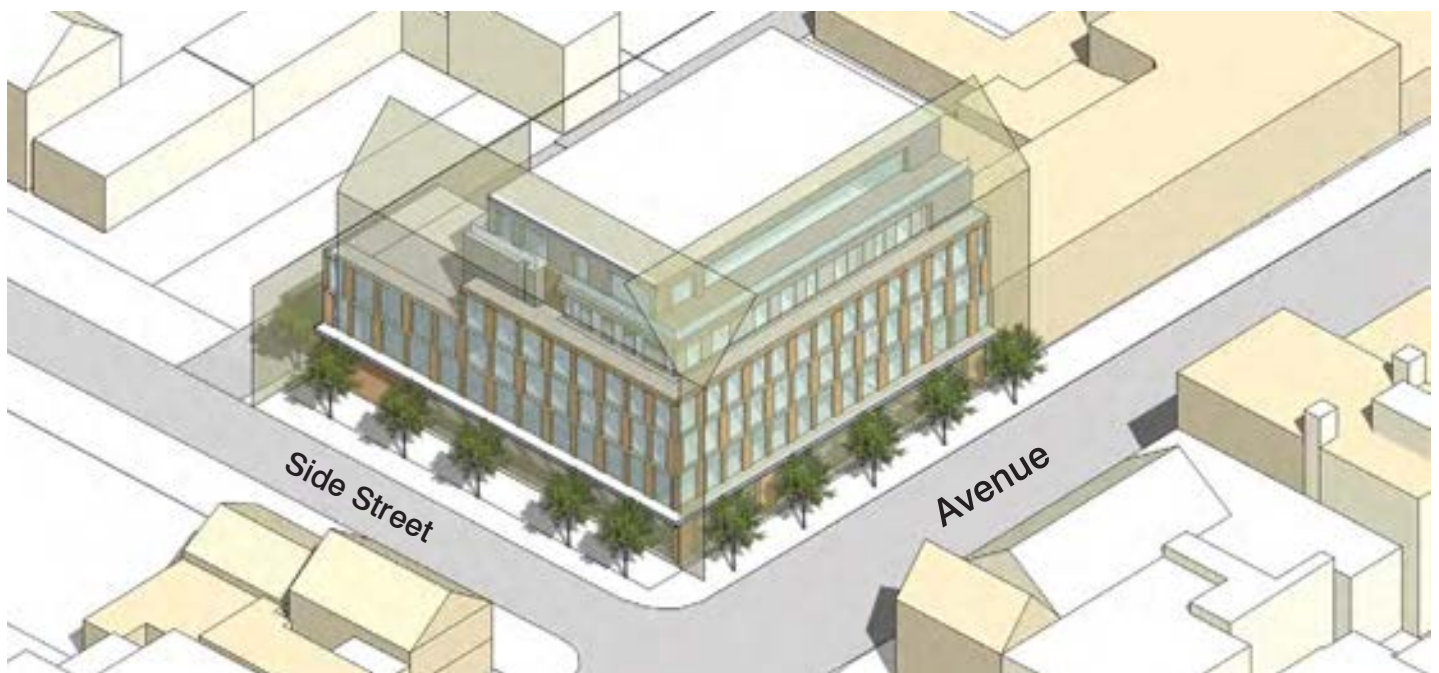
Official Plan Reference

3.1.2 Built Form

Policies: 1 a)

4.5 Mixed Use Areas

Policies: 2 c)



Angular planes applied to a 20 metre tall building.

Performance Standard #7A: Minimum Sidewalk Zones

Mid-rise buildings may be required to be set back at grade to provide a minimum sidewalk zone.

- **Right-of-ways of 20 to 30 metres inclusive should provide a minimum sidewalk dimension of 4.8 metres.**
- **Right-of-ways greater than 30 metres should provide a minimum sidewalk dimension of 6.0 metres.**
- **Sites on Avenues that are Transit City routes may be required to have additional setbacks from the property line to building face at intersections to accommodate transit infrastructure - this will be determined on a case-by-case basis.**

Rationale

The Avenues and Mid-Rise Buildings study is as much about creating an attractive, welcoming and safe pedestrian realm as it is about creating mid-rise buildings for people to live and work in. The Official Plan identifies Avenues as “important corridors along major streets where reurbanization is anticipated and encouraged to create new housing and job opportunities while improving the pedestrian environment, the look of the street, shopping opportunities and transit service for community residents.” (Official Plan p. 2-15). All of the City’s sixteen completed Avenue Studies contain recommendations regarding minimum standards for the functional and aesthetic characteristics of Avenue sidewalks.

Many Avenues are facing competing demands for space to accommodate a range of uses within the public right-of-way. These include sidewalks, street trees, marketing areas, vehicular lanes, on-street and dedicated transit lanes, platforms for LRTs along Transit City routes, bike lanes, on-street parking and utilities. To accommodate all of these uses in certain instances requires a much wider right-of-way than exists.

New development provides an opportunity to achieve minimum standards for Avenue sidewalks through setbacks. A 4.8 metre minimum dimension is

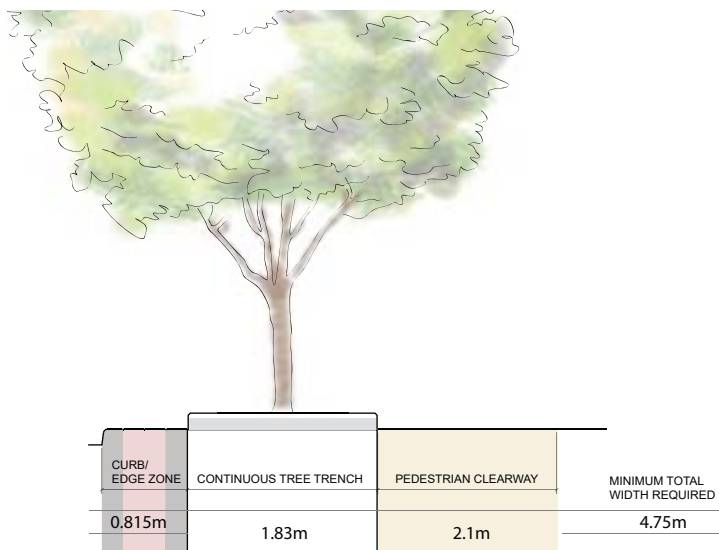


Illustration from the City of Toronto’s “Vibrant Streets: Toronto’s Coordinated Street Furniture Program” showing street tree planting details. ⁵

consistent with the standards from the City’s Vibrant Streets Manual, which outlines the requirements for Typical Main Streets and allows for an Edge Zone, Continuous Tree Trench, and the Pedestrian Clearway. The 4.8 metre width does not take into account additional space that may be desired for cafés, marketing spaces, etc. Portions of building frontages may require greater setbacks to accommodate this.

For right-of-ways up to 30 metres, the 4.8 metre minimum width is adequate for the Avenues. Right-of-ways greater than 30 metres – which may develop with taller buildings and are likely to carry higher volumes of traffic – require wider sidewalks of at least 6.0 metres to provide for pedestrian comfort.

Setbacks should be coordinated with other City initiatives, in particular Transit City, where the existing curb may be moved. The width of the sidewalk should be determined based on proposed, or future, curb locations.

Below-grade parking structures may not protrude into the public realm, but may extend as far as the front property line, or in line with the setbacks.

Official Plan Reference

2.2 Structuring Growth in the City: Integrating Land Use and Transportation

Policies: 3 b)

2.3.1 Healthy Neighbourhoods

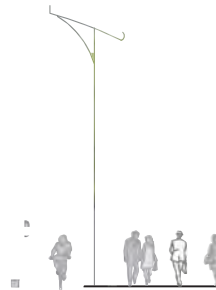
Policies: 7 b)

3.1.1 The Public Realm

Policies: 6 a), 6 b) and 11 a)



Example of minimum sidewalk width on right-of-ways that are 30m or less.



Example of minimum sidewalk width on right-of-ways greater than 30m.

A = Existing sidewalk
B = Setback required

Performance Standard #7B: Streetscapes

Avenue streetscapes should provide the highest level of urban design treatment to create beautiful, safe and accessible pedestrian environments and great places to shop, work and live.

- **The design of Avenue streetscapes should follow the classifications, placement guidelines, and design details in the Toronto Urban Design Streetscape Manual (for more information see www.toronto.ca/planning/urbdesign/streetscape/index.htm or contact streetscapemanual@toronto.ca).**
- **Tree planting strategies should ensure sustainable conditions for the growth of mature trees on the Avenues.**

Rationale

Streetscape design plays as important a role as the design of buildings in enhancing the Avenues and promoting strong pedestrian-oriented streets. Elements such as trees, lighting, street furniture, pavement materials and public art should all be used to animate the street, define sidewalk zones, and provide visual interest. The arrangement and location of streetscape amenities, should allow for comfortable and easy circulation and easy navigation for all persons, including persons with disabilities.

Street trees provide beauty and create improved microclimate conditions on the Avenues. The minimum sidewalk of 4.8 metres recommended in Performance Standard 7A will allow for tree planting as well as other pedestrian amenities. On some wider right-of-ways, typically on more suburban Avenues, the 6.0 metre sidewalk zone could potentially allow for a second row of trees to be planted within private properties.



Avenues streetscapes should be designed to include pedestrian amenities, including trees, benches, transit shelters and public art.

Official Plan Reference

3.1.1 The Public Realm

Policies: 6 a), 6 b), and 10 e)

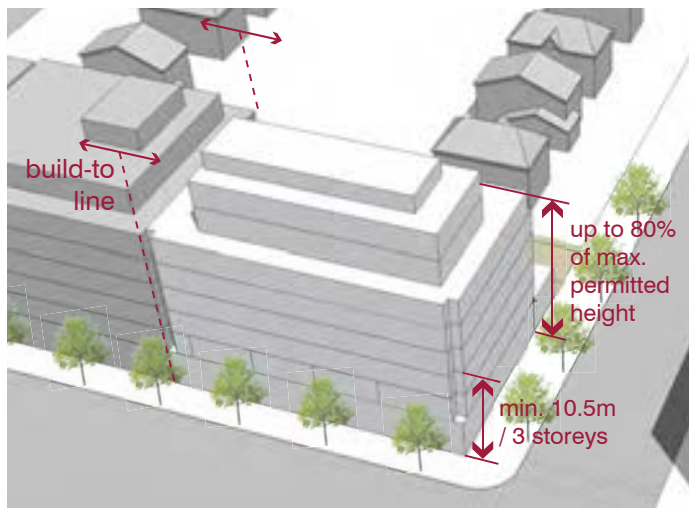


"Toronto's New Street Furniture" program will be part of the Avenues streetscapes. ⁶

Performance Standard #8A: Side Property Line: Continuous Street Walls

Mid-rise buildings should be built to the side property lines, to create continuous façades along the Avenues and avoid blank side walls.

- Mid-rise buildings should be built to the side property lines for no less than 10.5 metres of building height and up to 6 storeys (see Performance Standard 4B).
- The portion of the building above the street wall may step back from the side property lines to provide side walls incorporating windows.
- The construction process used to build a sidewall next to the sidewall of an adjacent building should result in a minimal gap to avoid unsightly areas that are unusable and collect refuse.



