



## STAFF REPORT ACTION REQUIRED

### Bloor Corridor/Annex Block Planning Study Official Plan Amendment – Final Report

<b>Date:</b>	November 30, 2016
<b>To:</b>	Toronto and East York Community Council
<b>From:</b>	Director, Community Planning, Toronto and East York District
<b>Wards:</b>	Ward 20 – Trinity-Spadina
<b>Reference Number:</b>	15 227024 STE 20 OZ

### SUMMARY

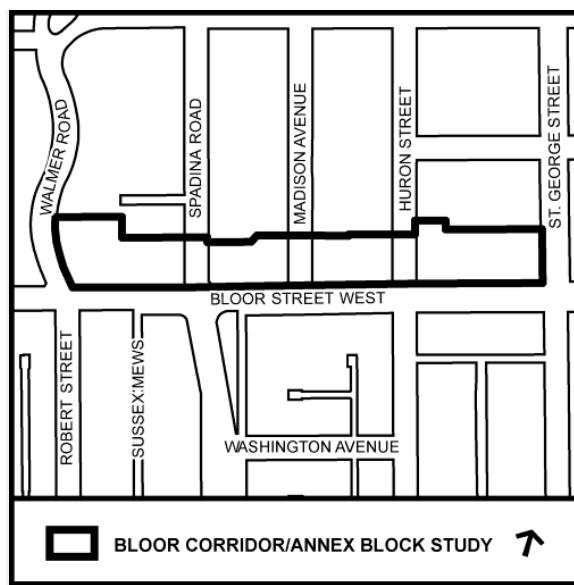
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On June 16, 2015, Toronto and East York Community Council directed staff to undertake a planning study of the properties on the north side of Bloor Street West, between Walmer Road and St. George Street (the "Bloor Corridor/ Annex Block Planning Study").

This report provides a summary of the process and outcome of the Bloor Corridor/ Annex Block Planning Study, as well as proposed Official Plan Amendments to Site and Area Specific Policy No. 334 for the study area and to Official Plan Amendment 199 for certain associated heritage policies.

The proposed amendment to Site and Area Specific Policy No. 334 (Bloor Corridor) clarifies existing Official Plan policies that apply to the study area to assist in assessing development proposals with respect to height, massing and transition.

The amendments provide a framework for adequate tower separation distances for tall buildings, a transition in built form to adjacent *Mixed Use Areas* and *Apartment Neighbourhoods*, and public realm improvements such as wider sidewalks and mid-block connections. A height peak of 25 storeys is proposed at the northeast and



northwest corners of Bloor Street West and Spadina Avenue/Road intersection, with height transitioning downward east and west from it.

The proposed amendment to Official Plan Amendment 199 (Heritage) provides greater protection of the significant silhouette view against the sky of the spires and ridgeline of Knox College (1Spadina Crescent).

This report reviews and recommends approval of City-initiated area-specific amendments as follows: amendment to Site and Area-Specific Policy 334 (Attachment No. 9) and amendment to Official Plan Amendment 199 (Attachment No. 10.)

## **RECOMMENDATIONS**

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### **The City Planning Division recommends that:**

1. City Council amend Site and Area-Specific Policy No. 334 of the Official Plan for the lands on the north side of Bloor Street West between Walmer Road and St. George Street substantially in accordance with the draft Official Plan Amendment attached as Attachment No. 9 to the report from the Director, Community Planning, Toronto and East York District dated November 30, 2016.
2. City Council amend the heritage description of Official Plan Policy A.5 Knox College and Official Plan Amendment 199 attached as Attachment No. 10 to the report from the Director, Community Planning, Toronto and East York District dated November 30, 2016.
3. City Council authorize the City Solicitor to make such stylistic and technical changes to the draft Official Plan Amendments as may be required.

### **Financial Impact**

The recommendations in this report have no financial impact.

### **DECISION HISTORY**

On June 16, 2015, Toronto and East York Community Council adopted the recommendations of a Preliminary Report from the Director, Community Planning, Toronto and East York District dated May 20, 2015 regarding a Zoning By-law Amendment application for the property at 316 Bloor Street West (Application No. 15 108641 STE 20 OZ).

In order to assist staff in assessing the appropriate height and massing for the proposed development at 316 Bloor Street West and adjacent properties, Toronto and East York Community Council directed City Planning staff to undertake a study of the properties on the north side of Bloor Street West, between Walmer Road and St. George Street (Bloor Corridor /Annex Block Planning Study). The Toronto and East York Community Council Decision is available at:

## ISSUE BACKGROUND

### Reasons for the Study

The Bloor Corridor/Annex Block Planning Study was initiated due to recent interest from developers in redeveloping properties along this segment of the Bloor Street West Corridor with new buildings that exceed the parameters of the existing planning framework with respect to building height, setbacks from property lines and transition in scale to the surrounding area.

A Zoning By-law Amendment application is under review by City staff for a 42-storey building at 316 Bloor Street West. City Planning staff have received preliminary inquiries for other tall building proposals within the area, including the property at 300 Bloor Street West (Bloor Street United Church).

Members of the local community raised concerns regarding potential negative impacts of the proposed development at 316 Bloor Street West on the existing built form character of Bloor Street West and Madison Avenue. At a community meeting on April 2, 2015 held by the Ward Councillor regarding the 316 Bloor Street West application, there was support from the community and the applicant for a Bloor Corridor/Annex block study to be prepared by City Planning staff. The Bloor Corridor/Annex study has been conducted concurrently with the review of the 316 Bloor Street application, and will inform City Planning staff's recommendations regarding the proposal to be addressed in a separate staff report.

Further details regarding the Bloor Corridor/Annex Block Planning Study can be found at: [www.toronto.ca/planning/blooranx](http://www.toronto.ca/planning/blooranx)

### Site and Surrounding Area

The study area consists of 14 properties with frontage on the north side of Bloor Street West, and is bounded by Walmer Road to the west and St. George Street to the east. The study area is approximately 445 metres in length and the properties range from 40 to 60 metres in depth.

The lands within the study area are generally flat. The right-of way width of Bloor Street West at the study area is 20 metres west of Spadina Avenue/Road and is 27 metres east of Spadina Avenue/Road.

The existing character of the study area generally consists of mixed-use buildings with retail/restaurant uses at grade and office/residential uses above. Building heights generally range from two- to six-storeys, with the exception of the following:

- 18-storey student residence building at 310 Bloor Street West (northeast corner of Bloor Street West and Madison Avenue);
- 13-storey hotel/residential building at 280 Bloor Street West; and

- 19-storey mixed-use building at 360 Bloor Street West (northeast corner of Bloor Street West and Walmer Road).

The study area includes two heritage properties: the Bloor Street United Church at 300 Bloor Street West (northwest corner of Bloor Street West and Huron Street) is listed on the City's Heritage Register; and the University of Toronto Jackman Humanities Building at 170 St. George Street (northwest corner of Bloor Street West and St. George Street) is designated under Part IV of the *Ontario Heritage Act* by By-law 129-89.

There is a Zoning By-law Amendment application for the property at 316 Bloor Street West to permit a 42-storey (132-metre) mixed commercial/residential building, which is under appeal at the Ontario Municipal Board (OMB) due to City Council's failure to make a decision on the application within the time prescribed under the *Planning Act*. A pre-hearing OMB meeting is anticipated for Q1 of 2017 and the OMB hearing is scheduled for June 2017. A copy of the Preliminary Report is available at:  
<http://www.toronto.ca/legdocs/mmis/2015/te/bgrd/backgroundfile-81058.pdf>

The following uses surround the study area:

North: is the Annex neighbourhood, which extends north to Dupont Street and is bounded by Bathurst Street to the west and Avenue Road to the east. The area generally consists of house-form heritage buildings containing a mix of residential and commercial uses and includes the Council-approved West Annex Phase 1 (Madison Avenue) Heritage Conservation District (HCD). The Spadina Subway station is located on the east side of Spadina Road immediately north of the study area. Paul Martel Park (formerly Ecology Park) is located on the west side of Madison Avenue, north of the private lane/driveway abutting the property at 316 Bloor Street West. There is a Toronto Parking Authority (TPA) surface parking lot opposite Paul Martel Park on the east side of the street, at 9 Madison Avenue.

South: is Bloor Street West and the University of Toronto Precinct (located east of Spadina Avenue). The adjacent properties of the Precinct that abut the south side of Bloor Street West consist of the 3-storey Bata Shoe Museum at 327 Bloor Street West (southwest corner of Bloor Street West and St. George Street), an 18-storey mixed-use building at 341 Bloor Street West operated by Toronto Community Housing Corporation (TCHC) and a four-storey institutional (University of Toronto) building at 371 Bloor Street West that occupies the entire block between Huron Street and Spadina Avenue, and Matt Cohen Park located at the southeast corner of Bloor Street West and Spadina Avenue.

The south side of Bloor Street West (west of Spadina Avenue) includes the low-rise Miles Nadal Jewish Community Centre at 750 Spadina Avenue (southwest corner of Bloor Street West and Spadina Avenue). Further south on the west side of Spadina Avenue are a 20-storey mixed-use building at 738 Spadina Avenue and a 17-storey mixed-use building at 720 Spadina Avenue.

East: is the Ontario Institute for Studies in Education (OISE) Block Precinct, which is part of the larger Institutional Precinct located on both sides of Bloor Street West. The OISE Block is located on the north side of Bloor Street West and is bounded by St. George Street to the west and Bedford Road to the east. The OISE Block consists of a range of building types and uses including the low-rise Royal Canadian Yacht Club and St. George Subway Station buildings, as well as mid-rise institutional buildings with a maximum height of 12-storeys.

East of St. George Street (on the south side of Bloor Street West) is a 17-storey mixed-use building including student residence and the low-rise Munk School of Global Affairs (both University of Toronto properties). Further east is the University of Toronto Varsity Stadium and the Royal Ontario Museum (ROM).

West: of Walmer Road/Robert Street to Bathurst Street generally consists of low-rise mixed-use buildings with narrow frontages and retail uses at grade. The Trinity-St. Paul's United Church at 427 Bloor Street West (southwest corner of Bloor Street West and Robert Street) is designated under Part IV of the *Ontario Heritage Act* by By-law 166-80.

