

STAFF REPORT ACTION REQUIRED

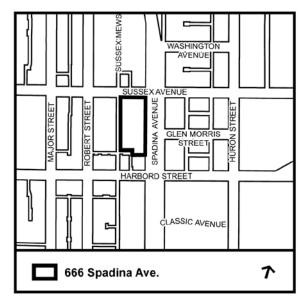
666 Spadina Ave - Official Plan Amendment and Zoning Amendment Applications - Preliminary Report

Date:	October 25, 2016			
To:	Toronto and East York Community Council			
From:	Director, Community Planning, Toronto and East York District			
Wards:	Ward 20 – Trinity-Spadina			
Reference Number:	16-198194 STE 20 OZ			

SUMMARY

The application for an Official Plan and Zoning By-law Amendment at 666 Spadina Avenue proposes the addition of an 11 storey mixed use building with a total of 128 rental residential apartments on the south side of the property facing Spadina Ave and eight 3-storey stacked townhouses on the north side of the property along Sussex Avenue. The proposal retains the existing 25 storey apartment building, and parking is proposed within the existing underground parking structure.

This report provides preliminary information on the above-noted applications and seeks Community Council's direction on further processing of the application and on the community consultation process. Next steps include the scheduling of a community consultation meeting. A final report is targeted for the third quarter of 2017. The target date of the final report assumes that the applicant will provide all required information in a timely manner, address the issues identified in this report, and any additional issues that arise through the review process.



RECOMMENDATIONS

The City Planning Division recommends that:

- 1. Staff be directed to schedule a community consultation meeting for the lands at 666 Spadina together with the Ward Councillor.
- 2. Notice for the community consultation meeting be given to landowners and residents within 120 metres of the site.
- 3. Notice for the public meeting under the Planning Act be given according to the regulations of the Planning Act.

Financial Impact

The recommendations in this report have no financial impact.

DECISION HISTORY

By-law 20-69 to allow the 25-storey apartment building was approved by the Ontario Municipal Board on August 12, 1969 by Board Order No. 9480-69.

Pre-Application Consultation

The local Councillor hosted a pre-application community consultation meeting on April 11, 2016 which was attended by City Planning staff. The proposal presented at the meeting was for the addition of an 11-storey residential building with retail at grade to the south of the existing apartment building and eight 4-storey stacked townhomes fronting onto Sussex Avenue for a total of 127 new residential units. The proposal presented at that meeting is similar to the application that has been submitted. Concerns expressed at the pre-application community consultation included: reductions in the existing open space on the site; relationship between the open space and the community's vision for the rear laneway, or "mews"; transition between the rear of the proposed midrise building and the properties on Robert Street; extent of intensification; and the character of the proposed townhouses in relation to the existing houses on Sussex Avenue.

ISSUE BACKGROUND

Proposal

The applicant proposes the addition of an 11-storey (40.5 metres, including mechanical penthouse) rental apartment building on the south side of the existing 25-storey apartment building with 530 square metres of retail at-grade fronting onto Spadina and eight 3-storey townhouses fronting onto Sussex Avenue. The existing building is proposed to be retained as a rental apartment building. The total gross floor area proposed is 9,743 square metres for the new apartment building and 1,030 square metres for the townhouses, with a proposed floor space index (FSI) of 4.18 for the three buildings on

the site and a combined lot coverage of 36% of the site, excluding driveways and surface parking. The existing building has an FSI of 2.73 times the area of the lot.

The proposed 11-storey mid-rise building has a total Gross Floor Area of approximately 9,743square metres. The proposed building is set back 6 metres from the lot line on Spadina Avenue at the north end of the building and extends out to the lot line at the southern end, consistent with the zero front lot line set back of the neighbouring building to the south. On the Spadina Avenue elevation the building, including the mechanical penthouse, fits underneath an angular plane measured at a height of 80% of the street width, or 28.8 metres. A stepback is provided above the third storey and stepbacks are provided above the tenth floor. The rear of the mid-rise building steps down in 1 and 2 floor increments and is contained within a 45 degree angular plane taken from the opposite side of the adjacent lane. The rear portion is set back 5.8 metres from the property line at Sussex Mews. The separation distance between the existing 25-storey tower to the north and the proposed mid-rise building is 10.3 metres, except for the 1 storey glass vestibule that is propsed to connect the two buildings together. The separation distance between the property line to the south is 5.5 metres.