Example of zero side yard setbacks.

Rationale

The vision for the Avenues is based on the evolution of a generally continuous street wall lined with shops, restaurants, cafés and other community and commercial services. A break in the continuity of the street wall and building fabric is disruptive to the success of the public function of the Avenue. For this reason, front yard parking, automotive uses and buildings with large setbacks are detrimental to the evolution of the Avenues in mixed-use and commercial areas. The “street wall” portion of a building’s front façade is defined as a minimum of 10.5 metres (3 storeys) and up to the 80% height. The streetwall should therefore generally be built to the side property line.

The post-war Avenues have large parcels (very deep and very wide lots) which lend themselves to the design of four-sided buildings, as opposed to the continuous street walls proposed in this Performance Standard. In this condition, this Performance Standard would not apply. See Performance Standard 8B for additional information.

See Performance Standards 8B - 8E for more detail.

Official Plan Reference

3.1.2 Built Form

Policies: 1 a)



Continuous street wall.



A street wall of five floors with upper floors stepped back (40 Bond Street in Manhattan designed by Herzog & de Meuron).⁷



Three and four storey street wall.⁸

Performance Standard #8B: Side Property Line: Limiting Blank Side Walls

Blank sidewalls should be designed as an architecturally finished surface and large expanses of blank sidewalls should be avoided.

- Blank side wall conditions may be acceptable up to a height of 6 storeys if treated properly.
- Required side step-back walls should be a minimum of 5.5 metres from the property line to allow for sufficient glazing.
- To mitigate the impact of blank side walls they should be designed with a material finish that complements the architectural character of the main building façade(s).

Rationale

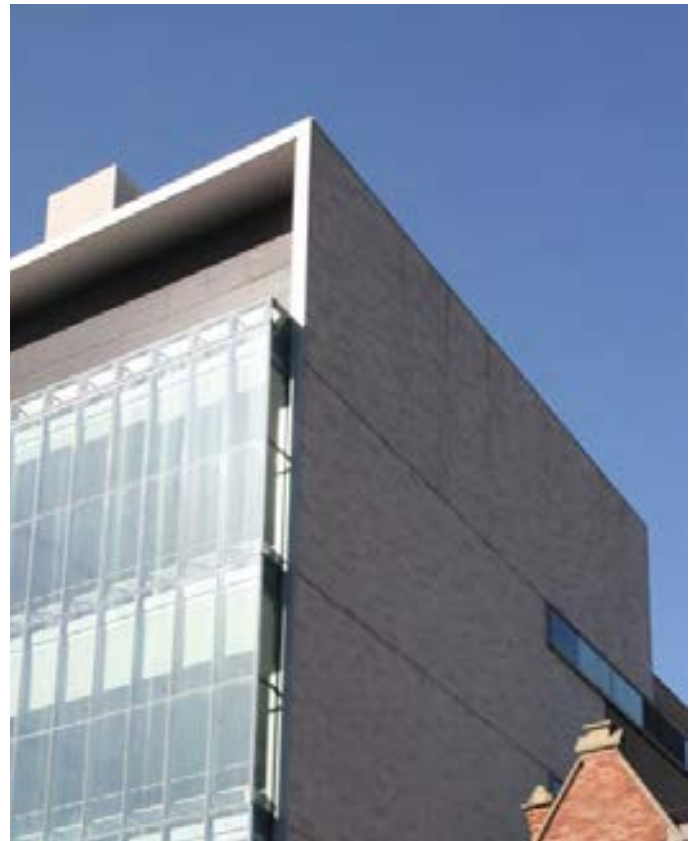
As the Avenues reurbanize with mid-rise buildings, some buildings will be taller than existing structures or new structures that are not built to the full height limit. The extent of these blank walls is a result of both the height of adjacent buildings and whether the upper storeys of the new building step back at the sides. While exposed blank sidewalls are to be expected during this period of transition, design standards are required to mitigate the appearance and height of blank walls.

Development sites on the post-war Avenues are less likely to be adjacent to existing properties with buildings built to side property lines. Many of these sites also tend to have larger lot sizes and wider frontages. The development model that has emerged to-date for these larger sites demonstrates a preference for four-sided buildings that are fully glazed and employ large side property setbacks. In some instances where lots are deep, the length of the building is positioned perpendicular to the Avenue. In these cases, blank walls are generally not an issue except on the lower levels of the building that may extend closer to the side property lines. For these Avenues a more porous street wall condition should be expected.

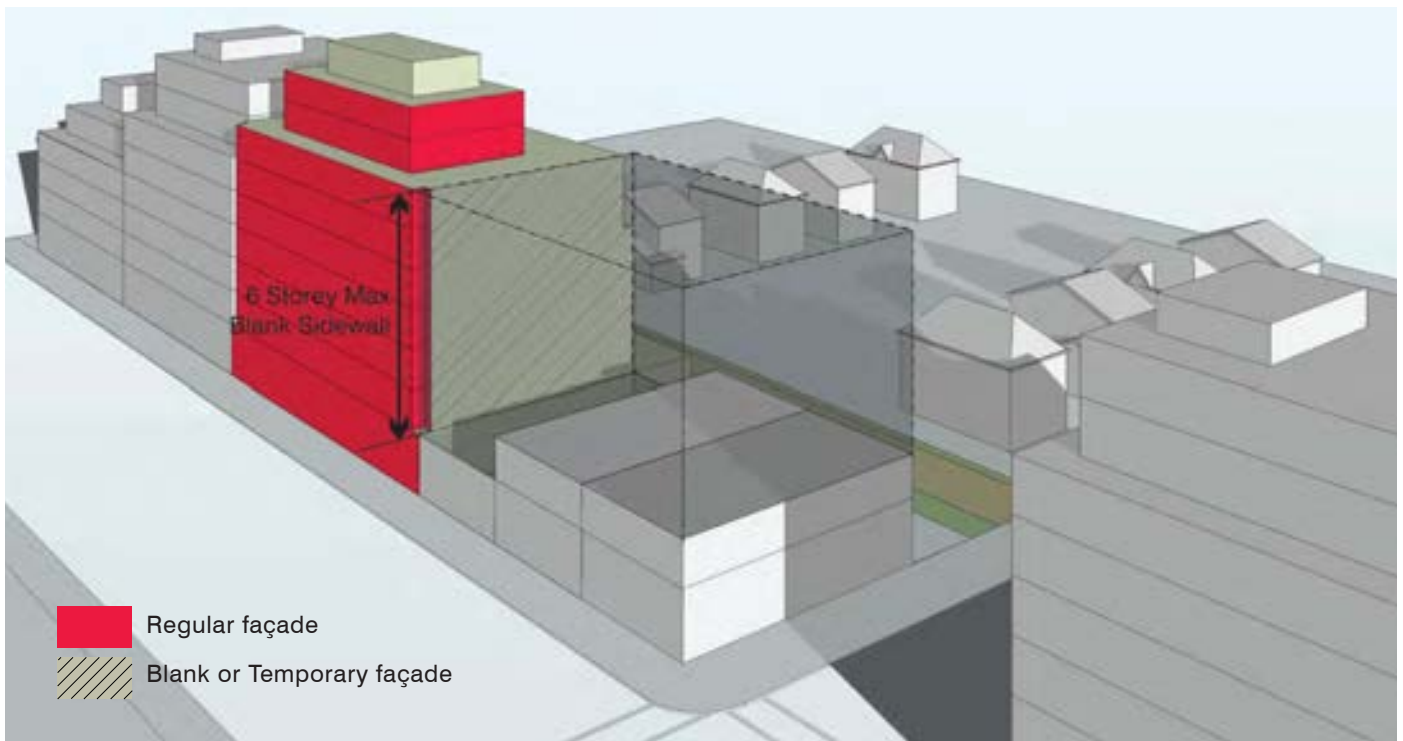
See Performance 8A: Continuous Street Walls.



Example of a side step-back at upper storeys.



Example of a blank side wall with appropriate materials and architectural detailing.



Example of corner site conditions.

Performance Standard #8C: Side Property Line: Step-backs at Upper Storeys

There should be breaks at upper storeys between new and existing, or multiple new mid-rise buildings, providing sky-views and increased sunlight access to the sidewalk. This can be achieved through side step-backs at the upper storeys.

- Side property step-backs of 5.5 metres should be provided above the 80% height to increase sky views and sunlight access to the sidewalk.
- Where more “porous” street walls are desirable, side step-backs are encouraged above the minimum building height of 3 storeys.
- Buildings that are 20 metres or (6 storeys) in height or less, are not required to have upper storey side step-backs.

Rationale

As the Avenues develop, it will be important to maintain sky-views and sunlight access to the public realm. On larger right-of-ways, this will be particularly important, because the maximum building heights will be taller.

By requiring side property step-backs at upper storeys, the potential for a “canyon effect” on the Avenues will be avoided.

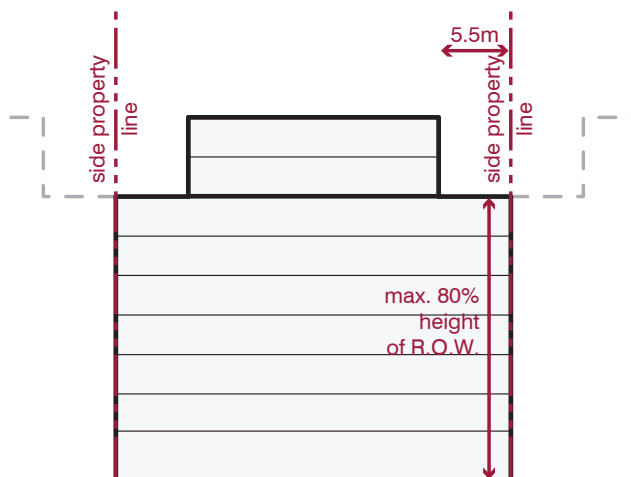
Where properties have a wider frontage, the uppermost storeys of the building can step back on the sides to allow for side glazing, reducing the extent of blank sidewalks. Side step-backs of upper storeys will reduce the height of blank sidewalls and provide both greater light penetration and varied rooflines.

Narrow sites will have trouble meeting these side property step-backs and may not be able to achieve the maximum allowable heights.

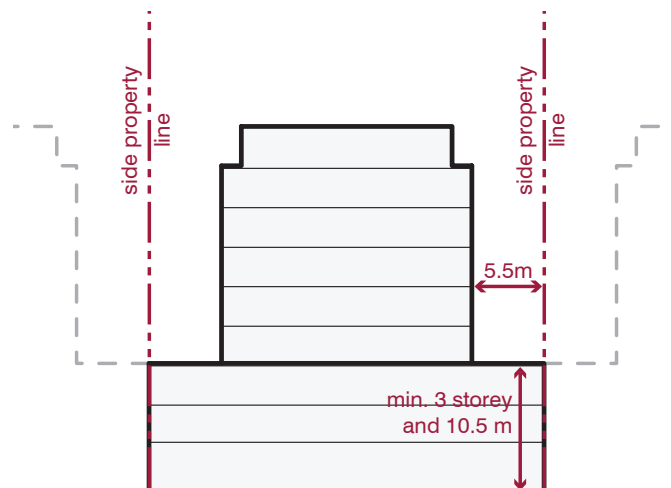
Official Plan Reference

3.1.2 Built Form

Policies: 3 a), 3 b), 3 c), 3 d), and 4



Example where a tall street wall is desirable.