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

The Provincial Policy Statement (PPS) 2014 provides policy direction on matters of provincial interest related to land use planning and development. These policies support the goal of enhancing the quality of life for all Ontarians. Key policy objectives include: building strong healthy communities; wise use and management of resources; and protecting public health and safety. The PPS recognizes that local context and character is important. Policies are outcome-oriented, and some policies provide flexibility in their implementation provided that provincial interests are upheld. City Council's planning decisions are required, by the *Planning Act*, to be consistent with the PPS.

The PPS recognizes municipal official plans as the most important vehicle for implementing the PPS and Growth Plan. Comprehensive, integrated and long-term planning is best achieved through official plans (Policy 4.7).

The Growth Plan for the Greater Golden Horseshoe provides a framework for managing growth in the Greater Golden Horseshoe including: directions for where and how to grow; the provision of infrastructure to support growth; and protecting natural systems and cultivating a culture of conservation.

The Growth Plan identifies Downtown Toronto as an Urban Growth Centre. Urban Growth Centres (UGC) are intended to be the focal areas for accommodating a significant share of people and jobs as well as investment in major services, institutions and transit services to ensure these areas "become more vibrant, mixed-use, transit-supportive communities". The Growth Plan supports intensification and advances density targets to accommodate the projected growth identified in the Plan. UGCs in Toronto are required to achieve a combined minimum gross density target of 400 residents and jobs

per hectare by 2031. The Growth Plan also requires that intensification areas, including Urban Growth Centres, are planned, among others, to provide:

- A compatible mix of uses;
- High quality public open spaces and urban design standards that create attractive and vibrant places;
- Support active transportation, appropriate transitions and achieve higher densities than surrounding areas; and
- Coordinated infrastructure planning.

City Council's planning decisions are required, by the *Planning Act*, to conform, or not conflict, as the case may be, with the Growth Plan for the Greater Golden Horseshoe. All municipalities are required to include strategies and policies in Official Plan policy to achieve the respective targets established.

## **Official Plan**

The study area is located within the *Downtown* on Map 2 – Urban Structure of the Official Plan. Lands within the study area and on the south side of Bloor Street West are designated *Mixed Use Areas*. The area north of the Bloor Street West frontage is predominantly designated *Mixed Use Areas*, with some *Apartment Neighbourhoods* on Walmer Road and St. George Street north of Prince Arthur Avenue (Attachment No. 2).

The lands on the south side of Bloor Street West (east of Spadina Avenue) are within the University of Toronto Secondary Plan Area. The University of Toronto has submitted an Official Plan Amendment application (No. 16 221931 STE OZ 20) to amend the Secondary Plan for the St. George Campus. The amendment is intended to provide a new planning framework for the campus and to ensure that future development will respect the existing fine-grained character areas of the campus and surrounding area. In support of the application, the University of Toronto has submitted proposed Urban Design Guidelines, which reflect the potential for a taller element zone at the southeast corner of Bloor Street West and Spadina Avenue.

The review of the OPA application for the University of Toronto Secondary Plan will also consider the Bloor Corridor/Annex Block Planning Study. A Preliminary Report regarding the OPA application is anticipated to be considered by Toronto and East York Community Council in January 2017.

Section 2.2.1 of the Official Plan includes policies for the *Downtown* that prioritize: the maintenance of public amenities and infrastructure, including streets, parks and open spaces; preservation of architectural and cultural heritage; improvements to transit; and improvements to the pedestrian environment.

The policies in Section 2.3.1 of the Official Plan regarding Healthy Neighbourhoods state that like *Neighbourhoods*, *Apartment Neighbourhoods* are considered physically stable areas. As such, more intense development should be directed to areas such as those designated *Mixed Use Areas* and located within the *Downtown*.

Section 3.2.1 of the Official Plan includes built form policies that address how future development improves the public realm and should be massed to fit within the existing and planned context of the neighbourhood and the city. New development will be massed proportionally to define the edges of streets, parks and open spaces. Taller buildings will be located to ensure adequate access to sky views for the proposed and future use of these areas.

Section 3.1.5 (b) directs the City to designate areas with a concentration of heritage resources as HCDs and adopt conservation and design guidelines to maintain and improve their character. A portion of the study area abuts the south boundary of the West Annex Phase 1 (Madison Avenue) HCD.

The *Mixed Use Areas* designation allows for a broad range of commercial, residential and institutional uses, in addition to parks, open spaces and utilities. Section 4.5 of the Official Plan includes development criteria for *Mixed Use Areas* that require new development to: locate and mass new buildings to provide a transition between areas of different development intensity and scale; provide appropriate setbacks and/or stepping down of heights, particularly towards lower scale *Neighbourhoods*; locate and mass new buildings to adequately limit shadow impacts on adjacent *Neighbourhoods* particularly during the spring and fall equinoxes; provide good site access and circulation and an adequate supply of parking for residents and visitors; provide an attractive, comfortable and safe pedestrian environment by appropriately framing the edges of streets and parks; and maintain access to sunlight and comfortable wind conditions for pedestrians on streets, parks and open spaces.

### **Bloor Corridor Visioning Study – SASP No. 334**

In 2007, the City initiated Phase I of the Bloor Corridor Visioning Study, for Bloor Street West between Bathurst Street and Avenue Road. Phase II of the Visioning Study would address the Bloor Corridor between Christie Street and Bathurst Street.

On December 7, 2009, City Council adopted the recommendations of the Bloor Corridor Visioning Study, OPA No. 98 which creates Site and Area Specific Policy (SASP) No. 334, and the Bloor Corridor Visioning Study: Avenue Road to Bathurst Street, Toronto Urban Design Guidelines.

SASP No. 334 provides general direction for development along the Bloor Corridor. It also addresses streetscaping initiatives and re-designation of Ecology Park (now Paul Martel Park) from *Mixed Use Areas* to *Parks*. Policies of SASP No. 334 are consistent with the policies for *Mixed Use Areas* in the Official Plan. SASP No. 334 is available at: [http://www1.toronto.ca/static\\_files/CityPlanning/PDF/sas\\_policies\\_324\\_to\\_337\\_dec2010.pdf](http://www1.toronto.ca/static_files/CityPlanning/PDF/sas_policies_324_to_337_dec2010.pdf)

### **Built Form**

SASP No. 334 divides the Bloor Corridor into a series of nodes and precincts. New development is required to respond to the function and character of these unique areas

with built form that generally provides for a transition in height, density and scale from higher buildings in the east to a low-rise, main street character in the west. Nodes of development at key intersections near transit hubs are also identified.

The Bloor Corridor/Annex Block Planning Study area includes the Spadina Node and the western portion of the Institutional Precinct identified in SASP No. 334 (Attachment No. 3).

### **Unit Mix**

SASP No. 334 states that the Bloor Corridor includes a diversity of housing types and tenures. In order to support this diversity, new residential development in the Bloor Corridor is encouraged to include a mix of unit sizes to provide housing opportunities for a range of households, including those with children.

### **Heritage**

SASP No. 334 states that new development will respect, conserve and reinforce heritage buildings and features throughout the Bloor Corridor. New buildings will provide appropriate transition through setbacks, stepbacks and stepping down of height in order to protect adjacent heritage elements, significant views and distinctive characteristics of HCDs.

### **Significant Views**

Development within the Bloor Corridor will be subject to a view corridor analysis completed to the satisfaction of the City, to preserve and enhance views of the Knox College building and its spires at 1 Spadina Crescent, from any further intrusion into the silhouette view against the sky above the spires and the east and west wing ridgeline of Knox College in its entirety when viewed from the south (Attachment No. 4).

### **West Annex Phase 1 (Madison Avenue) HCD**

On October 28, 2004, City Council authorized the Madison Avenue HCD study, which is bounded by Bloor Street West to the south and Dupont Street to the north. The HCD study was carried out by the Annex Residents' Association (ARA) and Madison Avenue property owners in consultation with heritage consultant, Catherine Nasmith Architect to assist City Council's consideration of designating Madison Avenue as an HCD under Part V of the *Ontario Heritage Act*.

In May 2015, the 'Madison Avenue Heritage Conservation District Study & Plan' was completed. The study recognizes the importance of Madison Avenue within the West Annex and describes the street's character of fine-grain residential buildings generally built between 1885-1925 by prominent Toronto architects and builders. The study acknowledges the opportunity for intensification within the Spadina Node of SASP No. 334 and recommends height limits for new buildings on certain adjacent properties. Proposed heights for those properties reflect the heights of adjacent buildings along Bloor Street West and other built form considerations. The recommendations are consistent with the City of Toronto Downtown Tall Buildings, Vision and Supplementary Guidelines.

On September 30, 2015, City Council adopted the recommendations of a staff report from the Director, Urban Design, City Planning dated July 7, 2015, to adopt the 'Madison Avenue Heritage Conservation District Study & Plan' and to designate the West Annex Phase 1 (Madison Avenue) HCD. Council's decision is currently under appeal at the OMB. A copy of the staff report is available at:

<http://www.toronto.ca/legdocs/mmis/2015/te/bgrd/backgroundfile-82426.pdf>

## **Zoning**

The Bloor Corridor/Annex study area is primarily zoned Commercial-Residential (CR 3.0(c2.0)(r2.5) under Zoning By-law 569-2013 and Mixed Commercial-Residential (MCR) (T3.0) (C2.0) (R2.5) under By-law 438-86. The CR and MCR zones permit a broad range of residential and commercial uses with a maximum height of 18 metres.

The property at 170 St. George Street (northwest corner of Bloor Street West and St. George Street) is zoned Commercial-Residential CR 2.0 (c1.0)( r2.0) under Zoning By-law 569-2013 and CR T2.0 C1.0 R2.0 under Site Specific By-law 787-83. The maximum permitted height is 14 metres.