525 square metres of indoor amenity space is located within the existing 25-storey building and is proposed to be shared with the new development and 330 square metres of indoor amenity space is proposed in the mid-rise building. A total of 1,264 square metres of contiguous outdoor amenity space is proposed on the south side of the mid-rise building as well as landscaped lawn areas in front of the building.

The proposed 3-storey townhouse component of the development includes 1,030 square metres of residential gross floor area. A total of 8 stacked units is proposed. No additional amenity space is proposed for this component of the development. Access to the units are proposed from Sussex Avenue and the building is proposed to be set back 5.5 metres from Sussex Avenue, 15.0 metres from Sussex Mews, and 14.0 metres from Spadina Avenue.

Access to the parking, loading and service areas is proposed via the existing driveway on Sussex Avenue located at the rear of the existing and proposed buildings. A reconfigured pick-up and drop-off area is proposed behind the existing apartment building which will integrate 14 short term and visitor parking spaces. A Type G loading area is proposed within the ground floor of the mid-rise building and will be accessed from the two-way driveway. No servicing access is proposed through Sussex Mews. All garbage storage is proposed to be internal to the building.

Currently, only one level of the two-level underground parking garage is utilized by the existing 25-storey building. The proposed parking supply for the development includes the use of both levels of the existing underground parking to accommodate 247 underground spaces. The parking garage is accessed from the existing entrance and exit ramps next to the driveway entrance from Sussex Avenue. Modifications to the existing garage are proposed to accommodate new structural columns, service functions, and

bicycle parking. Thirteen (13) car parking spaces are proposed at grade at the rear of the existing apartment building. A total of 173 bicycle parking spaces are proposed within the first level of underground parking and at grade.

Site and Surrounding Area

The site is located at the southwest corner of Spadina Avenue and Sussex Avenue in the Harbord Village neighbourhood and is municipally known as 666 Spadina Avenue. The site has an area of 7,386 square metres with frontages of 131 metres along Spadina Avenue and 58 metres along Sussex Avenue. The Site is generally flat with several trees around the periphery of the property. The existing 25-storey apartment building contains 334 rental units, which consist of 115 bachelor units, 116 one-bedroom units, and 103 two-bedroom units. The application materials categorize the unit rent levels for all existing apartments (excluding the two superintendent units). Based on the City's Official Plan housing definitions one unit is considered affordable, 258 units have midrange rents, and 73 units have high-end rents.

The Site was developed in the "tower in the park" style where the footprint of the apartment building occupies approximately 11% of the lot with lawns on three sides. The underground garage extends under a large area of the site's current open space. Building services, including access to underground parking, a pick-up and drop-off area, and outdoor garbage storage are located at the rear of the building between the west side of the building and Sussex Mews.

The existing building is a listed heritage building as it was originally designed by architect Uno Prii and the site is adjacent to the Harbord Village Heritage Conservation District.

The following uses surround the subject site:

North: Sussex Avenue, a mix of low rise (2-3 storeys) commercial buildings fronting onto Spadina Avenue and Robert Street Playground on the west side of Sussex Mews;

South: A mix of low rise (2-3 storeys) houses which have been converted to commercial uses fronting onto Spadina Avenue, beyond which is Harbord Street;

East: Spadina Avenue and a mix of house-form buildings, some with non-residential uses at grade, fronting onto Spadina Avenue. The University of Toronto St. George Campus is located east of Spadina Ave;

West: Sussex Mews, which is a laneway, beyond which is a mix of detached, semidetached, and townhouse dwellings.

