

315-325 Spadina Avenue – Zoning Amendment Application – Preliminary Report

Date: August 20, 2019

To: Toronto and East York Community Council

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

Ward 11 - University-Rosedale

Planning Application Number: 19 195542 STE 11 OZ

Notice of Complete Application Issued: August 20, 2019

Current Use(s) on Site: Two low-rise multi-tenant retail commercial buildings with a surface parking lot at the rear of the buildings.

SUMMARY

This report provides information and identifies a preliminary set of issues regarding the application for a 13-storey mixed use building located at 315-325 Spadina Avenue. Staff are currently reviewing the application. It has been circulated to all appropriate agencies and City divisions for comment. Staff will proceed to schedule a community consultation meeting for the application with the Ward Councillor.

RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff schedule a community consultation meeting for the application located at 315-325 Spadina Avenue together with the Ward Councillor.
2. Notice for the community consultation meeting be given to landowners and residents within 120 metres of the application site, and to additional residents, institutions and owners to be determined in consultation with the Ward Councillor, with any additional mailing costs to be borne by the applicant.

FINANCIAL IMPACT

The recommendations in this report have no financial impact.

ISSUE BACKGROUND

Application Description

This application proposes a 13-storey mixed-use building with a total gross floor area of 15,892 square metres and a density of 7.83 times the area of the lot. The overall proposed height is 40.23 metres, exclusive of the mechanical penthouse.

The ground floor will contain 988 square metres of retail space fronting on Spadina Avenue and D'Arcy Street, an entrance and a lobby to the residential units above, and access to the loading and underground parking off the rear lane. A total of 239 rental residential units are proposed within the 12 floors above the ground floor. The unit mix is comprised of 172 studio units (72%), 11 one-bedroom units (5%), 31 two-bedroom units (13%), and 25 three-bedroom units (10%).

At the ground level, the building is set back 1.4 metres from the Spadina Avenue property line, and 1.6 metres from the D'Arcy Street property line. On floors 2-7, the building is to cantilever over the ground floor setback and be located at the limits of the property boundaries along Spadina Avenue and D'Arcy Street. On the eighth floor the building would step back from the Spadina Avenue property line by 2.4 metres, and 2.5 metres from the D'Arcy Street property line. On the ninth floor, the building would once again step back from the Spadina Avenue and D'Arcy Street property lines by another 2.5 metres. On the north side, the building would be built to the northern property line up until the tenth floor, at which point it would step back 3.6 metres from the property line.

At the rear, the building proposes two distinct built form transitions to the adjacent properties to the east. At the north-east portion of the proposed building, the building would be setback 2.4 metres on the first two levels, and then steps back an additional 2.7 metres from the east property line on the third level. At the south-east portion, the proposed building would be set back 1.4 metres on levels 1-6, and then would step back a total of 7.7 metres from the east property line on the eighth floor. The building would step back an additional 5 metres from the rear property line on the tenth floor, and another 3.3 metres on the 12th floor.

Indoor and outdoor amenity space, totalling 583 square metres (2.44 square metres per unit) and 404 square metres (1.69 square metres per unit) respectively, will be provided on the second storey. A total of 35 vehicular parking spaces, to be shared between the residential units and the retail units, will be provided in a one-level below-grade parking garage. A total of 252 bicycle parking spaces are to be provided on the ground floor and within the below-grade parking garage. Vehicular access, including loading, will be off the rear laneway.

Detailed project information is found on the City's Application Information Centre at:

<https://www.toronto.ca/city-government/planning-development/application-information-centre/>

See Attachments 1, 2, 4 and 6 of this report for a three dimensional representation of the project in context, the proposed site plan and application data, respectively.

Provincial Policy Statement

Land use planning in the Province of Ontario is a policy led system. Any decision of Council related to this application is required to be consistent with the Provincial Policy Statement (2014) (the "PPS"). The PPS may be found on the Ministry of Municipal Affairs and Housing website.