## **Bloor Corridor Visioning Study: Urban Design Guidelines**

The Bloor Corridor Urban Design Guidelines for Bloor Street West, between Bathurst Street and Avenue Road, define an urban structure along Bloor Street with distinct nodes and precincts. The Guidelines also provide principles for responsible and sensitive development, and provide direction for improvements to the public realm. Planning objectives of the Urban Design Guidelines include:

- Provide a vision of the desired urban structure for the area and a framework for development;
- Define appropriate relationships between buildings and the public realm;
- Provide appropriate built-form guidance addressing matters such as setbacks and massing;
- Identify opportunities to improve the public realm; and
- Provide a tool, which can be used in evaluating applications for site plan approval and rezoning, as well as for co-ordinating public improvements.

The Bloor Corridor Urban Design Guidelines illustrate the general pattern of decreasing building heights along Bloor Street West from the Bloor Street/Yonge Street intersection westward to Walmer Road. The Bloor Corridor Guidelines are available at:

[http://www1.toronto.ca/city\\_of\\_toronto/city\\_planning/community\\_planning/files/pdf/bloorcorridor\\_visioning\\_UDG.pdf](http://www1.toronto.ca/city_of_toronto/city_planning/community_planning/files/pdf/bloorcorridor_visioning_UDG.pdf)

## **Tall Building Design Guidelines**

In May 2013, City Council adopted the updated city-wide Tall Building Design Guidelines and directed Planning staff to use them in the evaluation of tall building development applications. The guidelines establish a unified set of performance measures to ensure that tall building proposals fit within their context and minimize their

local impacts. The Guidelines are available at:  
<http://www.toronto.ca/planning/tallbuildingdesign.htm>

## **Downtown Tall Buildings: Vision and Supplementary Design Guidelines**

This block study is located within an area that is also subject to the Downtown Tall Buildings: Vision and Supplementary Design Guidelines (adopted by City Council in July 2012 and consolidated with the city-wide Tall Building Design Guidelines May 2013).

The Downtown Guidelines identify specific Downtown streets that are most suitable for tall buildings, establish a height range along these streets and provide a set of supplementary Downtown-specific design guidelines which address Downtown built form and context. Both the Downtown Vision and Supplementary Design Guidelines and the city-wide Tall Building Design Guidelines were used in the planning analysis for the Bloor Corridor/Annex Block Planning Study. The Downtown Guidelines are available at <http://www.toronto.ca/planning/tallbuildingstudy.htm#guidelines>

Bloor Street West is identified as a High Street on Map 1 of the Guidelines. This street typology recognizes the general character of Bloor Street West and accommodates differing re-development potential along specific segments of the street. The height range for the segment of Bloor Street West within the study area is 47 to 77 metres, (15 to 25 storeys) as identified on Map 2 of the Guidelines. The High Streets Typologies Map (Map 3) identifies the study area as a tower-base form type of High Street.

The Downtown Guidelines indicate that the four street corners where subway stations are located along High Streets, such as University Avenue and Bay Street, where contextually appropriate and where impact on heritage properties is respected, can be marked with buildings that incorporate heights that are approximately 30 metres (10 storeys) higher than their surrounding heights.

Map 4 of the Guidelines identifies this segment of Bloor Street West as a Priority Retail Street, which requires 60 percent of the building frontage along Bloor Street West to contain active retail uses.

## **TOcore**

On December 15, 2016, City Council endorsed the TOcore Proposals Report, which provides proposed policy directions that will inform the development of a draft Downtown Secondary Plan. The report also provides updates in the Phase 2 public consultations, population growth projections for the Downtown and the status of infrastructure strategies underway that will support the implementation of a new Downtown Secondary Plan.

The Proposals Report presents the Vision for the Downtown Secondary Plan, the five Guiding Principles and 128 draft Policy Directions. The draft Policy Directions will be the subject of the next round of public and stakeholder consultations to inform the

development of the plan. The consultation will begin in January 2017 and will continue through the first quarter of 2017.

TOcore is looking at how Toronto's Downtown should grow, with both a renewed planning framework and the necessary physical and social infrastructure to remain a great place to live, work, learn, play and invest. TOcore is in its second phase, which involves drafting policies, plans and strategies.

On October 6, 2016, City Council approved OPA 352 – Downtown Tall Building Setback Area. The purpose of OPA 352 is to establish the policy context for tall building setbacks and separation distances between tower portions of a tall building in the Downtown which would be implemented through an area specific Zoning By-law. The intent is that these policies would ensure that future growth positively contributes to the liveability, sustainability and health of Toronto's Downtown. More specifically policies establish the reasoning for tower setbacks, recognize that not all sites can accommodate tall buildings and addresses base building heights.

## **Community Consultation**

Due to concerns raised at a community consultation meeting hosted by the Ward Councillor on April 2, 2016 regarding the proposed development at 316 Bloor Street West, the Councillor established a working group to allow for further workshop discussions regarding the application. The working group also provided City Planning staff with input and comments on the Bloor Corridor/Annex Block Planning Study. The working group consisted of representatives of three local resident associations, the Ward Councillor and City Planning staff. The 316 Bloor Street West applicant and its consultants also attended some of the working group meetings. Five working group meetings were held on July 22, 2015 (95 Prince Arthur Ave.), September 24, 2015 (141 St. George St.), November 10, 2015 (50 Prince Arthur Ave.), December 3, 2015 (City Hall) and June 16, 2016 (City Hall).

On April 13, 2015, a community consultation meeting was held by HPS staff on the proposed Madison Avenue HCD and its relationship to proposed adjacent development along the Bloor Corridor including 316 Bloor Street West.

On June 23, 2016, City Planning staff held a community meeting attended by approximately 60 local stakeholders and residents to discuss the findings and conclusions of the Bloor Corridor/Annex Block Planning Study. HPS staff responded to questions regarding the recently Council-approved Madison HCD and the protection of the Significant View of Knox College (1 Spadina Crescent) identified in the Official Plan. The majority of the attendees supported the conclusions and recommendations of the Bloor Corridor/Annex Block Planning Study presented at the meeting. The following questions and comments were raised:

- overall support of the proposed 25-storey height limit at the Bloor/Spadina intersection within the Spadina Node and a request for 20-storey height limit on the north side of Bloor Street West, between Madison Avenue and St. George Street;

- if there is a plan to implement the infrastructure to support the proposed intensification?;
- will the study result in an OPA and Zoning By-law Amendment for the study area?
- will traffic on nearby streets be affected by the proposed increase in building density?;
- concerns regarding the potential loss of small scale retail within the study area; and
- concerns regarding the lack of park space planned near the Bloor Street West retail strip.

## **COMMENTS**

### **Format of Study**

The study involved the analysis of the existing land uses, built form and physical context of the study area, as well as an extensive review of the applicable heritage and Official Plan policies, Tall Building Guidelines and Urban Design Guidelines, in order to determine appropriate massing, height and transition for redevelopment in the study area. In addition to feedback from Urban Design and HPS staff, the West Annex community provided input to the proposed OPA 365 to SASP No. 334 (Attachment No. 9).

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

The proposed City-initiated amendments to SASP 334 and Heritage Policy a) 5 regarding Knox College are consistent with the Provincial Policy Statement (PPS) 2014.

The amendments would provide additional density within a settlement area through intensification and redevelopment to accommodate an appropriate range and mix of land uses in a manner in keeping with the Official Plan (Policy 1.1.2). The intensification will meet appropriate development standards (Policy 1.1.3.4).

With regard to heritage preservation, Policy 2.6.1 of the PPS states that significant built heritage resources shall be conserved. Policy 2.6.3 states that Planning authorities shall not permit development and site alteration on lands adjacent to protected heritage properties except where the proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved. The draft amendment to SASP 334 includes appropriate wording to address proposed development adjacent to heritage properties.

With regard to the Growth Plan for the Greater Golden Horseshoe, Policy 2.2.3(6) (b) of the Growth Plan generally encourages the intensification of existing built up areas. Policy 2.2.3(7) (a) - (f) states that intensification areas will be planned and designed to cumulatively attract a significant portion of population and employment growth, provide a diverse and compatible mix of land uses, generally achieve higher densities than the surrounding areas and achieve an appropriate transition of built form to adjacent areas.

The Bloor Corridor/Annex study area is located within the *Downtown* in the Toronto Official Plan. *Downtown* is the most significant Urban Growth Centre in the City of

Toronto. The Official Plan envisages *Downtown* as a vibrant, transit-supportive and attractive place to live and work.

*Downtown* is anticipated to achieve or exceed the Growth Plan's minimum target established for Urban Growth Centres (UGC) by 2031. Importantly, the minimum target established is the average for the entire *Downtown* UGC area, and not for any one particular area within *Downtown*. Growth in the Bloor Corridor/Annex study area is not required to meet or exceed the Growth Plan's 2031 density target.

The proposed amendments to the Official Plan conform to and do not conflict with the Growth Plan.

### **Bloor Corridor Visioning Study – SASP No. 334 (Proposed OPA 365)**

SASP No. 334 is proposed to be amended by OPA 365 for the Bloor Corridor/Annex Block study area in order to clarify the height and massing planning framework for the Spadina Node and to strengthen the development criteria for the study area to guide proposed development and intensification.

### **Heritage (Proposed OPA 368)**

The existing heritage description of the former Knox College in Schedule 4, Policy a) 5 contained in OPA 199 to the Official Plan is proposed to be amended by OPA 368 to prevent any further intrusion into the silhouette view against the sky above the spires and the east and west wing ridgeline of Knox College in its entirety. (Attachment No. 10).

The Bloor Corridor/Annex Block study area is adjacent to the south boundary of the City Council-approved West Annex Phase 1 (Madison Avenue) HCD. City Planning staff are satisfied that proposed OPA 365 to amend SASP No. 334 will adequately address the West Annex Phase 1 (Madison Avenue) HCD.

### **Urban Design Guidelines**

City Planning staff determined that no revisions are required to the Bloor Corridor Visioning Study: Avenue Road to Bathurst Street, Toronto Urban Design Guidelines as a result of the Bloor Corridor/Annex Block Planning Study.