Example where a more porous street wall is desirable, side step-backs are encouraged.

Performance Standard #8D: Side Property Line: Existing Side Windows

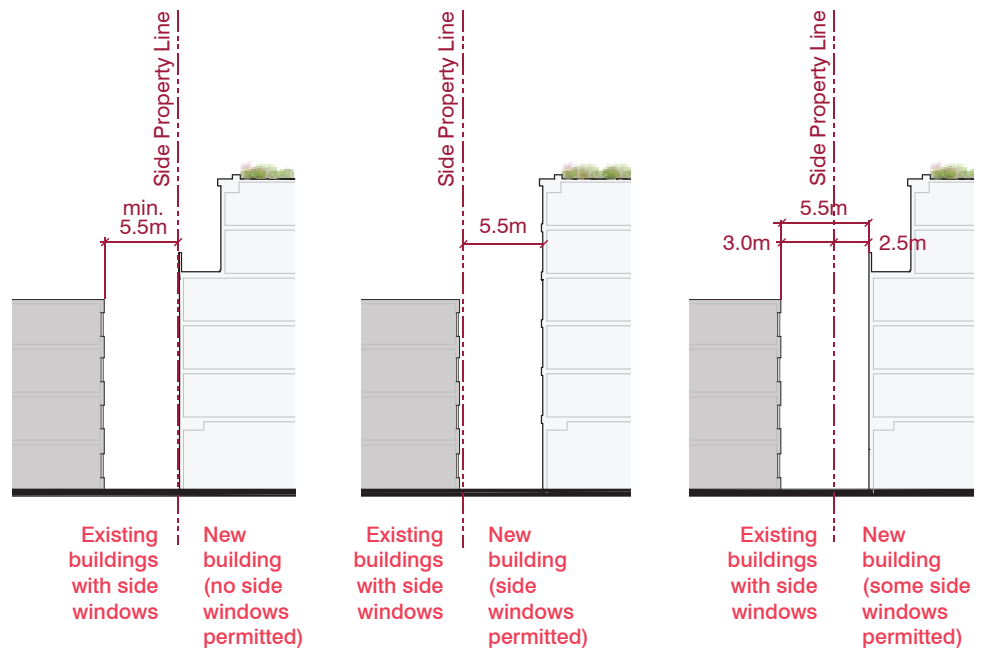
Existing buildings with side wall windows should not be negatively impacted by new developments.

- Where adjacent sites have walls with windows, new buildings must ensure a minimum of 5.5 metres from the existing building wall.
- Side walls of new buildings that are set back a minimum of 5.5 metres from the property line should incorporate glazing where possible.
- Some conditions will require additional setbacks (e.g. where the existing building has primary windows on the side wall). Setbacks in this case will be determined on a site-by-site basis.

Rationale

Performance Standard 8A addresses a condition where there is a desire for the creation of a continuous street wall by minimizing or eliminating “gaps” between buildings. This fabric will likely be desirable in areas that have a typical main street fabric (e.g. parts of Queen Street East and West). This will also be dependent on the width of a building site, and where it is necessary for development to maximize density and build to a zero lot line.

However, there are some locations on the Avenues where this condition is not appropriate, and sometimes occurs where Mixed Use Areas of an Avenue abut an Apartment Neighbourhood on the Avenue. A visual survey of the City’s Avenues indicated that there are sites where existing buildings have windows on side walls that are close to or follow the side yard property line. It will be important that new development on adjacent sites does not negatively impact these existing buildings.



Performance Standard #8E: Side Property Line: Side Street Setbacks

Buildings should be set back along the side streets to provide transitions to adjacent residential properties with front yard setbacks.

- Applies where adjacent side street properties are low-scale residential form with front yard setbacks.
- This setback should extend for 15% of the side street lot frontage (lot depth) and range from a minimum of 2.0 metres to a maximum of 5.0 metres.

Rationale

Side setbacks along side streets will create a transition between single family homes in adjacent Neighbourhoods and the new mid-rise buildings envisioned along the Avenues. This will help to maintain views from the neighbourhood and will create a gradual transition from the Neighbourhoods street to the Avenue.

Official Plan Reference

2.3.1 *Healthy Neighbourhoods*
Policies: 2 b)

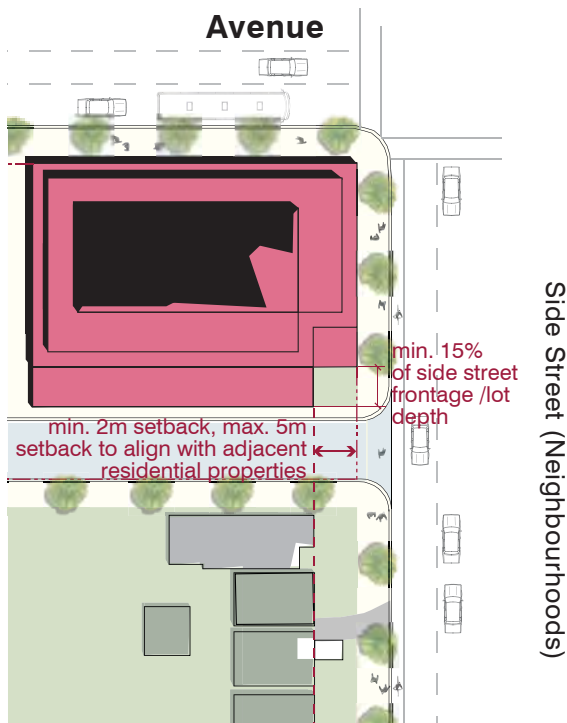


Diagram illustrating the side street setback.



Visualization of the side street setback.

Performance Standard #9: Building Width: Maximum Width

Where mid-rise building frontages are more than 60 metres in width, building massing should be articulated or “broken up” to ensure that façades are not overly long.

- Create multiple buildings on wide sites.
- Break up the façades through the use of vertical breaks and step-backs.

Rationale

Throughout the city, there are a number of examples of buildings that are exceedingly long. These long, uninterrupted façades have a negative impact on the pedestrian realm for a number of reasons. Long façades at grade provide less interest and variation at the pedestrian level. At upper storeys, long, continuous façades prevent sunlight access and skyviews to the street (see also Performance Standard 8C - Side Property Line: Step-backs at Upper Storeys).

Building façades should be broken up both physically and visually. Breaks in long building façades provide mid-block connections for pedestrians and allow for the creation of additional “corners”.



Example of a long building - buildings are broken up to create relief along the Avenue. ⁹

Performance Standard #10: At-Grade Uses: Residential

Where retail at grade is not required, and residential uses are permitted, the design of ground floors should provide adequate public/private transition and allow for future conversion to retail uses.

Rationale - Flexible Uses At Grade

On certain Avenues, it is expected that retail may not be feasible in the immediate term, but may be feasible in the future.

Where residential uses are permitted at grade facing the Avenue, the design of the ground floor should allow for adequate separation from the sidewalk to provide transition from the public sidewalk to private residences. The design should also allow for the potential to convert these residential areas to commercial uses in the future.

Flexible Standard A: a minimum setback of 4.5 metres is required beyond the sidewalk zone and should contain a raised planter, low fencing and/or landscape

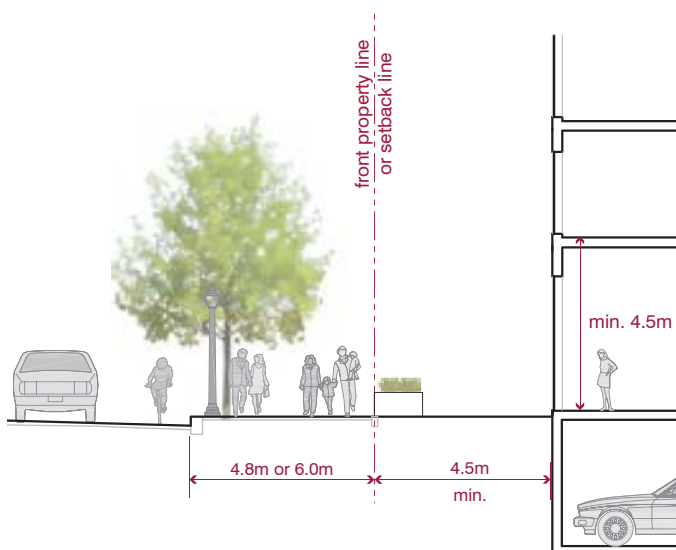
buffers. The ground floor of the residential units may have individual entrances and can be level with the sidewalk. The minimum floor-to-floor height is 4.5 metres.

These setback zones and floor-to-floor height allows for future conversion to commercial uses.

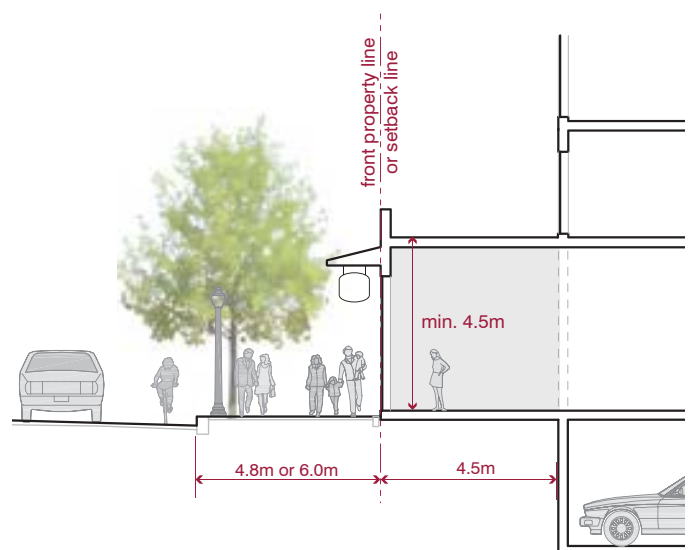
Official Plan Reference

3.1.2 Built Form

Policies: 1 b), 1 c)



Flexible Standard A - Before: illustrates a ground floor residential use facing the Avenue.



Flexible Standard A - After: illustrates the conversion to commercial use.

Rationale - Residential At Grade

On certain Avenues, it is expected that limited portions of the Avenues may include residential uses at grade for the long-term. This is only appropriate where commercial uses are not likely to be viable.

Townhomes are not an appropriate use on the Avenues, and should not be permitted on the Avenues. The townhouse form creates a privatized frontage along the Avenues, which is difficult to convert to commercial uses in the future and townhouses do not provide the minimal level of intensification desired for the Avenues.