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019)

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019) (the "Growth Plan (2019)") came into effect on May 16, 2019. This new plan replaces the previous Growth Plan for the Greater Golden Horseshoe, 2017. The Growth Plan (2019) continues to provide a strategic framework for managing growth and environmental protection in the Greater Golden Horseshoe region, of which the City forms an integral part. The Growth Plan, 2019 establishes policies that require implementation through a Municipal Comprehensive Review (MCR), which is a requirement pursuant to Section 26 of the Planning Act that comprehensively applies the policies and schedules of the Growth Plan (2019), including the establishment of minimum density targets for and the delineation of strategic growth areas, the conversion of provincially significant employment zones, and others.

Policies not expressly linked to a MCR can be applied as part of the review process for development applications, in advance of the next MCR. These policies include:

- Directing municipalities to make more efficient use of land, resources and infrastructure to reduce sprawl, contribute to environmental sustainability and provide for a more compact built form and a vibrant public realm;
- Directing municipalities to engage in an integrated approach to infrastructure planning and investment optimization as part of the land use planning process;
- Achieving complete communities with access to a diverse range of housing options, protected employment zones, public service facilities, recreation and green space that better connect transit to where people live and work;
- Retaining viable lands designated as employment areas and ensuring redevelopment of lands outside of employment areas retain space for jobs to be accommodated on site;
- Minimizing the negative impacts of climate change by undertaking stormwater management planning that assesses the impacts of extreme weather events and incorporates green infrastructure; and
- Recognizing the importance of watershed planning for the protection of the quality and quantity of water and hydrologic features and areas.

The Growth Plan (2019) builds upon the policy foundation provided by the PPS and provides more specific land use planning policies to address issues facing the Greater Golden Horseshoe region. The policies of the Growth Plan (2019) take precedence over the policies of the PPS to the extent of any conflict, except where the relevant legislation provides otherwise.

In accordance with Section 3 of the *Planning Act* all decisions of Council in respect of the exercise of any authority that affects a planning matter shall conform with the Growth Plan. Comments, submissions or advice affecting planning matters that are provided by Council shall also conform with the Growth Plan.

The Growth Plan (2019) contains policies pertaining to population and employment densities that should be planned for in major transit station areas (MTSAs) along priority transit corridors or subway lines. MTSAs are generally defined as the area within an approximately 500 to 800 metre radius of a transit station, representing about a 10-minute walk. The Growth Plan requires that, at the time of the next municipal comprehensive review (MCR), the City update its Official Plan to delineate MTSA boundaries and demonstrate how the MTSAs achieve appropriate densities.

Toronto Official Plan Policies and Planning Studies

The City of Toronto Official Plan is a comprehensive policy document that guides development in the City, providing direction for managing the size, location, and built form compatibility of different land uses and the provision of municipal services and facilities. Authority for the Official Plan derives from The Planning Act of Ontario. The PPS recognizes the Official Plan as the most important document for its implementation. Toronto Official Plan policies related to building complete communities, including heritage preservation and environmental stewardship may be applicable to any application. Toronto Official Plan policies may be found here:

<https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/>

The subject site is identified on Map 2 of the Official Plan as being within the *Downtown and Central Waterfront* and is designated *Mixed Use Areas* on Map 18 of the Land Use Map (see Attachment 5).

The application is also subject to Site and Area Specific Policy 202 (SASP 202), which permits parking garages in *Mixed Use Areas* at a density of 3.0 times the lot area, and on lots fronting on Spadina Avenue between Dundas Street West and Queen Street West at a density of up to 5.0 times the area of the lot through a zoning by-law amendment.