## **POLICY RECOMMENDATIONS**

### **Planning Rationale for Amendment to SASP No. 334 (Proposed OPA 365)**

The Community Council direction for this study of the properties on the north side of Bloor Street West, between Walmer Road and St. George Street was intended to assist in assessing the appropriate height, massing and transition for proposed development within the study area. In addition, the study was intended to review the existing policies in SASP No. 334 and to clarify how the Official Plan applies to the proposed intensification in the Spadina Node portion of this *Mixed Use Area*.

### **Spadina Node – Revised Development Criteria**

The following section describes the planning rationale for each component of the proposed amendment to SASP No. 334 (Attachment No. 9). The rationale has been informed by an analysis of the existing policy framework, the existing and planned context of the study area and comments received during community consultation. These policies are intended to enhance the existing character and function of the north side of Bloor Street West within the Spadina Node. The amendments will help guide and shape growth in a manner that meets the policies of the Provincial Policy Statement. As such, proposed OPA 365 would replace the existing policies for the Spadina Node under Section c) iii) of SASP No. 334 with the following:

The Spadina Node is located on Bloor Street West between Walmer Road and Madison Avenue. It includes a key multi-modal transit hub and is an appropriate location to accommodate intensification. Development within the Spadina Node will provide a distinction between the Institutional Precinct to the east and the Main Street Precinct to the west. The streetwall of new buildings will be articulated to reflect the fine-grain retail character of the Main Street Precinct.

New development within the Spadina Node on the north side of Bloor Street West shall be consistent with the following development criteria:

- a) The height peak within the Spadina Node will be limited to the northeast and northwest corners of Bloor Street West and Spadina Road.
- b) The properties within the height peak (328-332 Bloor Street West and 342-350 Bloor Street West) are permitted to have a maximum height of 25 storeys.

Many of the concerns raised by the local community related to the extent of possible changes to the existing character of the Bloor Corridor in terms of the scale of development in the Spadina Node and adjacent character areas. The proposed policies clarify the location of the height peak and its maximum height, at the northeast and northwest corners of the Bloor Street West and Spadina Road intersection.

- c) The properties adjacent to the height peak (360 Bloor Street West, west of Spadina Road and 316 Bloor Street West east of Spadina Road) will have a maximum height of 20 storeys and will provide a downward transition in height away from the peak to properties west of Walmer Road and east of Madison Avenue.

New development outside the height peak is required to provide a transition in scale downward to Walmer Road to the west and to St. George Street to the east. This will reinforce the presence of the height peak at the intersection of Bloor Street West and Spadina Road, while respecting the 'main street' mid-rise built character further west of Walmer Road and the 'high street' built character further east to St. George Street, where buildings generally do not exceed 20-storeys. This policy addresses the importance of allowing the tallest buildings in the study area to be located at the intersection of Bloor Street West and Spadina Road, while allowing for an acceptable transition within the

established height context of the surrounding Annex neighbourhood and nearby tall buildings on Bloor Street West and Walmer Road.

- d) A minimum tower separation distance of 25 metres is required between existing and proposed tall buildings.

The inclusion of this policy in the Official Plan will require a minimum tower separation distance between tall buildings to provide for privacy and sky view for residents of the tall buildings. The provision of tower separation distances from property lines and from other future towers is an important design consideration. The policy also minimizes the negative impacts of pedestrian-level wind issues. This was supported by local residents who wanted to avoid a canyon-like building typology along this section of Bloor Street West.

This policy is consistent with OPA 352 – Downtown Tall Building Setback Area, the city-wide Tall Building Design Guidelines and the Downtown Tall Buildings: Vision and Supplementary Design Guidelines.

- e) A view corridor analysis must be submitted to the satisfaction of the Chief Planner and Executive Director, City Planning demonstrating that any new development does not intrude into the silhouette view against the sky above the spires and east and west ridgeline of Knox College in its entirety, as shown in Official Plan Map 7B, the identified view of Knox College from the public realm taken from the southeast and southwest corners of College Street and Spadina Avenue.

This requirement clarifies the existing policy intent of SASP No. 334 regarding development within the Bloor Corridor "to preserve and enhance views" of Knox College spire, by protecting the entire silhouette view of Knox College, including its east and west ridgelines.

Policy No. 46, Chapter 3 of the Official Plan requires a Heritage Impact Assessment where a development application may have an impact on a view described on Schedule 4, Section A as a heritage building, structure or landscape identified on Map 7a or 7b, to the satisfaction of the City. The significant view of Knox College is identified on Map 7b (see Attachment No. 4).

- f) Any new development between Madison Avenue and Spadina Road shall:
  - i. include a view terminus at the northeast corner of Bloor Street West and Spadina Road consisting of landmark architecture and design that emphasizes the offset alignment of Spadina Avenue and Spadina Road to enhance the public realm at this intersection;
  - ii. include a mid-block pedestrian connection between Paul Martel Park and Spadina Road;

- iii. adequately limit shadow impact on Paul Martel Park; and
  - iv. not include blank walls facing Paul Martel Park nor any adjacent Heritage Conservation District (HCD).
- g) New development will create pedestrian and/or visual connections where possible between Paul Martel and Matt Cohen Parks to maintain and enhance Matt Cohen Park as a neighbourhood focal point.

This policy evolved from an urban design review of the intersection of Bloor Street West and Spadina Avenue/Road. City Planning staff recommend a 'POPS' type of area within the public realm and adjacent private property to encourage a more comfortable pedestrian landscaped environment at this important street intersection. Greater pedestrian volumes are anticipated due to access to two subway lines and proximity to the University of Toronto campus. This policy also recognizes the importance of mid-block connections to allow for greater pedestrian access to the public park and future POPS areas adjacent to the Bloor Corridor.

- h) New development will be designed to provide an appropriate transition in scale to minimize any visual or massing impacts on both the Madison Avenue HCD, low rise *Mixed Use Areas* north of the Bloor Corridor and the residential *Apartment Neighbourhoods* on Walmer Road.

This policy addresses the potential negative impact that new development can have on adjacent designated heritage conservation districts and smaller scale residential house-form buildings located in both low rise *Mixed Use Areas* and *Apartment Neighbourhoods*. It reflects a proposed vision for intensification that does not overwhelm the scale of the surrounding area.

- i) Through the development application review process, the City shall secure publicly accessible open spaces, widened sidewalks and mid-block connections (Refer to Map 3).

This policy is intended to provide support for moderate redevelopment on the 9 Madison Avenue site (surface parking lot) based on recent discussions with representatives of Tartu College, which also owns 11 Madison Avenue. Tartu College is developing plans that incorporate a mid-block pedestrian access across a Privately-Owned, Publicly Accessible open Space (POPS) pedestrian square, framed by retail and institutional uses added to the rear of both the Tartu College building and 11 Madison Avenue.

- j) New development will use shared service areas within development blocks including public and private lanes, driveways and service courts.

In addition to the revisions described above, the existing Public Realm map for the Bloor Corridor (Map 2) would be amended and a new Map 3 for the study area would be added to SASP No. 334. (see Attachment No. 9)

The policies require: widened sidewalks and improved public realm; respect for the character and scale of the adjacent West Annex Phase 1 (Madison Avenue) HCD; protection of significant views from the south of Knox College; and adequate separation distances between future tall buildings while providing appropriate transition to the adjacent *Mixed Use Areas* and *Apartment Neighbourhoods*.

## **CONTACT**

Barry Brooks, Senior Planner  
Tel. No. (416) 392-1316  
E-mail: bbrooks@toronto.ca

## **SIGNATURE**

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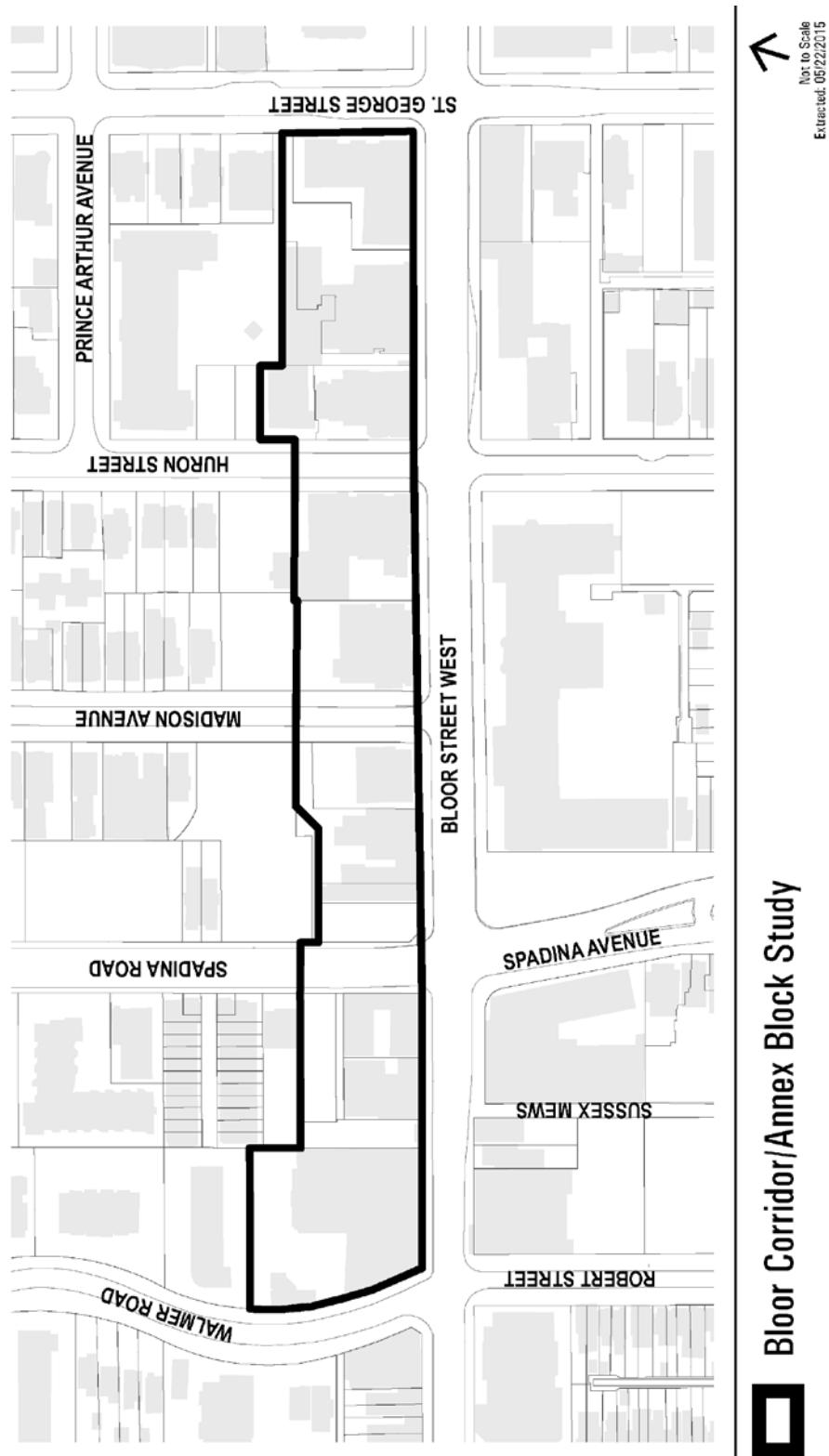
Gregg Lintern MCIP RPP  
Director, Community Planning  
Toronto and East York District