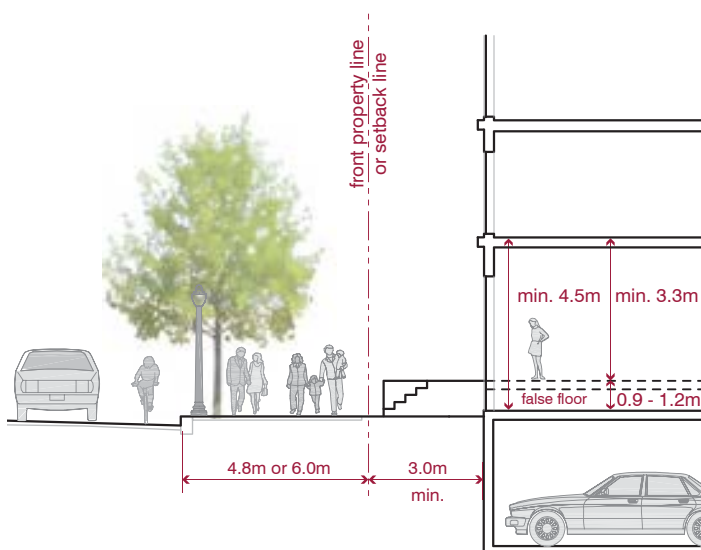
Where ground floor residential uses are acceptable, they should avoid creating conditions along the Avenues that detract from the role of the sidewalk as an inviting and attractive public space. The interface between private uses and the public sidewalk can create awkward conditions if not mitigated through a series of design measures that create adequate separation and animated frontages. Special design standards will be applied to ground floor residential uses to ensure that:

- there is a suitable transition from the public sidewalk to private residential units;
- that landscaping and other design features are used to augment this transition zone; and
- active entrances to residential uses assist in animating the frontage.

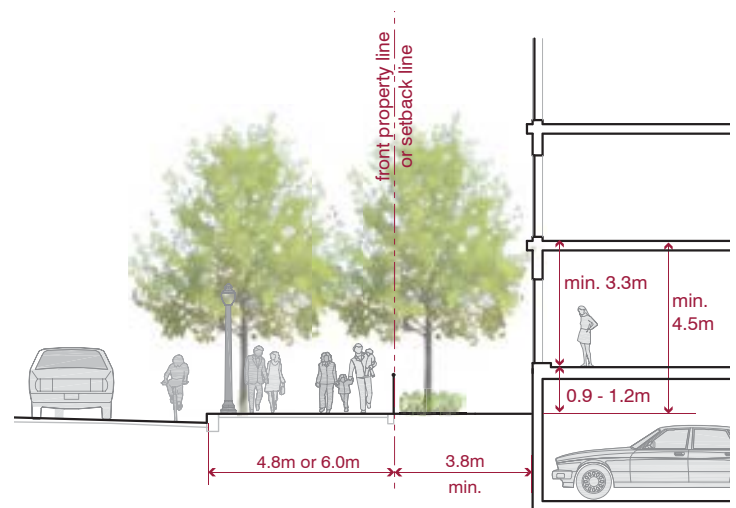
Residential Standard B: is the preferred design solution that incorporates individual unit entrances accessed from the Avenue sidewalk. A minimum setback of 3.0 metres is required beyond the 4.8 or 6.0 metre sidewalk zone that contains front steps, a raised planter and porch/terrace area. The ground floor of the residential units should be raised between a minimum of 0.9 metres to a maximum of 1.2 metres above the sidewalk level as measured from the base of the front steps. The minimum floor-to-floor height (ground floor to second floor) is 3.6 metres. The change in grade could also be achieved through a false floor.

Residential Standard C: applies to special circumstances where future retail is not expected (See Section 2.3.2: Recommendations for Retail at grade, and Appendix B: Retail Study), or individual unit entrances cannot be provided. A minimum setback of 3.8 metres is required beyond the sidewalk zone that contains a row of trees and a landscape buffer. The ground floor of the residential units should be raised a minimum of 0.9 metres to a maximum of 1.2 metres above the adjacent sidewalk level. The minimum height from the sidewalk level to the second floor is 4.5 metres.

Indoor amenity spaces are discouraged along the Avenue frontage at grade as well, as they also tend to become privatized, less animated spaces.



Residential Standard B



Residential Standard C

Performance Standard #11: Setbacks for Civic Spaces

In special circumstances where civic or public spaces are desired, additional setbacks may be encouraged.

Rationale

Special corners or major intersections may be appropriate locations for civic plazas or open spaces. Where this is appropriate, new mid-rise buildings may be set back at the corners.

Official Plan Reference

3.1.2 Built Form

Policies: 3 a) and 4



An example of a civic plaza framed by mid-rise buildings set back from the corner - Tivoli Square, Washington DC. ^{10,11}

Performance Standard #12: Balconies & Projections

Balconies and other projecting building elements should not negatively impact the public realm or prevent adherence to other Performance Standards.

- Balconies on the front façade (projecting or inset) should not be located within the first 3 storeys.
- Balconies on the street-facing façade should be inset behind the street wall within the Pedestrian Perception Step-back zone (between 3 - 6 storeys).
- Balconies on the rear façade should be setback a minimum of 10 metres from the rear property line.
- Balconies or other permanent building elements should not encroach into the public right of way or setback.
- Balconies and other projections (e.g. railings) should be contained within all angular planes.

Rationale

The Performance Standards in this document have been developed to promote appropriately-scaled and massed mid-rise buildings through angular plane and height recommendations. The intent of these Performance Standards is to allow mid-rise buildings to frame the street while avoiding negative impacts on the public realm or neighbouring properties, including excessive shadowing or overlook. Therefore, any architectural features that project from the building face (horizontally or vertically) should be contained within the building envelope as defined by all angular planes.

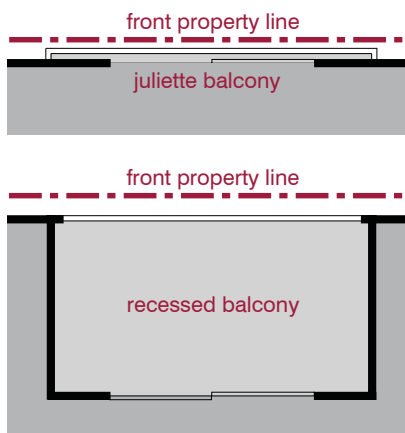
Projecting balconies should not be located within the Pedestrian Perception Zone, or below the first step-back. Within this portion of the building, recessed balconies, Juliet balconies and terraces (as part of a step-back) are acceptable. See Performance Standard 4C.

Full floor height screens or louvers are sometimes utilized on balconies for noise or sun protection. The two considerations for the design and use of these screens include their material and their percentage of the total façade area. Generally, these should not form more than 50% of the Avenue-facing façade.

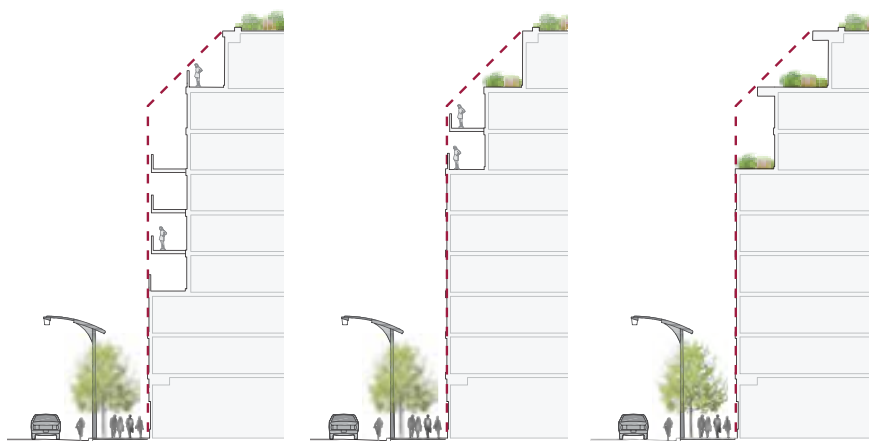
Official Plan Reference

3.1.2 Built Form

Policies: 1, 3 b), 3 c), 3 d), and 6



Plan view of appropriate balcony types below the first step-back location.



Projection, balconies, railings and overhangs should fit within all angular planes.

Performance Standard #13: Roofs & Roofscapes

Mechanical penthouses may exceed the maximum height limit by up to 5 metres but may not penetrate any angular planes.

- All mechanical penthouses should be designed and clad with materials to complement the building façades.
- The portion of the roof not utilized as mechanical penthouses should be developed as green roofs and/or usable outdoor amenity space. Green roofs should be compliant with the City's Green Roof By-law.

Rationale

Mechanical penthouses above maximum allowable heights are already permitted through City zoning by-laws. Mechanical penthouses that extend above the height limit, but fall within the angular planes, will not impact shadowing, will generally not be visible

from the adjacent Avenue sidewalks and are minimally visible from the opposite sidewalk. By keeping penthouses within the angular planes it will position the penthouse to the centre of the roof. However, as mechanical penthouses will be visible from adjacent properties, including neighbourhoods, they must be designed with materials that are complementary to the architecture of the building. Methods for reducing the height and size of mechanical penthouses should be explored or integrated into the top floor of the building.

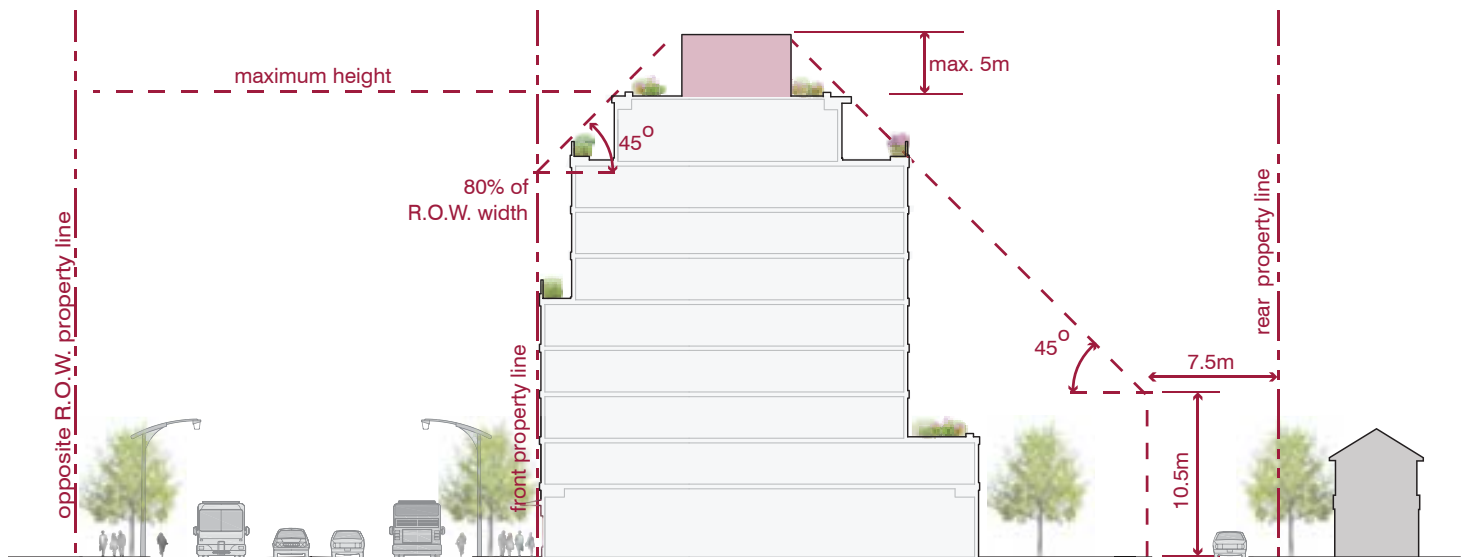
Where it is not possible to achieve a mechanical penthouse within these guidelines, the optimal building height may not be achieved or the mechanical penthouse will need to be located within the uppermost storey of a building.