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; providing an appropriate range of housing types and affordability to meet projected requirements of current and future residents; 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 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; providing housing options to meet the needs of people at any age; and protecting natural systems and cultivating a culture of conservation. City Council's planning decisions are required to conform, or not conflict, as the case may be, with the Growth Plan for the Greater Golden Horseshoe.

Staff will review the proposed development for consistency with the PPS and for conformity with the Growth Plan for the Greater Golden Horseshoe.

Official Plan

The City of Toronto Official Plan contains a number of policies that apply to the proposed development. A link to the Official Plan can be found here:

http://www1.toronto.ca/planning/chapters1-5.pdf

In the Official Plan, the subject site is part of the *Downtown*. The site is designated *Neighbourhoods*. The application proposes to re-designate the site from *Neighbourhoods* to *Apartment Neighbourhoods*. Section 2.3.1 - Healthy Neighbourhoods states that new development in our *Neighbourhoods* and *Apartment Neighbourhoods* should respect the existing physical character of the area, reinforcing the stability of the neighbourhood.

Chapter Three - Building a Successful City identifies that most of the City's future development will be infill and redevelopment and, as such, will need to fit in, respect and improve the character of the surrounding area and limit its impacts on neighbouring properties and the public realm.

Section 3.1.5 of the Official Plan includes policies on Heritage Conservation. Properties on the Heritage Register are to be conserved and maintained and includes policies that state that Heritage Impact Assessments will evaluate the impact of the proposed alteration to the property or adjacent to the property on the Heritage Register.

Section 3.2.1 of the Official Plan provides direction on housing. The Official Plan indicates that a full range of housing, in terms of form, tenure, and affordability, will be provided and maintained to meet the needs of existing and future residents.

Official Plan policy 3.2.1.5 states that where significant development occurs on existing rental sites, the existing rental buildings with affordable rents and mid-range rents will be secured for at least 20 years. Improvements to the existing rental apartment building will also be required, which can include, but are not limited to, replacing or upgrading the existing indoor and outdoor residential amenities/facilities, or any other improvements that enhance the viability of the rental units for long-term use and/or benefit tenants. These amenities and/or improvements will be provided without any pass-through of costs to the tenants.

Chapter Four – Land Use Designations provides direction on development criteria within *Neighbourhoods* in Section 4.1 and *Apartment Neighbourhoods* in Section 4.2. Significant growth is generally not intended within developed *Apartment Neighbourhoods*. However, compatible infill development may be permitted on a site containing an existing apartment that has sufficient underutilized space and can improve quality of life.

As part of the City's ongoing Official Plan Five Year Review, City Council adopted Official Plan Amendment No. 320 on December 10, 2015. OPA 320 strengthens and refines the Healthy Neighbourhoods, Neighbourhoods and Apartment Neighbourhoods policies to support Council's goals to protect and enhance existing neighbourhoods and to allow limited infill on underutilized apartment sites in Apartment Neighbourhoods. New policies under OPA 320 are specific to sites containing one or more existing apartment building where sensitive infill development that improves existing site conditions may take place where there is sufficient space to accommodate additional buildings while providing a good quality of life for both new and existing tenants. The policies include requirements to maintain or replace and improve indoor and outdoor amenity space and landscaped open space, maintain sunlight and privacy for residential units, and maintain sunlight on outdoor amenity space and landscaped open space provided such infill is in accordance with other policies in the Official Plan. Infill development on a site containing one or more existing apartment building will also respect the scale, including height and massing, of the existing apartment building(s) on and adjacent to the site, and not create highrise additions to existing apartment building(s) on the site. The OPA also states that Apartment Neighbourhoods contain valuable rental housing apartment buildings that often need physical and social renewal and transformation to achieve an improved living environment.

In addition, the Amendment implements the City's Tower Renewal Program by promoting the renewal and retrofitting of older apartment buildings and encouraging small scale retail, institutional uses and community facilities at grade in apartment buildings to better serve residents.