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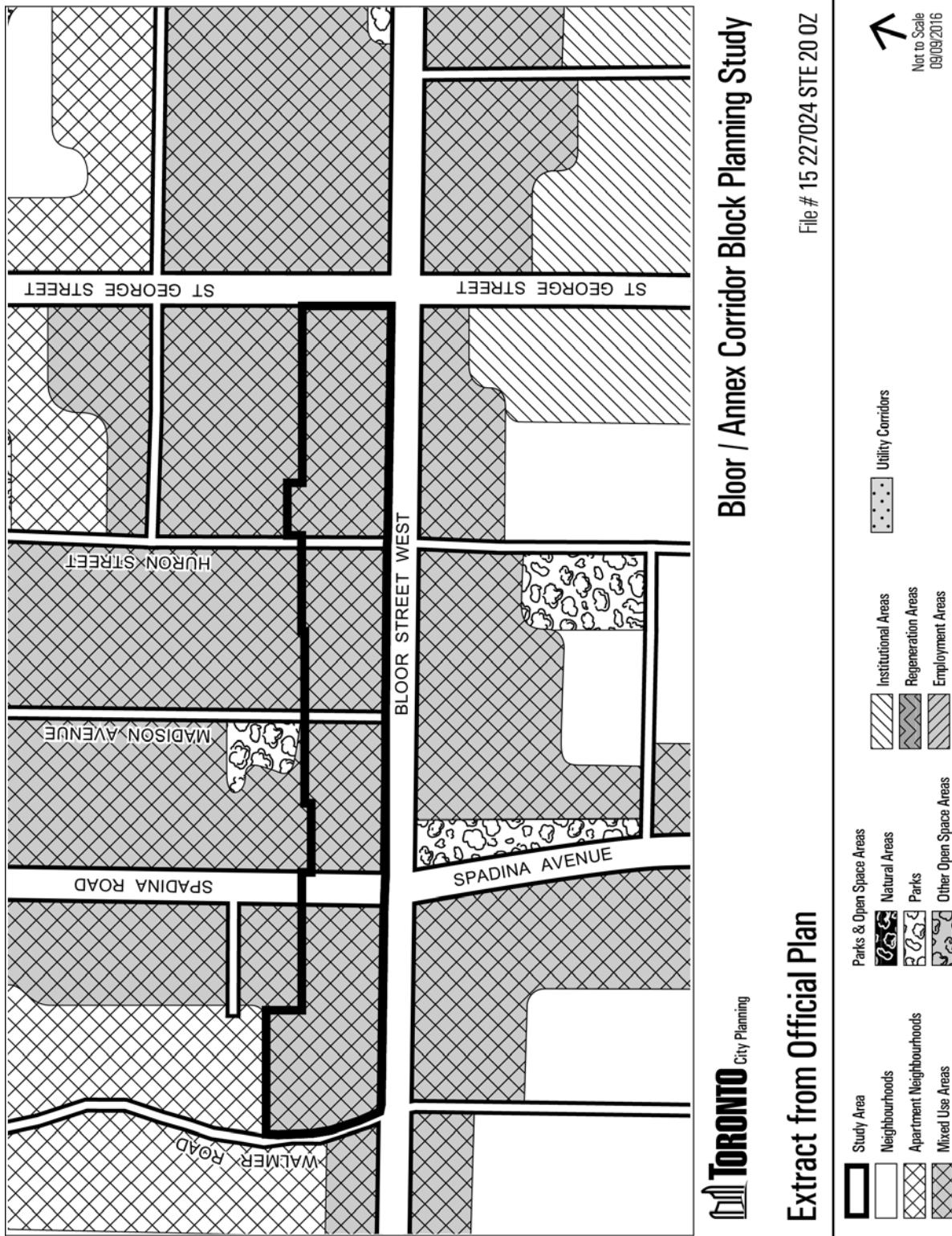
## **ATTACHMENTS**

- Attachment 1: Study Area
- Attachment 2: Official Plan
- Attachment 3: SASP No. 334 Character Areas
- Attachment 4: Official Plan Map 7B – Significant Views
- Attachment 5: Zoning Map 569-2013
- Attachment 6: Zoning Map 438-86
- Attachment 7: Height Map (Both Zoning By-laws)
- Attachment 8: General Pattern of Existing Building Heights (Bloor Street West Corridor)
- Attachment 9: Draft Official Plan Amendment to SASP No. 334 (Proposed OPA 365)
- Attachment 10: Draft Official Plan Amendment to OPA 199, Heritage Policy a) 5 – Knox College (Proposed OPA 368)