The Downtown Plan

Official Plan Amendment 406 (the Downtown Plan) is now in-force and effect. OPA 406 includes amendments to Section 2.2.1 and Map 6 of the Official Plan, as well as a new Downtown Plan. It applies to all applications deemed complete after June 5, 2019. The Plan – in conjunction with the associated infrastructure strategies that address water, energy, mobility, parks and public realm, and community services and facilities –

provides a comprehensive and integrated policy framework to shape growth in Toronto's fast-growing Downtown over the next 25 years. It provides the City with a blueprint to align growth management with the provision of infrastructure, sustain liveability, achieve complete communities and ensure there is space for the economy to grow. The Plan area is generally bounded by Lake Ontario to the south, Bathurst Street to the west, the mid-town rail corridor and Rosedale Valley Road to the north and the Don River to the east.

Map 41-3-C of the Downtown Plan designates the site as *Mixed Use Areas 3 - Main Street*. Policy 6.26 of the Downtown Secondary Plan details that development will be generally of a mid-rise the scale along Spadina Avenue, and that the maximum heights will be informed by the width of the right-of-way. Furthermore, Policies 6.29 and 6.30 state that development within *Mixed Use Areas 3* will be encouraged to include retail and service commercial uses at ground level with residential, office, and/or institutional uses above, and that the assessment of mid-rise development proposals will be informed by the Mid-Rise Buildings policies of the plan.

Map 41-5 of the Downtown Plan designates Spadina Avenue as a *Priority Retail Street*. Policy 6.39 states that *Priority Retail Streets* will maintain and enhance *Downtown's* retail vitality, serve local needs and designation shoppers.

Map 41-7 of the Downtown Plan also designates Spadina Avenue as a *Great Street*. Policy 7.1.7 states that *Great Streets* will be prioritized for public realm improvements due to their location, scale and historic role in the city, existing civic significance and their potential contribution to the public realm network.

Section 10 of Downtown Plan seeks to enhance community services and facilities to support a diverse range of programs and services to support communities, contribute to quality of life and act as neighbour focal points where people gather, socialize and access services. Community Services and Facilities are essential to fostering complete communities.

The in-force Downtown Plan can be found here:

<https://www.toronto.ca/legdocs/mmis/2019/cc/bgrd/backgroundfile-135953.pdf>

Zoning By-laws

The subject properties are zoned 'CR T2.5 C2.0 R2.0' by By-law No. 438- 86, as amended. The 'CR' zone permits a broad range of residential and commercial uses. The maximum permitted building height is 18 metres, while the maximum permitted density is 2.5 times the site area.

The subject sites are zoned 'CR 2.5 (c2.0; r2.0) SS2 x1741' by Zoning By-law 569-2013. Zoning By-law 569-2013 permits generally the same uses, height and density on the subject site as By-law 438-86.

The City's Zoning By-law 569-2013 may be found here: <https://www.toronto.ca/city-government/planning-development/zoning-by-law-preliminary-zoning-reviews/zoning-by-law-569-2013-2/>

Design Guidelines

The following design guidelines will be used in the evaluation of this application:

- Mid-rise Building Design Guidelines; and
- Growing Up: Planning for Children in New Vertical Communities 2017.

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

Site Plan Control

The application is subject to Site Plan Control. A Site Plan Control application has not yet been submitted.

COMMENTS

Reasons for the Application

The Zoning By-law Amendment application seeks to obtain relief from the development criteria in Zoning By-law 569-2013 and Zoning By-law 438-86, as amended, including those related to height, density, setbacks and minimum parking requirements. Additional deviations from the Zoning By-law may be identified as part of the application review.

ISSUES TO BE RESOLVED

The application has been circulated to City divisions and public agencies for comment. At this stage in the review, the following preliminary issues have been identified:

Provincial Policies and Plans Consistency/Conformity

Staff will continue to evaluate this planning application against the PPS (2014) and the Growth Plan (2019) to establish the application's consistency with the PPS (2014) and conformity with the Growth Plan (2019).

Given the explicit link between Provincial Policy and the Official Plan, conformity with the PPS and the Growth Plan will be largely determined by conformity with the Official Plan.

Official Plan Conformity

Staff will continue to evaluate this planning application to determine the application's conformity to the Official Plan and the Downtown Secondary Plan.