The Minister of Municipal Affairs approved and modified OPA 320 on July 4, 2016. The Ministry received 57 appeals to OPA 320 and it has been appealed in its entirety. As a result, OPA 320 as approved and modified by the Minister is relevant but not determinative in terms of the Official Plan policy framework. The applicant has appealed OPA 320 with respect to the *Neighbourhoods* and *Apartment Neighbourhoods* policies in Chapter Four on a site specific basis for the subject lands. The staff report can be found at:

http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2015.PG8.5

Heritage

666 Spadina Avenue was constructed in 1972 and included on the City's Heritage Register by Council in 2004. The link to the decision may be found at:

http://www.toronto.ca/legdocs/2004/agendas/council/cc040301/tscl006a.pdf The subject property includes a 25-storey building designed in the Modern style as interpreted by notable Toronto architect Uno Prii, and exhibits the slab tower form favoured in many of his commissions. A 'tower-in-a-park' plan is achieved by located parking below grade, allowing for a generous green space between the building and Spadina Avenue, as well as lawn areas to the north along Sussex Avenue and to the south.

A Heritage Impact Assessment is a required for this project to evaluate the impact of the proposed alterations to 666 Spadina Avenue as well as any adjacent heritage properties located in the Harbord Village Heritage Conservation District (Phase 2). The property will be designated under Part IV of the Ontario Heritage Act through the application process and may require a heritage easement agreement.

Zoning

The site is subject to former City of Toronto Zoning By-law 438-86. The site is also included within the new City-wide Zoning By-law 569-213, which as enacted by City Council on May 9, 2013. This By-law is subject to appeals at the OMB and therefore, is not in-force. 666 Spadina Avenue is also subject to site specific Zoning By-law 20-69 to permit the existing 25-storey tower.

The subject site is zoned R3 Z1.0 under former City of Toronto Zoning By-law 438-86 and R(d1.0)(x852) under City-wide Zoning By-law 569-2013. Both of these zoning categories permit residential uses and also allow for select non-residential uses, such as retail stores, day nurseries, and places of worship, subject to certain conditions. The maximum height permitted by both Zoning By-laws 438-86 and 569-2013 is 12 metres.

Site Plan Control

The application is subject to site plan control. A Site Plan Control application has not been submitted.

TOcore

On December 9, 2015, City Council adopted a staff report entitled 'TOcore: Planning Toronto's Downtown – Phase 1 – Summary Report and Phase 2 Directions'. The report outlined the deliverables of TOcore which will be a renewed planning framework through a Downtown Secondary Plan and a series of infrastructure strategies. The work for TOcore began on May 13, 2014 when Toronto and East York Community Council adopted a staff report regarding 'TOcore: Planning Toronto's Downtown', along with a related background document entitled 'Trends and Issues in the Intensification of Downtown'.

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. Reports to Toronto and East York Community Council (TEYCC) are targeted for the November 2016 TEYCC meeting on the results of the second phase and the next steps of implementation.

Official Plan Amendment 352 – Updating Tall Building Setbacks Downtown

On October 6, 2016, City Council approved Official Plan Amendment 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.

Spadina Avenue Built Form Study

On February, 14, 2012, the Toronto and East York Community Council requested City Planning staff to review the policy context for the lands fronting on Spadina Avenue generally from Front Street West to Bloor Street West. In response to Community Council's direction, City Planning staff are undertaking the Spadina Avenue Built Form Study, which will identify ways to refine the planning framework in the area and set a clear vision for future development and the public realm that builds upon the character of Spadina Avenue. The vision will be defined in new planning documents which may include Official Plan Amendments, Zoning By-law changes, design guidelines, and heritage designations.

For more information please see the Preliminary Report (July 9, 2014) on the Spadina Avenue Built Form Study:

http://www.toronto.ca/legdocs/mmis/2014/te/bgrd/backgroundfile-71665.pdf

Avenue and Mid-Rise Guidelines

The City's Performance Standards for Mid-rise Buildings are typically applied to proposed mid-rise buildings along *Avenues* as indicated by Official Plan Map 2. Despite the fact that this section of Spadina Avenue is located in the *Downtown* and not

considered an *Avenue* by the Official Plan, the Performance Standards for Mid-rise Buildings nonetheless provides a useful evaluative framework against which to consider the appropriateness of mid-rise developments.