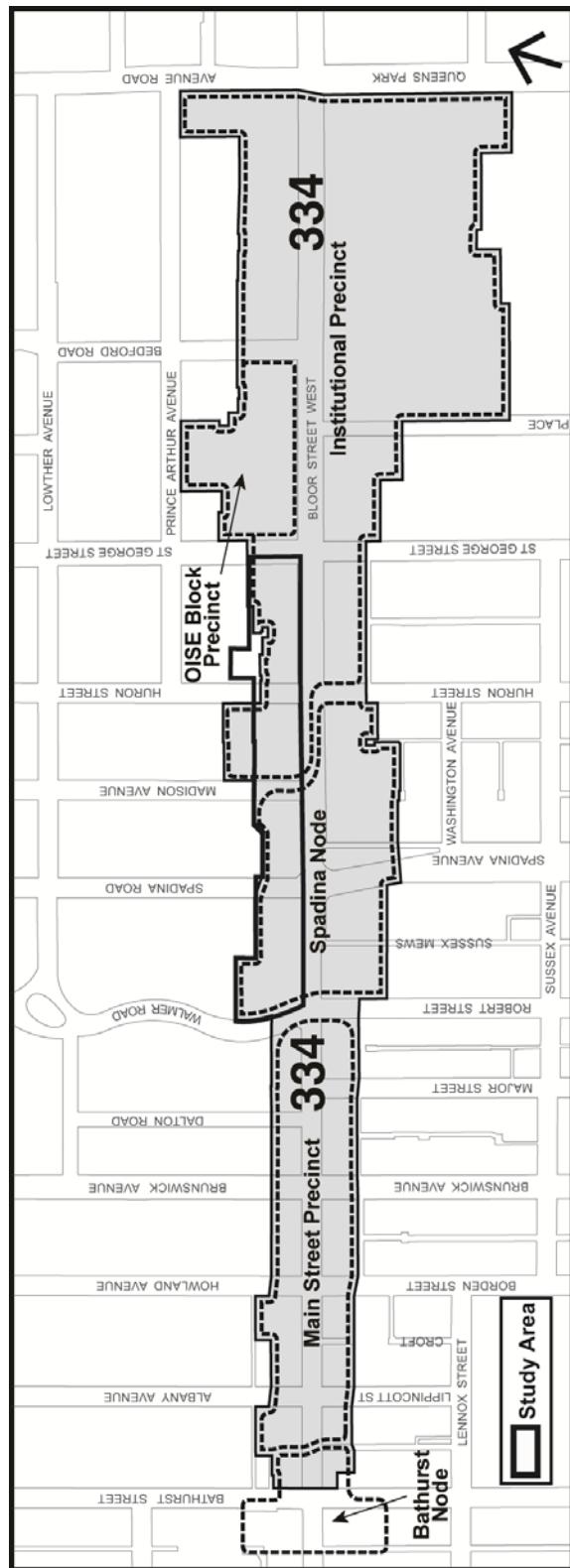
## Attachment 1: Study Area



## Attachment 2: Official Plan



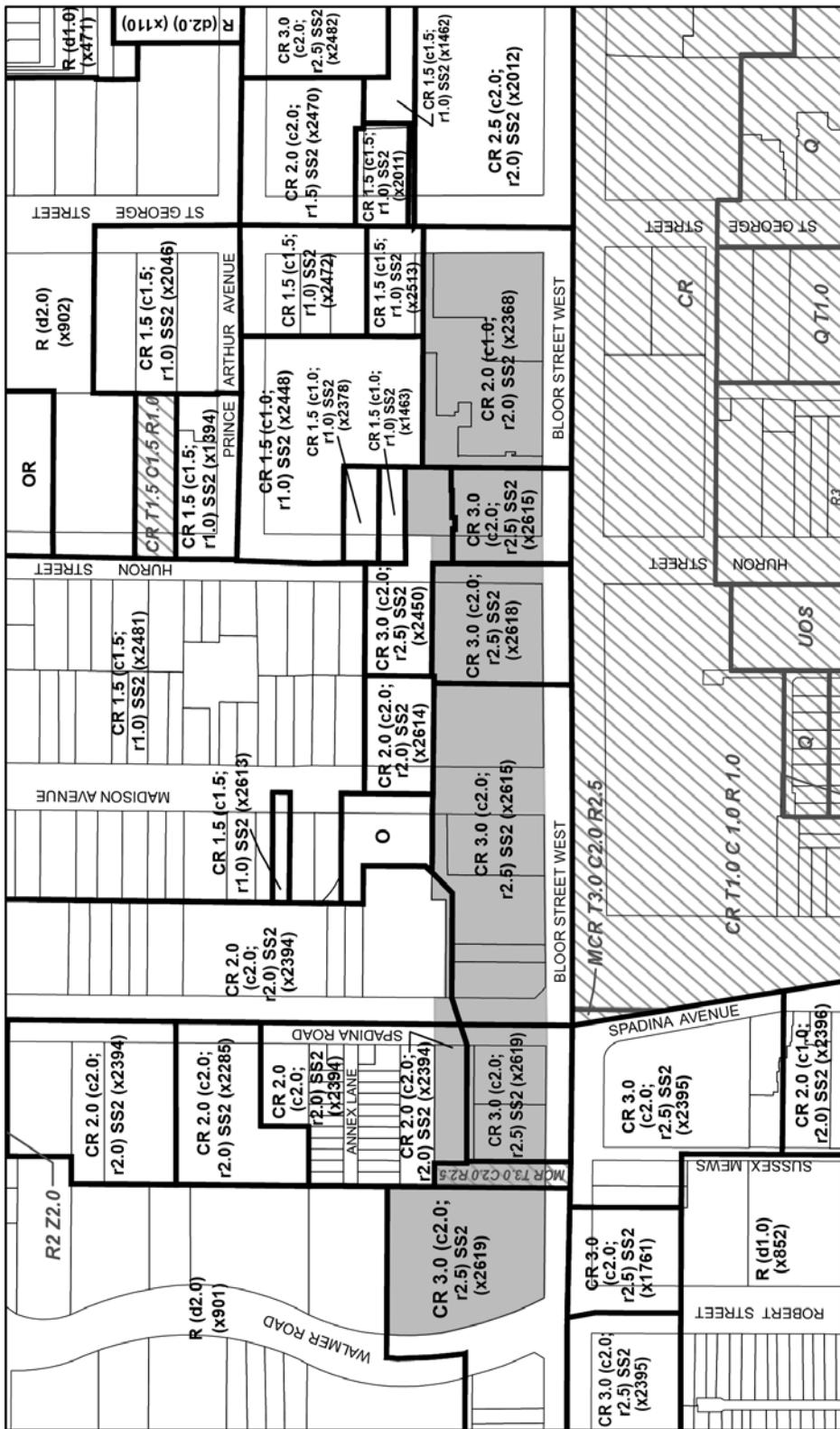
### Attachment 3: SASP No. 334 Character Areas



## **Attachment 4: Official Plan Map 7B – Significant Views**



## **Attachment 5: Zoning Map 569-2013**



 City Planning  
Zoning By-Law No. 569-2013



Bloor/Annex Corridor Block Planning Study  
 Residential Residential  
 Commercial Residential  
 Open Space  
 OR  
 Open Space Recreation

See Former City of Toronto By-Law No. 438-86  
R3 Residential District  
CR Mixed-Use District  
MUR Mixed-Use District  
Q Mixed-Use District  
UUS Parks District

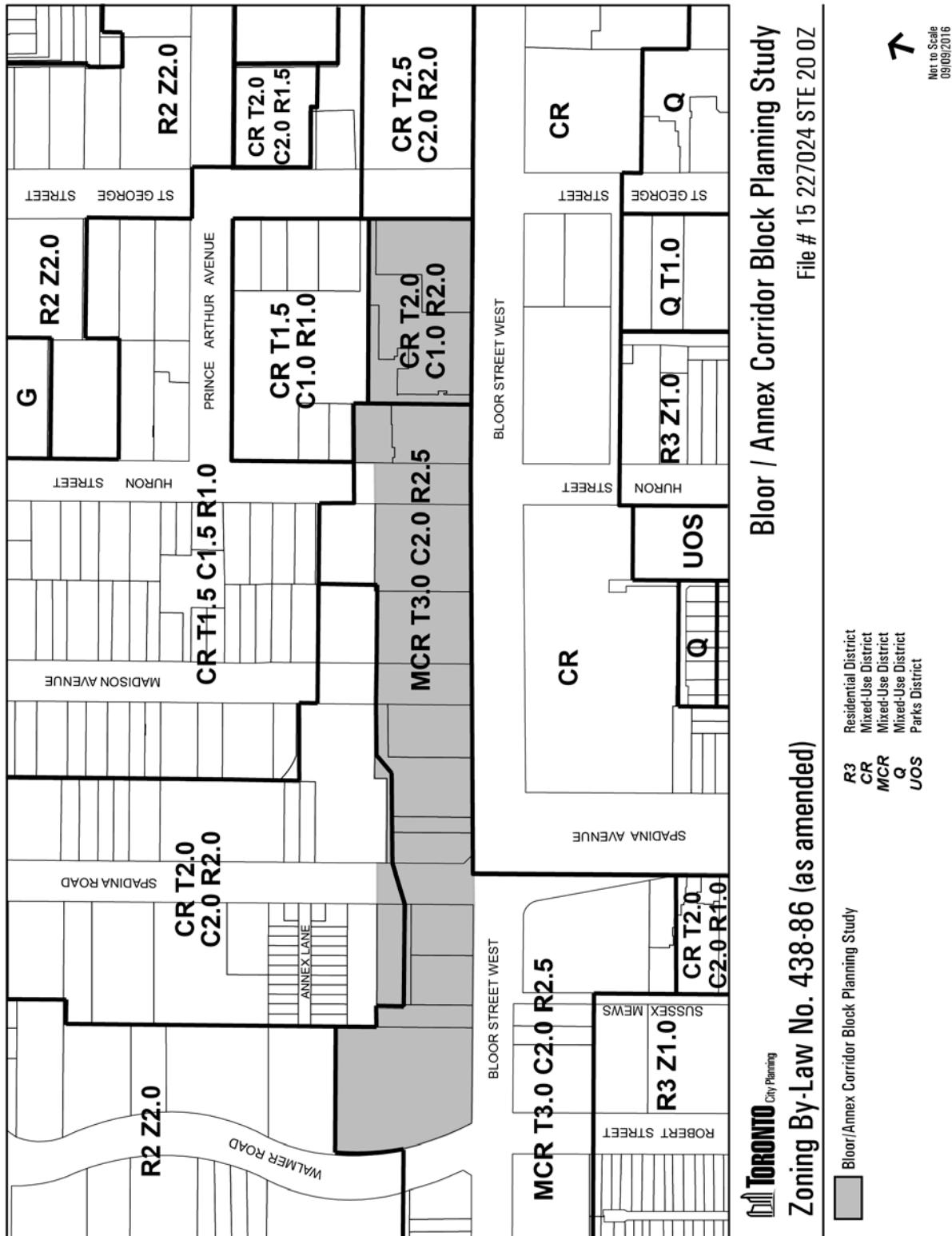
Block / Annex Corridor Planning Study

File # 15 227024 STE 20 0Z

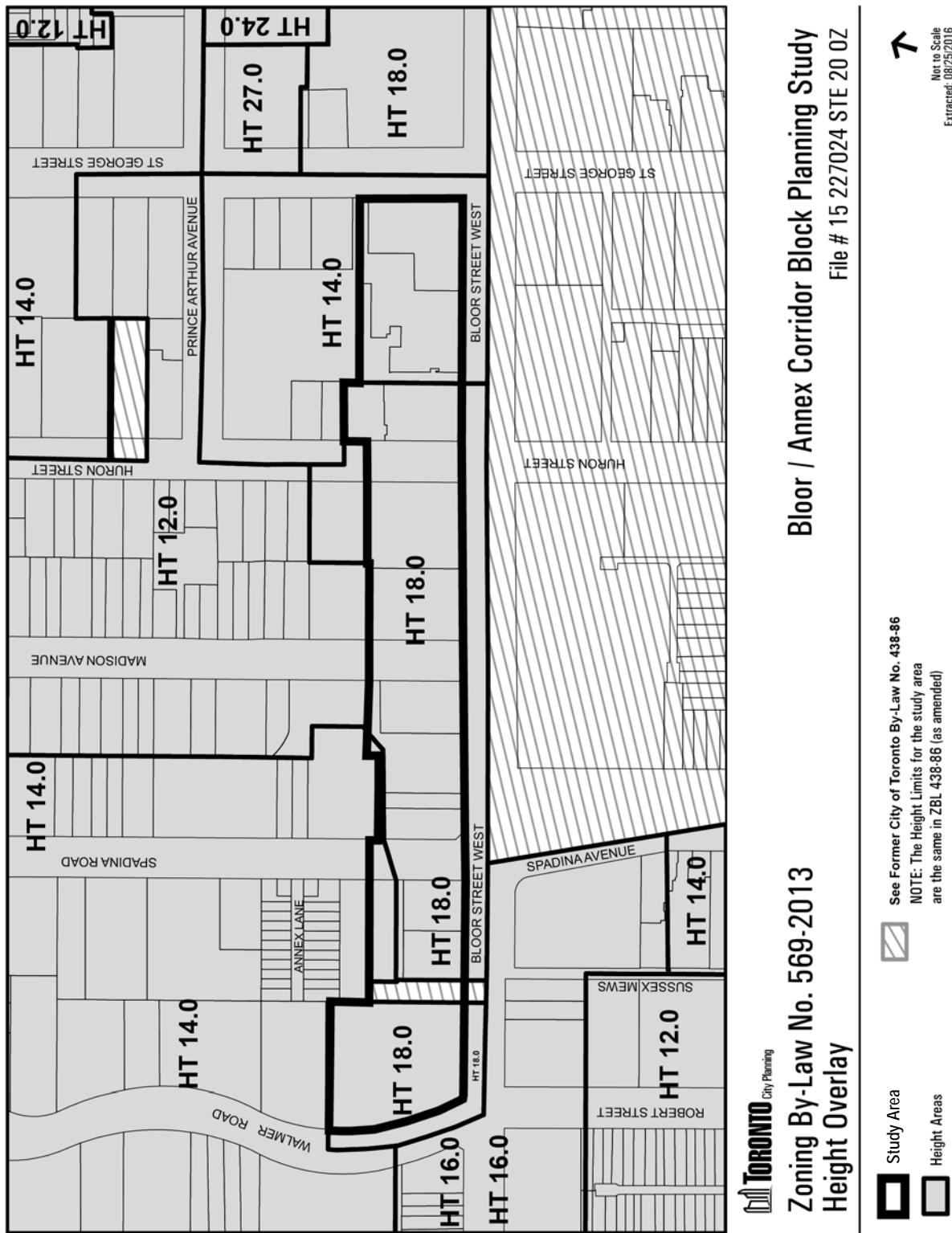
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Extracted: 08/24/2016