Sustainable technologies, such as photovoltaic panels, should be encouraged for the roofs of mid-rise buildings. These technologies may take up more space than a typical rooftop mechanical penthouse, but should still be contained within the angular planes.

Official Plan Reference

3.1.2 Built Form

Policies: 1, 3 b), 3 c), 3 d) and 6



Example of mechanical penthouse placement within all angular planes.

Performance Standard #14: Exterior Building Materials

Buildings should utilize high-quality materials selected for their permanence, durability and energy efficiency.

Rationale

Official Plan Amendment 66 provides the City of Toronto with new powers over the exterior design of buildings as well as the inclusion of sustainable building features under paragraphs 2(iv) and (v) of Section 114(5). These new provisions will help the City to achieve the recommendations in this performance standard, and the study as a whole.

Building materials are a key component of exterior building design, and the choice of appropriate materials is integral to the process of creating new buildings that will positively influence the character of the Avenue streetscape.

The use of appropriate exterior building materials at grade, particularly at the street wall and areas which are visible from the public realm, is an important design consideration to help new development support the public realm and fit with the existing and/or planned context.

Certain materials should be discouraged on façades visible from the public realm, however innovative use of materials is encouraged.

Through the City's Site Plan control review process, new development will provide drawings depicting the exterior design, including materials (see page 6 of the following document: www.toronto.ca/planning/pdf/dev_approval_form.pdf for required drawings for Site Plan Application submission). In reviewing a project through Site Plan Control, the City can consider and secure the exterior design and exterior architectural details, including its doors, roofs,

windows, and decorative elements, such as cornices and belt-courses. The City can also consider general façade materials, which influence a project's character, scale, appearance and how it relates to adjacent buildings.

Official Plan Reference

3.1.1 The Public Realm

Policies: 5

3.1.2 Built Form

Policies: 2 c) and 3 c)



An example of context sensitive façade design and material selection.

Performance Standard #15: Façade Design & Articulation

Mid-rise buildings will be designed to support the public and commercial function of the Avenue through well articulated and appropriately scaled façades.

- **The street wall of buildings on the Avenues should be designed to create a comfortable, yet highly animated, pedestrian environment through a rhythm of multiple retail frontages, architectural articulation, numerous entrances, display windows, canopies and signage.**
- **The ground floor of all buildings should be articulated and highly transparent, with a minimum 60% of this frontage to be glazed and transparent.**
- **Building materials will be high quality and contribute to a human-scaled public realm.**
- **Blank walls should be avoided.**
- **Utilities, vents and other undesirable elements should be avoided on the lower levels of façades adjacent to the public realm or should be integrated into the architectural composition.**
- **Permanent opaque covering on windows and doors that prevent views into buildings should be discouraged.**

Rationale

Official Plan Amendment 66 provides the City of Toronto with new powers over the exterior design of buildings as well as the inclusion of sustainable building features under paragraphs 2(iv) and (v) of Section 114(5). These new provisions will help the City to achieve the recommendations in this Performance Standard, and the study as a whole.

The façade is the exterior of a building visible to the public, and its exterior design contributes to a more beautiful and engaging Toronto. The exterior design of a façade includes the form, scale, proportion, pattern and materials of building elements, including doors, roofs, windows and decorative elements. It is important to consider the exterior design of a façade at grade as it relates to the general layout and organization of interior spaces closest to the pedestrian environment. In particular, the placement of doors and unobstructed clear glass windows, with little or no tint, play an important role in supporting a safe, accessible and vibrant public realm, provided that the design is also bird friendly. These design measures are necessary to help new development support the public realm and fit with the existing and/or planned context.

A harmonious relationship between a new façade and its context can be achieved through contemporary expression, provided that the existing context, proportions, forms, size and scale are fully respected and appropriate materials are used. In particular, the placement of doors and unobstructed clear glass windows, with little or no tint, play an

important role in supporting a safe, accessible and vibrant public realm. Entrance canopies or awnings, for example, create a vibrant public realm and should be encouraged. A new façade need not be a simple replication of adjacent building façades.

Building articulation is equally important in a building’s contribution to human-scale at the street level. The application of sensitive building massing, high quality materials and design excellence will ensure that all new buildings on the Avenues contribute to a great public realm.

Official Plan Reference

3.1.1 The Public Realm

Policies: 5

3.1.2 Built Form

Policies: 2 c) and 3 c)



Monument in Paternoster Square ¹²



Examples of modern and historic buildings with façades that have a fine grain character.

Performance Standard #16A: Vehicular Access

Wherever possible, vehicular access to on-site parking, loading, and servicing facilities should be provided from local streets and rear lanes, not from the Avenue.

Rationale

Avenues strategies mandate a pedestrian-focus for the Avenues. All of the previously completed Avenues Studies reviewed have recommended an uninterrupted pedestrian realm by locating driveways and vehicular access points to the rear or side of buildings.

Any new development along the City's Avenues should reiterate the importance of removing vehicular access from Avenues (whether they are currently utilized as main streets or not) with the following guidance:

- Side street access should generally be considered the primary solution
- Narrow sites and mid-block sites should first seek laneway access

If the only point of access available is from the Avenue, then a series of guidelines should be applied to its design, location and width. Examples of key guideline recommendations include a maximum dimension for the entrance-way and no double height access points. The width of the entrance should be as narrow as possible and represent a maximum percentage of the building frontage. See Performance Standard 16B for mid-block vehicular access guidelines.

To improve on existing laneway systems along the Avenues, the City should seek to acquire land to extend laneways to full block length. The Performance Standards for rear transitions (see Performance Standards 5A - 5C) require a minimum 7.5 metre setback from the rear property line which would allow for two-way lane access.



Illustration of a vehicular access point located off of a side streets.

Requirements for loading spaces (both type and size) are set out in the zoning by-law and are dependent on use and gross floor area. Refer to the new draft zoning by-law: www.toronto.ca/zoning/bylaw/ZBL_NewProvision_Chapter220.htm

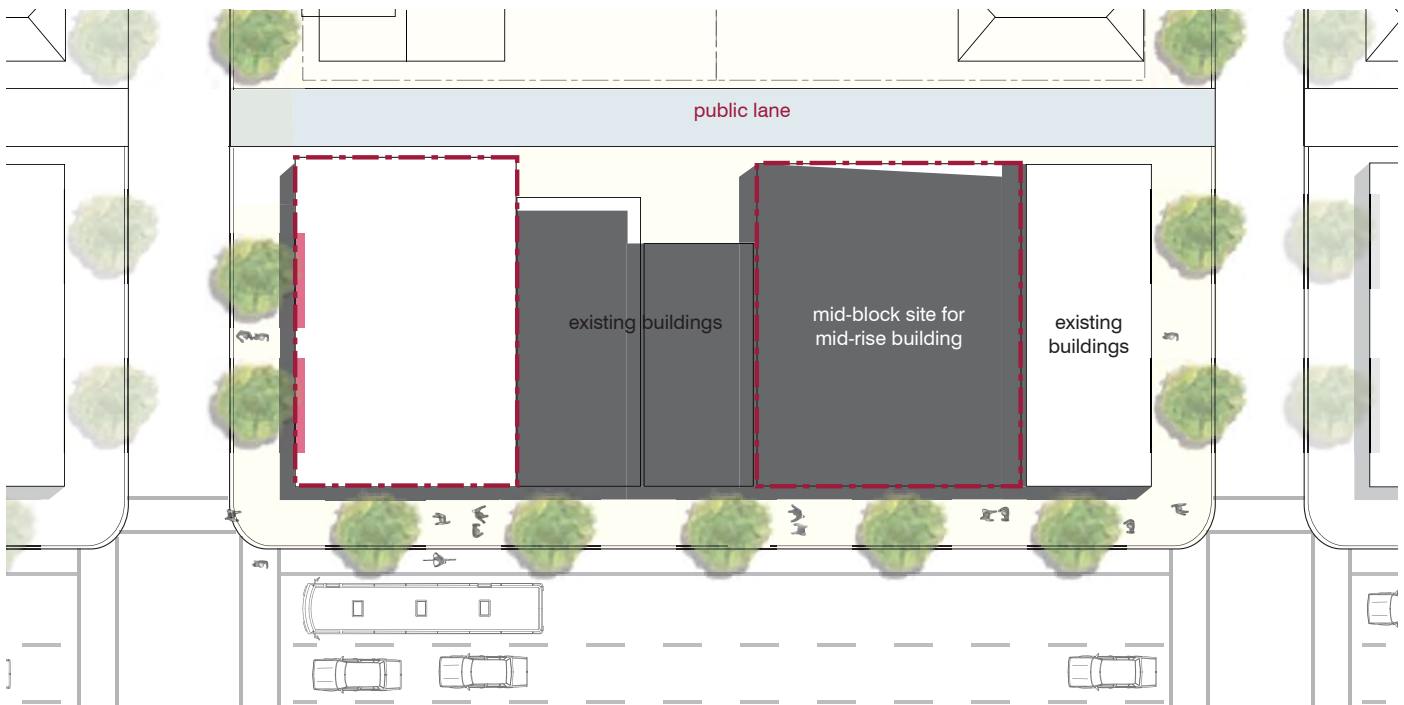
Official Plan Reference

3.1.2 Built Form

Policies: 2 a) and 2 b)

4.5 Mixed Use Areas

Policies: 2 i)



Vehicular access points should be located off of laneways or side streets wherever possible.

Performance Standard #16B: Mid-Block Vehicular Access for Constrained Sites

Mid-block vehicular access should be avoided wherever possible. However, there are instances where this is the only point of access for certain Avenue sites. For mid-block sites without rear lane access, a front driveway may be permitted, provided established criteria are met, including:

- The driveway is located as far from the adjacent intersection as possible or a minimum of 30 metres from the centre of the driveway to the centre of the nearest side street;
- Appropriate spacing between adjacent driveways is maintained resulting in no more than one driveway every 30 metres;
- A 6.0 metre public lane is provided at the rear of the property which will form part of a continuous laneway system within the block as adjacent properties redevelop;
- As redevelopment occurs, approved mid-block driveways to the Avenue should be designated for shared access to serve adjacent properties in lieu of, and until a rear public laneway is established; and,
- Where front driveways are permitted, they should be contained within the building massing with additional floors built above the driveway.