City Planning prepared a report for Planning and Growth Management Committee summarizing the 5-year monitoring period for the Mid-Rise Building Performance Standards and recommendations for next steps. In June 2016, City Council approved the Mid-Rise Building Performance Standards Addendum (April 20, 2016). The Addendum is to be used by City Staff together with the 2010 approved Mid-Rise Building Performance Standards during the evaluation of development applications where mid-rise buildings are proposed and the Performance Standards are applicable.

The Performance Standards and Addendum may also be used to help inform the preparation or review of area studies and policies involving mid-rise buildings. The Addendum is approved as an interim supplement to the 2010 Performance Standards until such time as Council considers and adopts updated Mid-Rise Building Design Guidelines, which is targeted for the fourth quarter of 2017.

Links to the Council Decision and Addendum are below: http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.PG12.7 and Attachment 1: Mid-Rise Building Performance Standards Addendum (April 20, 2016) http://www.toronto.ca/legdocs/mmis/2016/pg/bgrd/backgroundfile-92537.pdf.

Townhouse and Low-Rise Apartment Guidelines

The City of Toronto has prepared a second draft of the Townhouse and Low-rise Apartment Guidelines (August 2016). The Guidelines are intended to help implement the policies in the Official Plan by achieving the appropriate design of low-rise, primarily residential buildings for a range of building types. These types include townhouses, stacked townhouses, stacked and back-to-back townhouses, low-rise apartments and low-rise hybrid buildings.

The Townhouse and Low-rise Apartment Guidelines address infill townhouse developments as well as mid to larger sites and the more complex and intense types of low-rise, multi-unit development in terms of site context, site organization, building massing, detailed design and private and public realm. The guidelines build upon and once approved by City Council, are intended to replace the Infill Townhouse Guidelines (2003). The updated draft Guidelines are available at the link below: http://www.toronto.ca/lowriseguidelines.

Tree Preservation

This application proposes the removal of City owned and privately owned trees. The owner will be required to submit an application to obtain the necessary permits and submit a replanting plan for staff to review.

Reasons for the Application

The application has been submitted as the applicant requires amendments to the former City of Toronto Zoning By-law 438-86 and the new City-wide Zoning By-law 569-2013.

Both Zoning By-laws 438-86 and 569-2013 permit a maximum height of 12 metres and a density of 1 times the area of the lot, while the proposed development contemplates a height of 40.5 metres, including mechanical penthouse, and density of 4.18 times the area of the lot. In addition, the proposed building does not comply with the site specific standards effected by Zoning By-law 20-69, which among other standards, sets a maximum Gross Floor Area of 2.86 times the area of the lot and requires that 67% of the lot is maintained as landscaped open space.

COMMENTS

Application Submission

The following reports/studies were submitted with the application:

- Arborist Report
- Architectural Plans
- Draft Zoning By-law Amendments
- Draft Official Plan Amendment
- Heritage Impact Assessment
- Landscape and Lighting Plans
- Pedestrian Wind Assessment
- Planning and Urban Design Rationale
- Functional Servicing Report
- Shadow Study
- Toronto Green Standards Checklist
- Transportation Study
- Housing Issues Report and Rental Screening Form
- Noise Impact Study
- Hydrogeological Report

A Notification of Incomplete Application issued on August 15, 2016 identifies the outstanding material required for a complete application submission as follows:

- Geotechnical Study
- Archaeology Study

The outstanding material was submitted on September 20, 2016 and a Notification of Complete Application was subsequently issued on September 26, 2016.