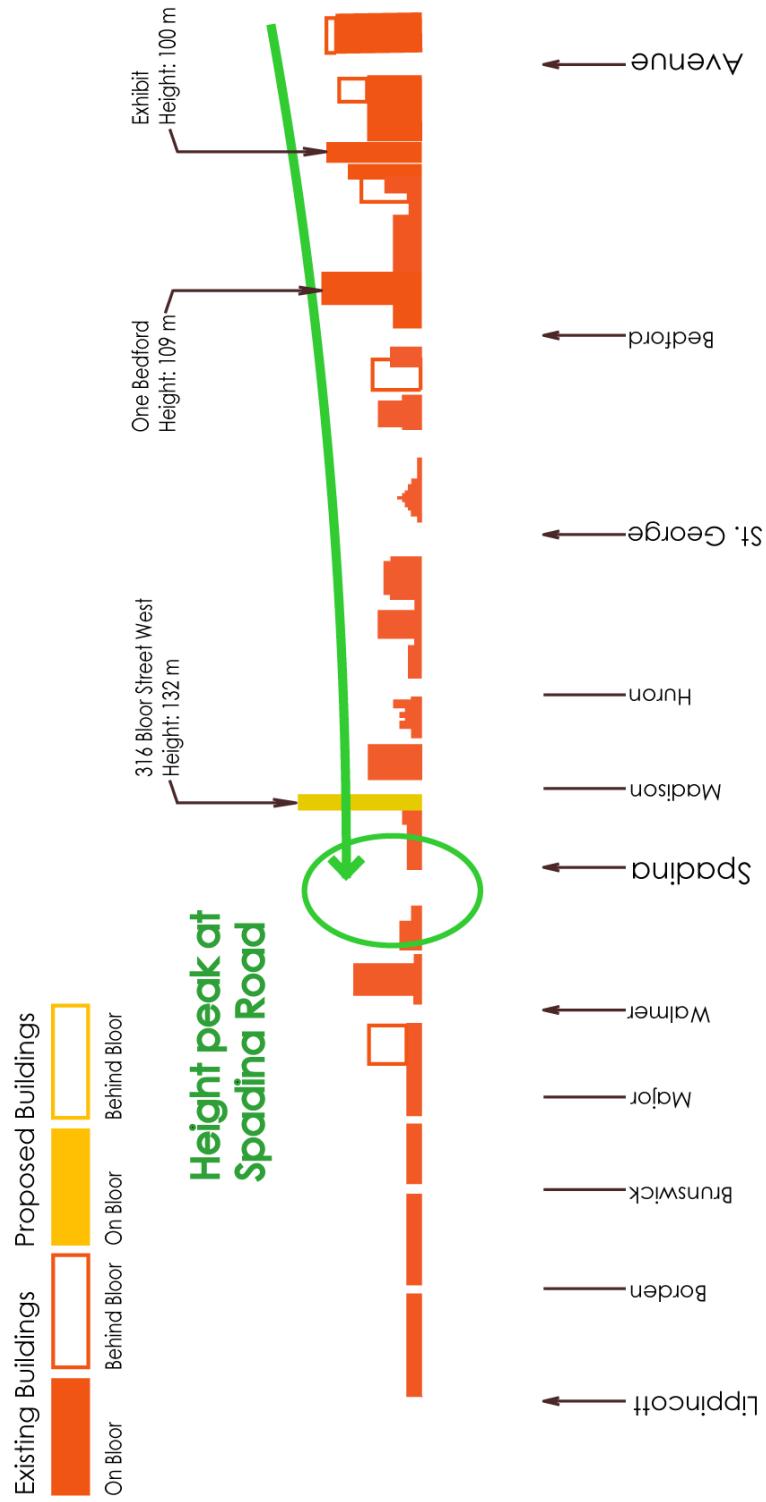
## Attachment 6: Zoning Map 438-86



## Attachment 7: Height Map (Both Zoning By-laws)



**Attachment 8: General Pattern of Existing Building Heights  
(Bloor Street West Corridor)**



**Attachment 9: Draft Official Plan Amendment to  
SASP No. 334 (Proposed OPA 365)**

The following policies are intended to enhance the existing character and function of the street, require widened sidewalks, respect the Madison Avenue Heritage Conservation District, emphasise the importance of protecting significant views of Knox College and ensure adequate separation distances between future tall buildings while providing appropriate transition to the adjacent *Mixed Use Areas* and *Apartment Neighbourhoods*.

Authority:      Toronto and East York Community Council Item ~ as adopted by City of Toronto Council on ~, 20~

Enacted by Council: ~, 20~

**CITY OF TORONTO**

**Bill No. ~**

**BY-LAW No. ~~20~**

**To adopt an amendment to Site and Area Specific Policy No. 334 of the Official Plan for the City of Toronto respecting the lands on the north side of Bloor Street West, between St. George Street and Walmer Road, known municipally in the year 2016 as 262 – 360 Bloor Street West**

WHEREAS authority is given to Council under the *Planning Act*, R.S.O. 1990, c.P. 13, as amended, to pass this By-law;

WHEREAS Council of the City of Toronto has provided adequate information to the public and has held at least one public meeting in accordance with the *Planning Act*;

The Council of the City of Toronto HEREBY ENACTS as follows:

1. The attached Amendment No. 365 to the Official Plan is hereby adopted pursuant to the *Planning Act*, as amended.

ENACTED AND PASSED this ~ day of ~, A.D. 20~.

JOHN TORY,  
Mayor

(Corporate Seal)

ULLI S. WATKISS,  
City Clerk

**AMENDMENT NO. 365 TO THE OFFICIAL PLAN**

**LANDS MUNICIPALLY KNOWN IN THE YEAR 2016 AS  
262 – 360 BLOOR STREET WEST**

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The Official Plan of the City of Toronto is amended as follows:

1. Chapter 7, Site and Area Specific Policy No. 334, Bloor Street West, between Avenue Road and Bathurst Street is revised as follows:

**Site and Area Specific Policy No. 334, Section c) iii) is deleted and replaced as follows:**

- iii) Spadina Node

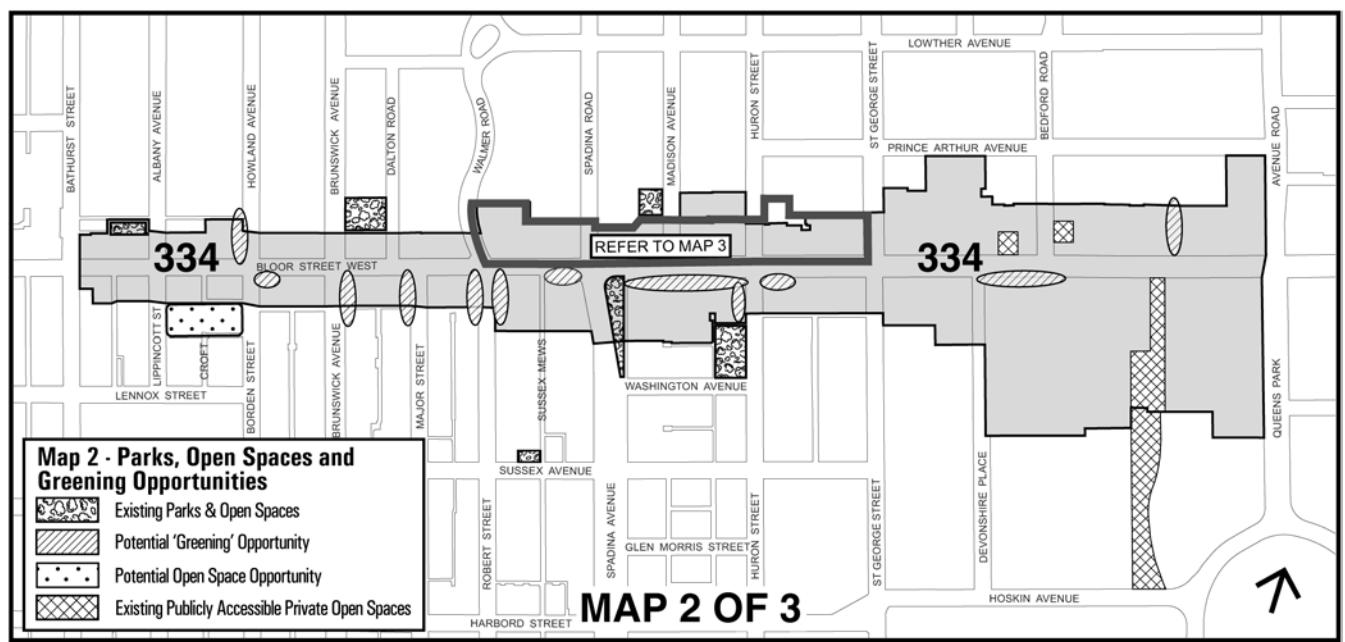
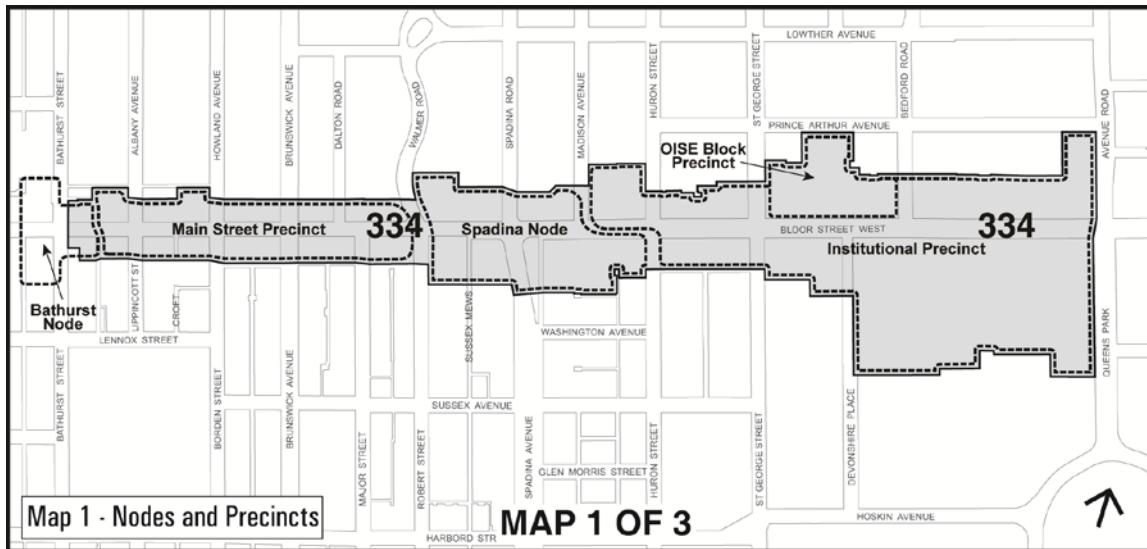
The Spadina Node is located on Bloor Street West between Walmer Road and Madison Avenue. It includes a key multi-modal transit hub where it is appropriate to accommodate intensification. Development within the Spadina Node will provide a distinction between the Institutional Precinct to the east and the Main Street Precinct to the west. The streetwall of new buildings will be articulated to reflect the fine-grain retail character of the Main Street Precinct.