Rationale

Mid-block vehicular access should be avoided wherever possible as it conflicts with pedestrian movement. However, mid-block access should be considered where no alternatives are available. Where front lane entrances are permitted, they should also facilitate improved access for neighbouring Avenue mid-block sites through shared driveways and rear lane dedication.

On some of the more suburban Avenues, if side street or laneway access is not possible, new development sites that amalgamate several lots with multiple existing curb cuts can potentially retain one entrance on the Avenues in an appropriate location.



Where front driveway access is permitted, it should be incorporated into the definition of the street wall.

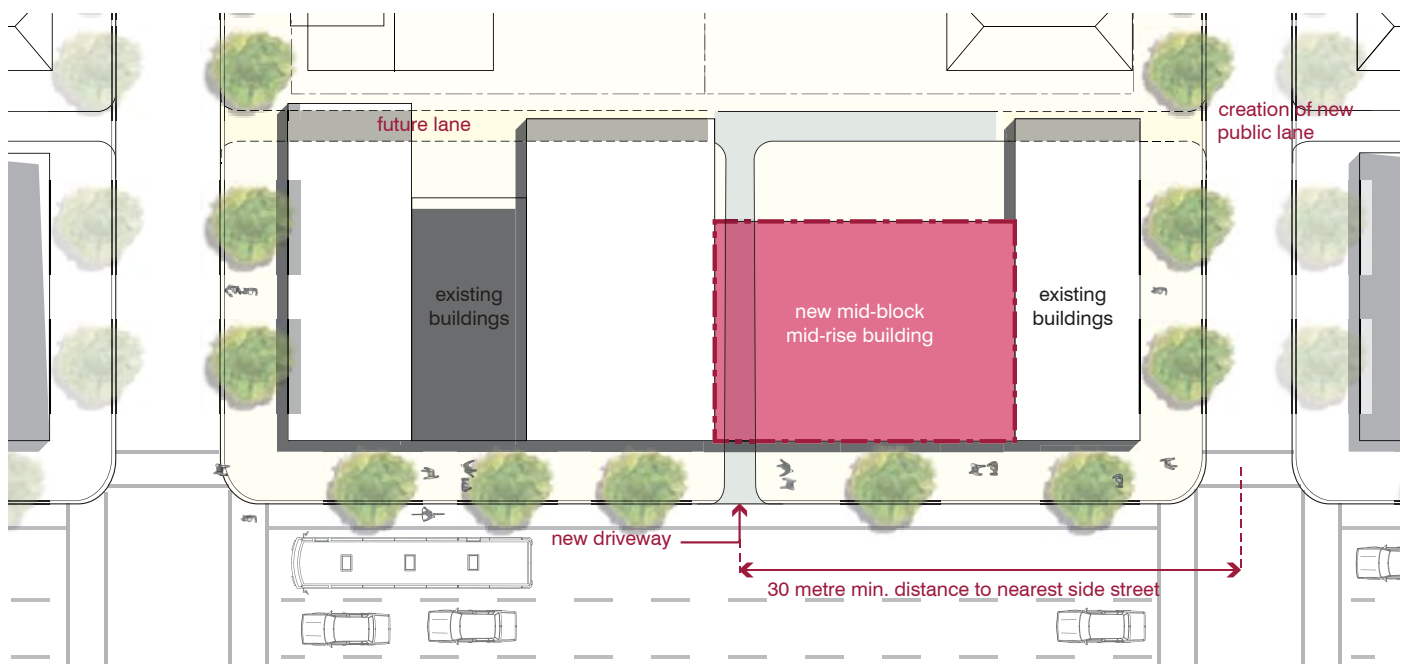
Official Plan Reference

2.2 Structuring Growth in the City: Integrating Land Use and Transportation

Policies: 3 c)

3.1.2 Built Form

Policies: 2 a) and 2 b)



Where a development is permitted to include front lane access, the project should result in improved access for neighbouring mid-block Avenue properties through shared driveway and rear lane dedication.

Performance Standard #17: Loading & Servicing

Loading, servicing and other vehicular related functions should not detract from the use or attractiveness of the pedestrian realm.

- **Ideally, garbage, loading, servicing and utility functions should be integrated within the interior of a building at the rear whenever possible, with access from a rear lane or side street.**
- **Rear lanes should always exit onto adjacent side streets.**

Rationale

Parking, loading and servicing are all necessary functions of a mid-rise building. Loading, servicing and other vehicular related functions should be located away from the pedestrian realm in order to create a safe, functional and attractive pedestrian environment. Ideally, mid-rise buildings should provide for public pick-up.

The creation of a minimum ground floor height of 4.5 metres, as recommended in Performance Standard 3, provides better clearance for garbage and loading functions. However, overhead loading for bulk garbage collection requires a minimum clearance of 6.1 metres.

On constrained properties (very narrow or very shallow), loading and servicing facilities should consider alternative solutions.

Buildings with less than 31 units do not require Type G loading and pick-up space is not required. The standards for loading and servicing are set out in the Zoning By-law and vary by use and floor area.

Official Plan Reference

3.1.2 Built Form

Policies: 2 a) and 2 b)

4.5 Mixed Use Areas

Policies: 2 i) and 2 j)



Vehicular access for loading and servicing should be integrated into the overall building design and located off of secondary streets or laneways.

Performance Standard #18: Design Quality

Mid-rise buildings will reflect design excellence and green building innovation utilizing high-quality materials that acknowledge the public role of the Avenues.

Rationale

Great design invested in a mid-rise building will promote reinvestment in adjacent properties. In turn, the role of the Avenue as a neighbourhood centre and destination will be strengthened and the market conditions for retail will be enhanced.

The Performance Standards recommended in this document are intended to set a framework for as-of-right zoning permissions for mid-rise buildings on Avenues. They are based on minimum Performance Standards as zoning by-laws or Urban Design Guidelines and will not in themselves result in design excellence. Rather, they will assist in preventing unacceptable forms of development. Recognizing that creative solutions will emerge, which may not match all of the requirements of the Performance Standards, it is recommended that the City appoint a design review panel to review mid-rise building applications located on the Avenues.

Buildings that meet these Performance Standards should move quickly through the approvals process, avoiding the need for rezonings and Official Plan amendments, lengthy processes that have deterred redevelopment of the Avenues in the past.

With new development rights comes an obligation from the development industry to invest in high quality design and materials, green building strategies and to assist the City in creating a spectacular public realm embodied in wide tree-lined sidewalks, parks, open spaces and public art. To encourage a high level of environmental performance, the City offers a 20% refund on development charges for development that meets both Tier 1 and Tier 2 of the Toronto Green Standard.

Through the Site Plan Control process, applicants will be expected to demonstrate how a project embodies design excellence through:

- The use of high quality materials
- Sustainable performance measures of Tier 1 of the Toronto Green Standard are required
- High quality streetscape treatments of the adjacent public realm
- Façade articulation
- Sensitive and creative massing of the building to create appropriate microclimate conditions for pedestrian comfort
- Appropriately scaled and attractive signage
- Transparency at the ground floor level (should be in keeping with the Bird Friendly Performance Measures within the Toronto Green Standard)
- Multiple entranceways facing the street
- Landscaping elements that assist in buffering mid-rise buildings from adjacent low-rise residential buildings
- Screening of utilities and loading areas
- Design of mechanical areas and penthouses that use materials that complement the architecture of the building

Official Plan Reference

1.5.1 Supporting the Foundations of Competitiveness

Policies: 1 c)

3.1.1 The Public Realm

Policies: 1 a), 1 b), 1 c), and 1 d)



(Top) Octavia Gateway Building in San Francisco, CA. ¹³
(Above) ROAR 1 Building in Vancouver, BC. ¹⁴



Performance Standard #19A: Heritage & Character Areas

All mid-rise buildings on the Avenues should respect and be sensitively integrated with heritage buildings in the context of Heritage Conservation Districts (HCDs).

Rationale

The Avenues that have built or cultural character (including those that may or may not include listed or designated buildings) have been studied to provide guidance for the City and developers regarding building design and architectural character - see Appendix A: Character Area Study.

The City of Toronto has policies in place that demonstrate the value placed on its heritage properties and heritage conservation districts (HCDs), including requirements for how individual buildings should be protected and integrated into new developments, and this study recognizes these guidelines. Where they are in place, HCDs shall prevail if there is a conflict.

In general, where new mid-rise buildings are developed in Character Areas, building design should be sympathetic to context and certain heritage characteristics. This may include, but is not limited to, building step-backs and cornice lines, façade articulation, and building materials. Where applicable, all of these design elements should be appropriate to their heritage context. For further guidance on specific sites, see Appendix A: Character Area Study.

The following Guidelines will outline the requirements/guidelines for new development:

- in Heritage Conservation Districts
- adjacent to heritage buildings
- in Character Areas
- on heritage buildings (Part IV)

Official Plan Reference

2.2.3 Avenues: Reurbanizing Arterial Corridors

Policies: 3 c) v)

3.1.2 Built Form

Policies: 3 a)

3.1.5 Heritage Resources

Policies: 1 a), 1 b), and 2



Many buildings on Queen Street West have heritage character.

Performance Standard #19B: Development in a Heritage Conservation District

The character and values of HCDs must be respected to ensure that the district is not diminished by incremental or sweeping change.

- Development within an HCD must adhere to the guidelines of the district (see City's guidelines: www.toronto.ca/heritage-preservation/heritage_districts.htm)
- New mid-rise development will be permitted in HCDs, as per the allowances in the individual HCD plans.
- Where they are in place, HCDs shall prevail if there is a conflict.

Official Plan Reference

3.1.5 Heritage Resources

Policies: 1 a), 1 b), and 2

Performance Standard #19C: Development Adjacent to Heritage Properties

Development adjacent to heritage properties should be sensitive to, and not negatively impact, heritage properties.

- **Mitigation measures must be taken to ensure the heritage properties are respected and not negatively impacted.**
- **New developments must not diminish the cultural heritage values or physical materials and identified attributes of the heritage property.**
- **Impacts to the perception of the heritage properties or its prominence within an existing context should be minimized.**
- **Sight lines and views to identified landmarks should not be encroached upon by new developments.**

Rationale

Individual Avenue Character Area Maps in Appendix A identify the designated heritage properties along the Avenues. Certain Avenues have a higher concentrations of these properties than others, but all heritage properties must be considered where redevelopment is adjacent to these properties.

Most areas within the City have not been subject to a systematic survey of heritage resources and the City's heritage inventory is continually being updated. For the most recent heritage properties, the City's Heritage Preservation Services should be contacted.

This guideline will ensure that existing heritage properties are protected and considered through redevelopment of the Avenues.

Official Plan Reference

3.1.5 Heritage Resources

Policies: 1 a), 1 b), and 2



Example of a listed heritage property on an Avenue: 614 Eglinton Avenue West: Forest Hill Fire Hall and Police Station, 1932; G.A. Bachman and A. Wilson, architects; two storey eastern wing, Forsey Page and Steele, architects, 1937; two storey eastern addition, J.G. Sutherland.