Issues to be Resolved

The issues identified below are preliminary and are among the issues that will be considered through the review of this application:

- Whether the proposed height, density, separation distances and massing are suitable for the subject site;

- Suitability of the proposed public realm on the street frontages and on the Sussex Mew laneway;
- The quantity of open space on the site;
- Compliance with the Townhouse Guidelines and Mid-Rise Guidelines:
- Whether the proposed transition to the adjacent *Neighbourhoods* and areas of lower scale on Spadina Avenue is appropriate;
- Evaluation of the shadow impacts created by the proposed development on the site and surrounding area;
- Effect of the development on the existing heritage property and adjacent Heritage Conservation District;
- Adequacy and suitability of the amount and location of the proposed indoor and outdoor amenity space relative to existing amenities and requirements;
- Whether rental housing demolition and replacement is required to fulfill the policies of Section 3.2.1.6 of the Official Plan, a proposal for a tenant relocation and assistance plan and the evaluation of an application for and conditions of a Rental Housing Demolition Permit under chapter 667 of the Municipal Code pursuant to section 111 of the City of Toronto Act;
- The need for a construction management plan;
- Appropriateness of the proposed tree removal;
- Appropriate wind mitigation measures;
- Appropriateness of the proposed access to the residential lobbies and loading facilities;
- Capacity of existing servicing to accommodate the proposed development;
- Lane widening requirements for Sussex Mews;
- Identification and securing of public benefits pursuant of Section 37 of the *Planning Act* should the proposal be recommended for approval.

Additional issues may be identified through the review of the application, agency comments and the community consultation process.

The TGS Checklist has been submitted by the applicant and is currently under review by City staff for compliance with the Tier 1 performance measures.

CONTACT

Liora Freedman, Planner Tel. No. (416) 338-5747 E-mail: lfreedm@toronto.ca

SIGNATURE

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

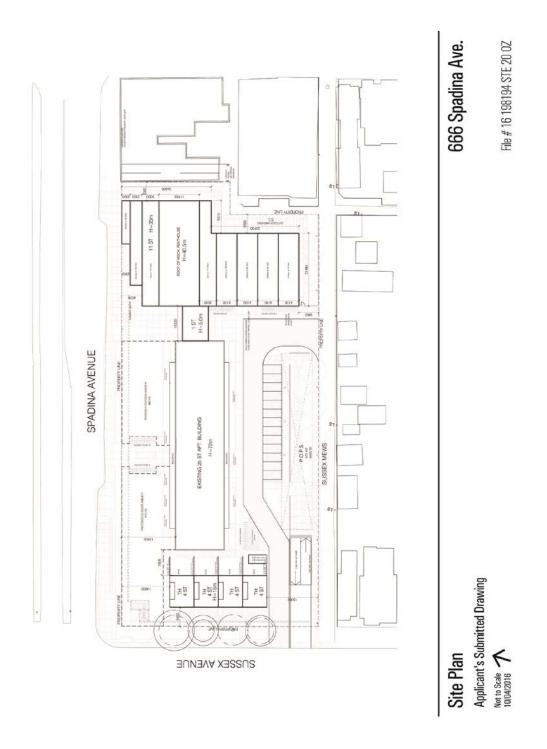
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ATTACHMENTS

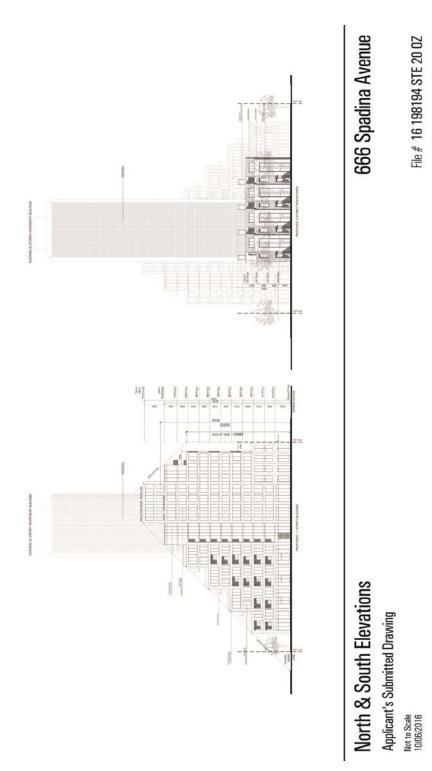
Attachment 1: Site Plan Attachment 2: Elevations Attachment 3: Zoning Attachment 4: Official Plan