New development within the Spadina Node on the north side of Bloor Street West shall be consistent with the following development criteria:

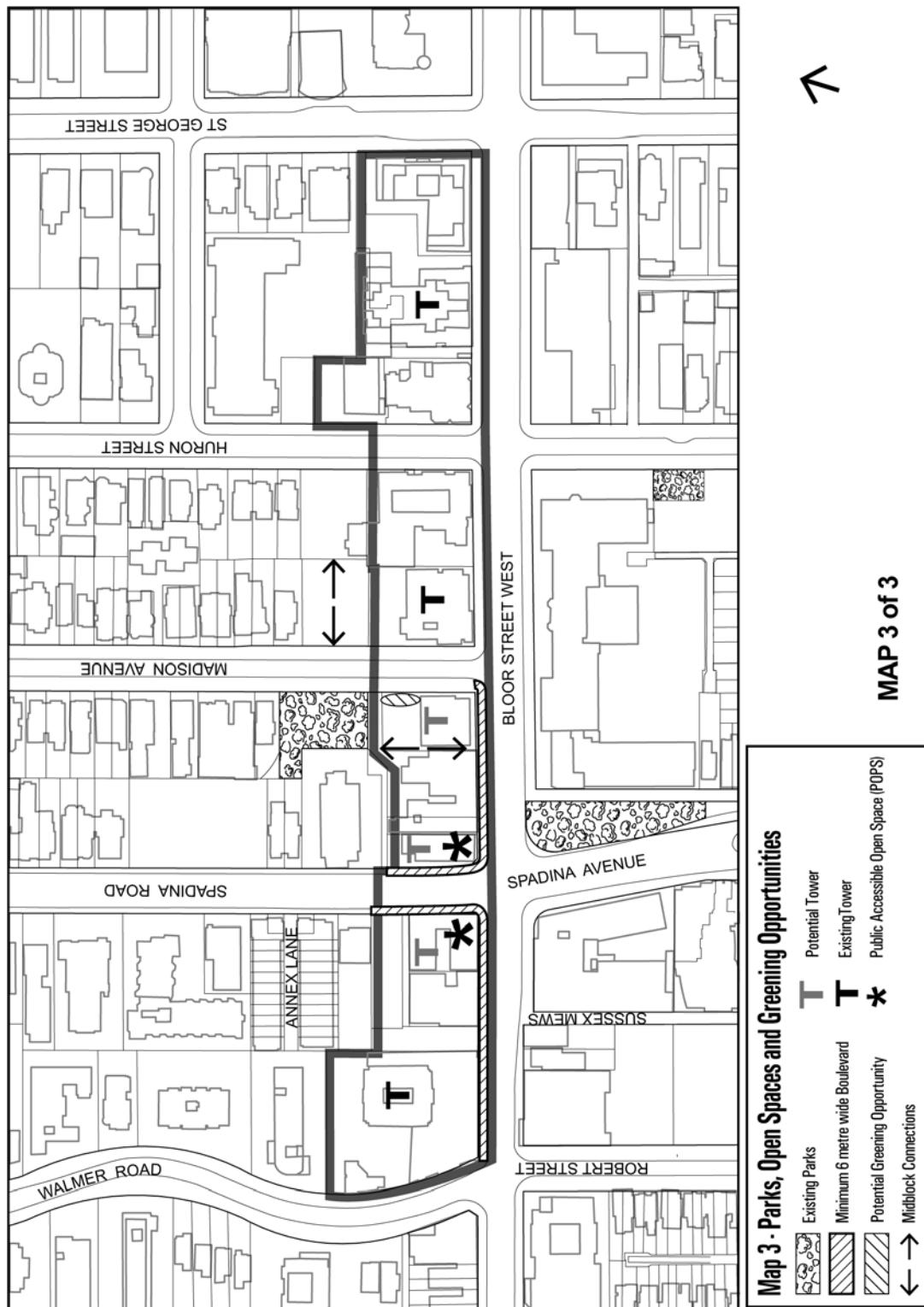
- a) The height peak of the Spadina Node will be at the northeast and northwest corners of Bloor Street West and Spadina Road.
- b) The properties within the height peak (328-332 Bloor Street West and 342-350 Bloor Street West) are permitted to have a maximum height of 25 storeys.
- c) The properties adjacent to the height peak (360 Bloor Street West to the west of Spadina Road and 316 Bloor Street West to the east of Spadina Road) will have a maximum height of 20 storeys and provide a downward transition in height away from the peak to properties west of Walmer Road and east of Madison Avenue.
- d) A minimum tower separation distance of 25 metres is required between existing and proposed tall buildings.

- e) A view corridor analysis must be submitted to the satisfaction of the Chief Planner and Executive Director, City Planning demonstrating that any new development does not intrude into the silhouette view against the sky above the spires and the east and west wing ridgeline of Knox College in its entirety, as shown in Official Plan Map 7B, the identified view of Knox College from the public realm is taken from the southeast and southwest corners of College Street and Spadina Avenue.
- f) Any new development between Madison Avenue and Spadina Road shall:
  - i. include a view terminus at the northeast corner of Bloor Street West and Spadina Road consisting of landmark architecture and design that emphasizes the offset alignment of Spadina Avenue and Spadina Road to enhance the public realm at this intersection;
  - ii. include a mid-block pedestrian connection between Paul Martel Park and Spadina Road;
  - iii. adequately limit shadow impact on Paul Martel Park; and
  - iv. not include blank walls facing Paul Martel Park nor any adjacent Heritage Conservation District (HCD).
- g) New development will create pedestrian and/or visual connections where possible between Paul Martel and Matt Cohen Parks to maintain and enhance Matt Cohen Park as a neighbourhood focal point.
- h) New development will be designed to provide an appropriate transition in scale to minimize any visual or massing impacts on both the Madison Avenue HCD, low rise *Mixed Use Areas* north of the Bloor Corridor and the residential *Apartment Neighbourhoods* on Walmer Road.
- i) Through the development application review process, the City shall secure publicly accessible open spaces, widened sidewalks and mid-block connections (Refer to Map 3).
- j) New development will use shared service areas within development blocks including public and private lanes, driveways and service courts.

**Maps 1 and 2 of Site and Area Specific Policy No. 334 are deleted and replaced as follows:**



**Map 3 is added to Site and Area Specific Policy No. 334, Section e) as follows:**



**Attachment 10: Draft Amendment to OPA 199 Heritage Policy a) 5  
Knox College [H] (Proposed OPA 368)**

Authority: Toronto and East York Community Council Item ~ as adopted by City of Toronto Council on ~, 20~

Enacted by Council: ~, 20~

**CITY OF TORONTO**

**Bill No. ~**

**BY-LAW No. ~-20~**

**To adopt an amendment to Official Plan Amendment 199 Heritage Policy a) 5  
regarding Knox College [H]**

WHEREAS authority is given to Council under the *Planning Act*, R.S.O. 1990, c.P. 13, as amended, to pass this By-law;

WHEREAS Council of the City of Toronto has provided adequate information to the public and has held at least one public meeting in accordance with the *Planning Act*;

The Council of the City of Toronto HEREBY ENACTS as follows:

1. The attached Amendment No. 368 to the Official Plan is hereby adopted pursuant to the *Planning Act*, as amended.

ENACTED AND PASSED this ~ day of ~, A.D. 20~.

JOHN TORY,  
Mayor

ULLI S. WATKISS,  
City Clerk

(Corporate Seal)

**AMENDMENT NO. 368 TO THE OFFICIAL PLAN**

**AMENDMENT TO OFFICIAL PLAN AMENDMENT 199  
HERITAGE POLICY a) 5 REGARDING KNOX COLLEGE [H]**

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The Official Plan of the City of Toronto is amended as follows:

1. Heritage Policy a) 5 regarding the former Knox College is deleted and replaced as follows:

The Knox College building at 1 Spadina Crescent is a prominent Toronto landmark since its construction in 1875 and an excellent example of a High Victorian Gothic style college building. The views from the public realm at the southeast and southwest corners of College Street and Spadina Avenue as identified on Official Plan Map 7B (Identified Views from the Public Realm) will include **the prevention of any further intrusion into the silhouette view against the sky above the spires and the east and west wing ridgeline of Knox College in its entirety.** The views from the identified public realm of College Street to and **beyond Knox College in its entirety will be conserved.**