Performance Standard #19D: Character Area: Fine Grain Fabric

New mid-rise buildings in Character Areas that have a fine-grain main street fabric should be designed to reflect a similar rhythm of entrances and multiple retail units.

- Vertical articulation should generally be consistent with the rhythm of adjacent main street buildings or façades.
- The street wall of buildings on the Avenues should be designed to create a comfortable yet highly animated pedestrian environment utilizing a rhythm of multiple retail frontages architecturally articulated through materials, numerous entrances, display windows, canopies and signage.

Rationale

The fine grain fabric found on these Avenues is a result of narrow lot patterns, generally not wider than 6 metres. The fabric of Toronto's main streets is part of what makes the Avenues so special. New buildings within a Character Area must seek to maintain this rhythm and fabric at grade and within the lower storeys that impact the public realm.

Official Plan Reference

3.1.2 Built Form

Policies: 1 a), 3 a), and 4



Typical main street fabric in Toronto's Old City.



Examples of new mid-rise buildings that create a fine grain ground floor façade.

Performance Standard #19E: Character Area: Consistent Cornice Line

Buildings in a Character Area should maintain a consistent cornice line for the first step-back by establishing a “datum line” or an average of the existing cornice line.

- This front step-back for mid-block conditions should be a minimum of 1.5 metres and reference the average cornice line.
- This front step-back for corner conditions should be a minimum of 1.5 metres and continue the adjacent cornice line.

Rationale

New buildings that maintain and reference the existing cornice line of a predominant main street fabric will be better integrated into their Character Area context.

Official Plan Reference

3.1.2 Built Form

Policies: 1 a) and 3 a)



Examples of mid-rise buildings that have maintained a consistent cornice line with the surrounding built form context.



Performance Standard #19F:

Character Area: Vertical Additions

Additions to existing buildings are an alternative to redevelopment projects on the Avenues, and should be encouraged in areas with an existing urban fabric.

- Additions will not exceed the overall maximum height for the site.
- Additions should fit within the permitted envelope (i.e. will meet all angular plane provisions outlined in the Performance Standards).
- Vertical additions should adhere to the Performance Standards that address façade articulation.
- Additions should not be more than 50% of the existing building height.

Rationale

Avenues that are within Character Areas may be appropriate places for alternative forms of reurbanization or intensification, such as reuse of existing buildings, small scale infill and building additions.

By designing appropriate vertical additions, the existing fabric of the street is maintained and a more modest scale of intensification is achieved.

Where vertical additions are located on top of heritage buildings, their visual impact should be minimized through angular planes and the use of compatible and/or complementary materials.

Official Plan Reference

3.1.5 Heritage Resources

Policies: 8 b), and 8 f)



Reurbanization and intensification may be accommodated through vertical additions to existing buildings on the Avenues.

Performance Standard #19G: Character Area: Other Considerations

Additional “context sensitive” design and massing guidelines should be considered for development in Character Areas, including:

- Use of compatible building materials
- Consider the character & placement of existing signage
- Use of front and side step-backs to mitigate different building heights
- Minimize the height of blank walls
- Ground floor heights/characteristics of character or heritage buildings should also inform new development to enhance the pedestrian realm

Rationale

The Character Area descriptions contained in Appendix A provide a general summary of the individual Character Areas and some of their important characteristics. Key context sensitive design opportunities should be considered within Character Areas.

City Staff will work closely with developers to ensure that mid-rise building design in Character Areas is appropriate to the context.

Official Plan Reference

3.1.2 Built Form

Policies: 3 a) and 4



Example of complementary materials used in a modern building adjacent to a historic building. ^{15,16}



Section 4: Recommendations

4.1

Introduction

Relatively few mid-rise buildings have been developed on Toronto's Avenues to-date. The existing zoning does not always permit mid-rise buildings on the Avenues and can create a lengthy and expensive approvals process that has been identified as a major obstacle by the development community. There is a need to update zoning on the Avenues to be consistent with Official Plan policies, and implement a process that will encourage developers to build more and better mid-rise buildings. The following section recommends the implementation of the Performance Standards either through zoning or urban design guidelines, as well as other recommendations effecting City policies and processes. This section summarizes these recommendations.

4.2

Implementing the Performance Standards

To realize the vision for the Avenues, updated zoning is required. As of right zoning will shorten the process which presently discourages mid-rise development on Avenues and will provide certainty to both the development community and public. Zoning which reflects the recommended Performance Standards from Section 3 of this document will provide greater certainty and will help catalyze mid-rise reurbanization on the Avenues.

4.2.1 As-of-Right Zoning

The development community has cited “certainty in the process” as an important factor in creating the conditions that will catalyze mid-rise building development in Toronto. The time and costs associated with obtaining approvals in the context of zoning that is out-of-date with the Official Plan can be lengthy and considerable enough to dissuade developers from considering mid-rise building development as viable. As a result, the development community has recently focused its attention on either low-rise townhouse projects which may fall within the existing zoning permissions or high-rise projects which involve the same costly approvals process as mid-rise projects - but costs can be better absorbed within these larger projects. When initiating a project requires an Avenue Segment Study and rezoning a property, mid-rise developments on the Avenues is considered a high risk - low return proposition.

Through new as-of-right zoning, the City can provide a positive environment to the development community by removing this uncertainty. Developers will be able to develop projects of a size that, while moderate compared to high-rise projects, can be designed, approved, built and marketed in a straightforward and profitable manner. As-of-right zoning will provide a higher level of certainty to the development process and will mitigate the inherent risks associated with any development project. Developers working within this regulatory environment will now know how much they can build and general timeframes for approvals. By forgoing the rezoning process, the benefit to developers will be a significantly reduced approvals timeframe, if development is built within the new as-of-right permissions.

The adoption of as-of-right mid-rise zoning across the applicable Avenues should alleviate bottlenecks in the approvals process. It would create an incentive for developers to develop mid-rise buildings not only in the established market areas but also along the outlying Avenues.

4.2.2 Character Areas

As part of this study, the Consultant Team undertook a Character Area study which looked closely at the different built, natural and cultural characteristics that define the City's diverse and varied Avenues. Section 2.3.1 identifies these Character Areas and suggests how they should be treated, and Appendix A provides a summary of the historical context of each of the Character Areas that overlap with the Avenues. This study recommends that development within Character Areas should respond to the unique features of the area – both those that have been identified in a preliminary way through the Character Area Study and Character Area Performance Standards (19A - G) and through further consideration at the time of application.

To ensure that developments contextually fit with the various characteristics found along the Avenues, this Study recommends an addition to the Site Plan submission requirements for buildings within Character Areas. Following a preliminary meeting with City Planning Staff, developers (owners, architects) should be asked to submit a brief narrative - "Character Area Response Statement" that outlines how the design integrates with or reflects important elements of the existing or planned context. The Character Area summaries may provide a basis for this. This statement should accompany drawings submitted for the Site Plan Review Process.

The intent is not to create an onerous process, but to encourage the applicant to consider how a mid-rise building will "fit" within the context of an area.

4.3

Official Plan

The City's Official Plan review will commence in 2011. This study involved an examination of the Avenues identified in the Official Plan Map 2 - Urban Structure. During the Official Plan review, opportunities to strengthen and expand the Avenues policies should be considered, including the potential to amend existing designations if they are inconsistent with the function and vision of the Avenues.

4.3.1 Reconsidering the Avenues

While the scope of the Avenues and Mid-Rise Buildings Study does not include recommendations for amendments to existing Avenues' land use designations, certain areas and/or policies should be reviewed during the City's statutory Official Plan review.

- Transit service has an impact on growth and vice versa. As described earlier in this document, there are only certain land use designations on the Avenues that are identified for growth, and others, such as Neighbourhoods, are not intended for intensification. With the potential phase-in of future Transit City routes, the land use designations along the Avenues may need to be reconsidered. For example, there are significant stretches of Eglinton Avenue West and Lakeshore Boulevard West, that are currently designated as Neighbourhoods. Certain segments of these Transit City routes contain single family houses, with multiple driveways along the street. The City should review how those segments could be intensified within the Neighbourhoods land use designation or consider a new land use designation for those areas.
- A number of Transit City routes have been identified, for example, Jane Street and Finch Avenue West, that are not currently identified as an Avenue in the Official Plan Map 2 - Urban Structure. These routes may become important locations for intensification, and should be studied to see if intensification is warranted.
- The implementation of Transit City will effect the public realm on Avenues where a dedicated LRT line will be located. The City will need to widen sidewalks on these streets to ensure the safety and comfort of pedestrians using these dedicated routes. Further study should be undertaken to determine where setbacks, in addition to those proposed in this study, will be required along Transit City lines.
- Avenue Segment Studies should not be required for Avenues or portions of the Avenues that receive as-of-right zoning as a result of this study.

4.4

City Administration & Processes

Implementation of updated Avenues zoning and design guidelines requires a concerted effort from City Staff, in all Divisions, to adopt a holistic city-wide system for public education, development application review and approval for mid-rise buildings. Such a system could reduce the approvals time for applicants, which has been identified as a major barrier to mid-rise development.

4.4.1 Mid-Rise Interdivisional Team

The City should extend the mandate of the Mid-Rise Interdivisional Team (MRIT) to address the lengthy rezoning and Site Plan approval process. Developers have indicated that this process can take up to eighteen months which is generally just as long as the process for a tall building. A dedicated MRIT, that is familiar with the challenges developers face when developing mid-rise projects, could help identify ways in which to shorten the process. The MRIT will be most effective if the review period is kept to a minimum, thereby shortening the timelines currently experienced by developers.

An application that meets the Performance Standards (zoning and urban design guidelines) should move through the Site Plan process quickly. If developers are provided certainty in the process and the knowledge that they will have a reduced wait time for approvals, they will be more inclined to develop according to City standards. To facilitate an on-going efficient approvals process, it is recommended that the MRIT created to facilitate this Study be permanently established as a review mechanism for all future Avenues mid-rise applications. The final decision whether an application generally meets the mid-rise Performance Standards should be that of the Chief Planner or his/her designate.

The MRIT is comprised of representatives from the following divisions/departments:

- Affordable Housing Office
- City Planning
- Corporate Finance
- Deputy City Manager's Office, DARP Team
- Economic Development, Culture & Tourism
- Facilities & Real Estate
- Fire Services
- Legal Services
- Municipal Licensing & Standards
- Office of the Mayor
- Parks, Forestry & Recreation
- Social Development, Finance and Administration
- Solid Waste Management
- Technical Services
- Toronto Building
- Toronto Association of Business Improvement Districts
- Toronto Community Housing Corporation
- Toronto Parking Authority
- Toronto Transit Authority
- Toronto Water
- Transportation Services

The recommended Avenues mid-rise development application process envisioned would be as follows:

- After preliminary review by City Planning Staff, issues of site plan control should be dealt with through a ‘sitting’ of the MRIT, augmented when necessary, by the Design Review Panel.
- Projects meeting the Performance Standards but requiring minor deviations or amendments to ensure viability, may employ the Compliance Alternatives or develop other acceptable alternatives that reflect the intent of the standards.