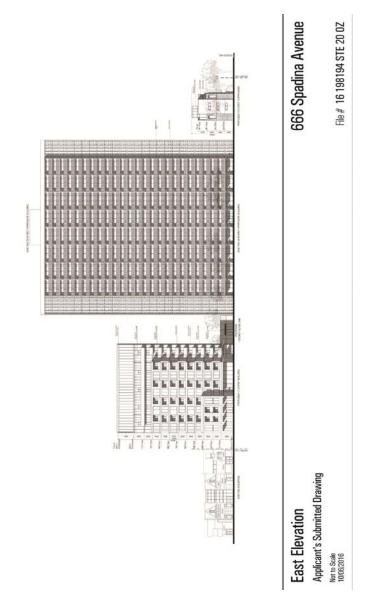
Attachment 5: Application Data Sheet

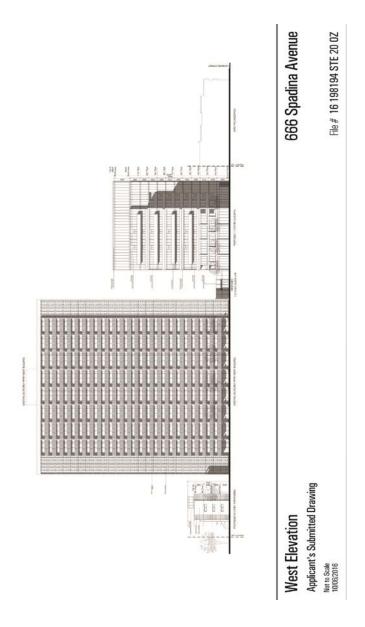
Attachment 1: Site Plan



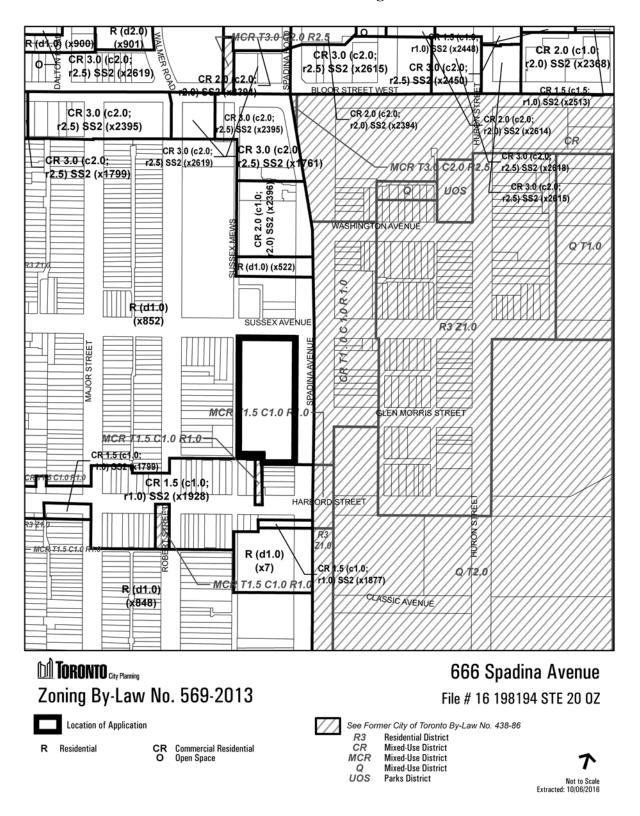
Attachment 2: Elevations



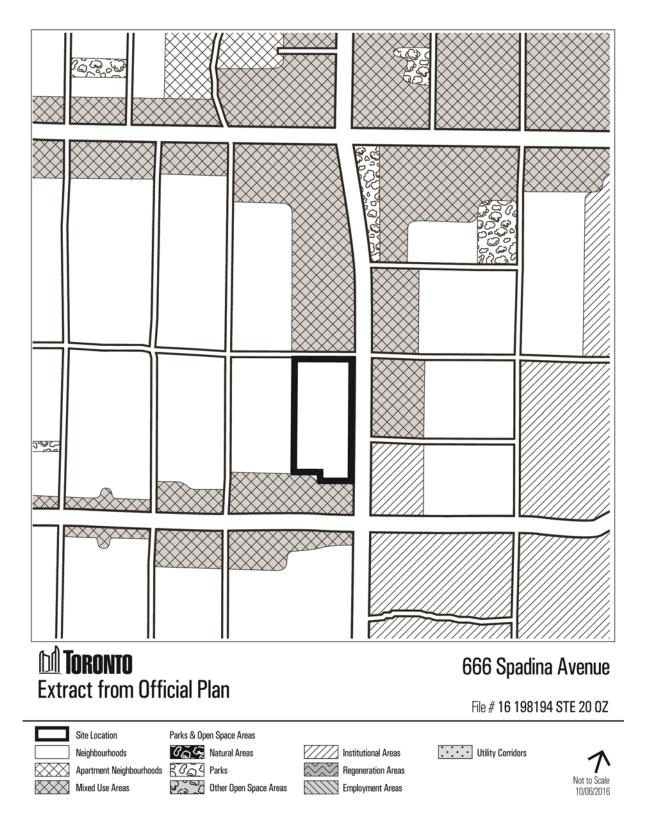




Attachment 3: Zoning



Attachment 4: Official Plan



Attachment 5: Application Data Sheet

Application Type Official Plan Amendment & Rezoning Application Number: 16 198194 STE 20 OZ

Details OPA & Rezoning, Standard Application Date: July 28, 2016

Municipal Address: 666 SPADINA AVENUE

Location Description: PLAN D10 LOT 58 & 59 PLAN D10 LOTS 57 J K & L PLAN D259 LOT 5 PT LOT 4

RP R4624 PART 1 **GRID S2004

Project Description: Official Plan and Zoning By-law Amendment to allow the addition of an 11 storey

mixed use building with a total of 128 rental residential apartments on the south side of the property and 8 stacked townhouses on the north side of the property. The proposal retains the existing 25 storey apartment building, and parking is proposed within the

existing underground parking structure. The site is a heritage property.

Applicant: Agent: Architect: Owner:

Walker Nott Page & Steele Spadina Towers Inc

Dragicevic Assoc Ltd

PLANNING CONTROLS

Official Plan Designation: Neighbourhoods Site Specific Provision: Zoning: R3 Z1.0 Historical Status: Y

Height Limit (m): 12 Site Plan Control Area: Y

PROJECT INFORMATION

Site Area (sq. m): 7386 Height: Storeys: 25 Frontage (m): 131 Metres: 72

Depth (m): 58

Total Ground Floor Area (sq. m): 2686.4 **Total**

Total Residential GFA (sq. m): 30402.6 Parking Spaces: 260
Total Non-Residential GFA (sq. m): 530 Loading Docks 1

Total GFA (sq. m): 30932.6

Lot Coverage Ratio (%): 36 Floor Space Index: 4.18

DWELLING UNITS FLOOR AREA BREAKDOWN (upon project completion)

Tenure Type:	Rental		Above Grade	Below Grade
Rooms:	0	Residential GFA (sq. m):	30402.6	0
Bachelor:	115	Retail GFA (sq. m):	530	0
1 Bedroom:	171	Office GFA (sq. m):	0	0
2 Bedroom:	164	Industrial GFA (sq. m):	0	0
3 + Bedroom:	20	Institutional/Other GFA (sq. m):	0	0

Total Units: 470

CONTACT: PLANNER NAME: Liora Freedman, Planner

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