The MRIT could be empowered as a functional unit to:

- a) expedite the review and approval of Avenues mid-rise building applications;
- b) expedite acceptable minor amendments, for example, forward a ‘recommendation to approve’ letter to the Committee of Adjustment where applications meet the intent of the Performance Standards but not the letter of the zoning. The Design Review Panel may serve as a resource to assist the MRIT where issues of design require a minor amendment;
- d) create and adopt additional compliance alternatives that can act as templates for applications on constrained sites; and,
- e) assist the City in seeking amendments and compliance alternatives to provincial boards and agencies.

However, proposals that seek significant exemptions to the height and angular plane provisions of the Performance Standards will not have access to this expedited approvals process and will be required to follow the regular planning process, that may require rezoning.

4.4.2 Design Review Panel

The Design Review Panel is suggested as a means of assisting applicants and the MRIT in its review of applications – particularly where issues of design become obstacles in the site plan review process or where innovative design concepts do not comply with the Performance Standards. The Design Review Panel would assist in promoting high-quality design and creating a design-culture for the Avenues that embraces innovation and sustainability.

The City has updated their ‘mandate’ for the Design Review Panel to include qualified projects on the Avenues:

- 2) The application is located along an “Avenue”, as identified in OP Map 2, and contains significant public realm impacts as a result of its location, scale, form or architectural quality; and
- 3) The application is for a mid-rise or tall building, shopping and leisure complex, or mixed use scheme and is located along a Transit Priority route as identified in OP Map 4 and Map 5.

(See the City’s website: <http://www.toronto.ca/legdocs/mmis/2009/pg/bgrd/backgroundfile-24383.pdf>)

4.4.3 Site Plan Approvals Process

The City should utilize Official Plan Amendment 66 to secure high-quality building materials and streetscapes. Submissions for the Site Plan Approvals process should include 1:50 scale detailed building elevations to ensure quality of design and begin discussions with the City.

4.5

Other Recommendations

A series of other recommendations have been developed through this process, and are outlined below.

4.5.1 Compliance Alternatives

Many, if not most, of the challenges for mid-rise buildings on the Avenues arise as a result of the smaller sites typical of mid-rise development, which do not enjoy the economies of scale of larger sites. Certain municipal and provincial regulations also work against mid-rise solutions, such as the parking and loading requirements of the zoning bylaw and provisions of the Ontario Building Code which further add costs to construction. Furthermore, some smaller sites have size and access constraints which negatively impact the efficiency of the construction process (especially parking, loading and staging). The economic viability of these smaller projects can also be negatively impacted by a long and complex approvals process. This indicates a need for the City to recognize the constraints inherent to many Avenue sites and develop a series of compliance alternatives that developers can refer to when traditional solutions are not possible.

The Mid-Rise Interdivisional Team responsible for reviewing Site Plan submissions for all mid-rise projects on the Avenues, will enable the City's divisions to be familiar with the acceptable compliance alternatives for issues like parking and loading.

As part of this Study, a series of Compliance Alternatives have been recommended that can be applied when reviewing development applications

that do not meet the precise requirements of City regulations. These are currently under review by the City.

Some of the compliance alternatives are derived from past projects that have been approved using acceptable alternative solutions. They should act as a resource for all City divisions and departments included in the application review and approvals process.

Examples of some of the proposed compliance alternatives include:

- Permitting laneway loading or garbage pickup, or shared loading between buildings could be considered as an alternative for mid-rise buildings. Currently, standard loading and garbage pickup methods are sometimes not feasible on mid-rise sites on the Avenues. Enforcement of such methods often results in major negative impacts on the ground floor and upper floor layouts of the buildings, and reduces the economic and construction viability of the structures.
- Innovative solutions for parking, including stackers or car elevators; and
- Changes to the parking requirements on the Avenues such as eliminating the requirement for on-site visitor parking; provision of car-sharing spaces in lieu of resident spaces; and eliminating any parking requirements for retail or office uses (up to a maximum size of retail or office unit).

The compliance alternatives for parking, loading and servicing would still require a minor variance if they do not meet the zoning by-law.

To be of the most benefit to developers and architects, the compliance alternatives should be made available at the early stages of review and as soon as it is determined that a development will have difficulty achieving typical City standards.

4.5.2 Parking Requirements

The Avenues are generally located to coincide with a good level of transit service, thereby reducing dependency on cars in many locations. Parking constraints for mid-rise buildings need to be holistically examined along the Avenues. The City should be able to lower the parking and visitor requirements for new development if developers can justify that they can meet their parking needs in creative ways (e.g. adjacent to subway or LRT stations, auto share opportunities, sharing parking between commercial and residential uses on the same site, or using surplus parking in existing developments).

4.5.3 Bicycle Parking Requirements

Development on the Avenues should encourage cycling as a primary mode of transportation. The creation of ample and convenient bicycle parking will help to encourage this.

Where retail units require bicycle parking, bicycle posts in the adjacent public realm should be counted towards the bike parking requirements.

4.5.4 Indoor Amenity Space Requirements

Many of the Avenues have a high level of community and public-oriented services such as community centres, fitness facilities, parks, religious and cultural centres, among other similar uses.

The City's requirement for indoor amenity space can be prohibitive, and reduce the leasable floor space that is better suited to public uses such as retail. There should be some flexibility built into the requirements.

The amenity space required for mid-rise developments, particularly small mid-rise buildings with few units, can be an obstacle. The City should consider whether amenity spaces that are currently required in each individual building (e.g. fitness or meeting rooms), would be better allocated to more public improvements such as cash in-lieu or improvements to nearby community centres or other similar amenities.

A potential solution to this could be for developers to submit something similar to a "Community Services Report" (as required in Avenue Segment Studies) that outline the existing amenities in the area that would meet the needs of future development.

4.5.5 Outdoor Amenity Space Requirements

The Avenues are often close to parks, and other outdoor spaces. Often the Avenues themselves are the "public amenities". Rather than providing outdoor amenity space as a part of small mid-rise developments, specifically in areas with an abundance of park space nearby, developers could provide cash in-lieu of providing outdoor amenity space on-site, or contribute to local streetscaping enhancements.

4.5.6 Ontario Building Code Issues

Mid-rise buildings on the Avenues often fall just above certain thresholds of size and height identified in the Ontario Building Codes. Buildings above 600 square metres in building area and three storeys in height fall under the more stringent Part 3 of the code (rather than Part 9 which governs low-rise buildings and allows lower-cost combustible construction techniques to be used). There are also thresholds at 18 and 36 metre heights that require additional life and fire safety measures to be incorporated into the building, both of which can affect mid-rise buildings as defined by this study.

Given the relatively small scale of mid-rise buildings on the Avenues, the life and safety requirements often add up to a “belt and suspenders” approach that is costly without providing much measurable improvement to life and fire safety. A new requirement for installation of sprinklers in residential buildings (including mixed-use structures that include retail and/or office uses) comes into effect in 2010. Sprinklers will aid in early fire suppression and reduce need for duplication of measures.

The City of Toronto Building Department has indicated that they are open to considering compliance alternatives that would reduce the cost burden on mid-rise buildings with respect to certain requirements of the Ontario Building Code. Many mid-rise buildings on the Avenues could be expected to be located in close proximity to a fire station, and should be provided with smoke and heat detectors that have a direct connection to a central fire alarm

and to the fire department. Given these factors and the additional fire suppression mechanism of sprinklers, cost-saving measures such as allowing floors to be served by one exit stair only could be considered. Such a measure would free up more valuable space for residential and retail uses and improve the efficiency of the buildings. The savings would accrue even if some additional conditions are imposed, such as maximum distances between suite entry door and stairwell; requiring all units to have balconies or other places of refuge; and specifying a maximum building height based on the height that a ladder truck or other rescue vehicles could safely access.

Additionally, the Province of British Columbia has recently amended their building code to allow buildings up to six storeys to be built with wood frame construction. If Ontario were to make a similar change to its building code, this would provide further incentive to developers to develop mid-rise buildings up to 6 storeys, as it provides an opportunity to use a less expensive method of construction.

Refer to the following Ontario Building Code sections:

- For exiting refer to section *3.4.2.1 Minimum Number of Exits*
- For wood frame construction up to six storeys for residential and commercial uses, refer to sections *3.2.2.43 Group C, up to 6 Storeys* and *3.2.2.51 Group D up to 6 Storeys, Sprinklered*

4.5.7 Areas for Further Study

Through our review of the Avenues, it is obvious that the corridors are vastly different. The character and function can differ even between blocks on the same Avenue. The recommendations and Performance Standards outlined in this document are intended to be used in many, but not all, situations along the Avenues.

a. Subway Nodes & Lines

Although this study has not recommended a different treatment or height rationale for areas adjacent to, or in proximity of subway or LRT stations, previous Avenue Studies have suggested that these areas should be considered for additional height. In these Avenue Studies, proximity to a subway station has not been the only consideration for additional height, i.e. these sites (whether potential sites or current application sites) were considered based on a number of other factors (e.g. could the height transition to adjacent properties, what were the surrounding uses and form, etc). Additionally, new buildings in these areas must still fit into the surrounding context, regardless of proximity to a subway station or node.

It is therefore reasonable to consider that sites on a subway line or in proximity to a subway or LRT station may have a different set of standards. These sites should be considered on an individual basis or become priorities for future Avenue Studies.

b. Very Large Sites

Similar to the subway areas described above, very large sites, or sites that are so large they require new streets and blocks, have so far been treated differently in both Avenue Studies and through approved applications. For example, the Bloor-Dundas Avenue Study identified one site that was over 250 metres deep and bordered by a rail line at the rear, and was identified as being an appropriate location for buildings that were wider than the R.O.W. provided they were setback from the street. A recent development application for Sheppard Avenue East on a site that is approximately 150 metres deep was also approved for a taller building because of the separation distance and ability to fit within an angular plane from the rear.

These sites should be considered on an individual basis or become priorities for future Avenue Studies.

c. Sites Adjacent to Utilities

Similar to subway nodes and lines and very large sites, sites that border utilities may also be considered under a different set of built form standards. These sites may have utilities that “buffer” development from surrounding neighbourhoods by physical elements or separation such as rail lines, wide hydro corridors, or other similar features. These features often result in very wide distances between the rear of a site and existing developments, providing adequate separation distances.

These sites should be considered on an individual basis or become priorities for future Avenue Studies.

d. Eglinton Avenue West (between Martin Grove & Jane Street)

This portion of Eglinton Avenue West is the only segment of an Avenue that has a 45 metre R.O.W. width. As noted in Section 2.2, most of the Avenues fall between 20 and 36 metre R.O.W.s. Using the recommendations presented in Performance Standard 1, a 45 metre R.O.W. could result in a maximum building height of 14 – 15 storeys. As this falls outside of the typical mid-rise definition, this study has not dealt specifically with a 45 metre R.O.W. Given that this is an extremely wide R.O.W., there is potential for taller buildings that could be massed to have an appropriate transition to the street.