Built Form, Planned and Built Context

Staff have assessed the application and have identified the following issues:

- The suitability of the proposed building height and massing, including setbacks and stepbacks in relation to the existing and planned context;
- The appropriateness of the proposed density of 7.83 times the area of the lot;
- The suitability of the proposed transition to the low-scale *Neighbourhoods* to the rear;
- The impact of the proposed shadows on the public realm and adjacent properties;
- The appropriateness of the proposed vehicle entrance off D'Arcy Street; and
- The wind impacts of the development and the appropriate mitigation measures.

Tree Preservation

The application is subject to the provisions of the City of Toronto Municipal Code, Chapter 813 Articles II (Street Trees By-law) and III (Private Tree By-law). The applicant has submitted an Arborist Report and a Tree Inventory and Preservation Plan. Staff will assess the appropriateness of the applicant's Preservation Plan, which currently proposes retention of 4 existing trees along Spadina Avenue, and the introduction of 3 new trees along D'Arcy Street.

Archaeological Assessment

An archaeological resource assessment identifies and evaluates the presence of archaeological resources also known as archaeological sites. An Archaeological Assessment has been submitted and is under review.

Heritage Impact & Conservation

The development site is adjacent to several properties listed on the City of Toronto Heritage Register, including 318-328 Spadina Avenue, 332-340 Spadina Avenue, and 350-358 Spadina Avenue. Further, the development site is adjacent to the Kensington Market National Historic Site and the Kensington Market Heritage Conservation District Study area. As such, a Heritage Impact Assessment has been submitted as part of the application, and is currently under review by City staff.

Community Services and Facilities

Staff will evaluate the impact of the proposed development and local development activity on community services and facilities, including assessment of existing capacity to support proposed future population.

Section 37 Community Benefits

The Official Plan provides for the use of Section 37 of the Planning Act to pass by-laws for increases in height and/or density not otherwise permitted by the Zoning By-law in return for the provision by the applicant of community benefits. It is standard to secure community benefits in a Section 37 Agreement which is then registered on title.

Further discussion with the Ward Councillor, City staff, residents, and the applicant will be required to determine the extent and nature of the required Section 37 community benefits should the proposal proceed to approval in some form.

Infrastructure/Servicing Capacity

Staff are reviewing the application to determine if there is sufficient infrastructure capacity (roads, transit, water, sewage, hydro, community services and facilities, etc.) to accommodate the proposed development. The applicant has submitted the following studies and reports which are being reviewed by Engineering and Construction Services: a Functional Servicing and Stormwater Management Report; Hydrogeological Investigation; Geotechnical Investigation; and Traffic Impact and Parking Study.

Staff will continue to assess:

- The Servicing Report provided by the applicant, to evaluate the effects of the development on the City's municipal servicing infrastructure and identify and provide the rationale for any new infrastructure and upgrades to existing infrastructure, necessary to provide adequate servicing to the proposed development; and
- The Transportation Impact and Parking Study submitted by the applicant, to evaluate the effects of the development on the transportation and parking systems, and to identify any transportation and parking improvements that are necessary to accommodate the travel demands and impacts generated by the development.

Revisions and additional details may be requested of the applicant by Engineering Construction and Servicing staff.

Toronto Green Standard

Council has adopted the four-tier Toronto Green Standard (TGS). The TGS is a set of performance measures for green development. Applications for Zoning By-law Amendments and Site Plan Control are required to meet and demonstrate compliance with Tier 1 of the Toronto Green Standard. Tier 1 performance measures are secured on site plan drawings and through a Site Plan Agreement. The applicant has submitted the required Toronto Green Standards Checklist for Mid to High Rise Non-Residential Development. The checklist is being reviewed for conformity with Tier 1 requirements and full compliance will be required prior to approval of the requested applications. Staff will encourage the applicant to pursue the enhanced Tier 2 performance measures.

Other Matters

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

CONTACT

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SIGNATURE

Lynda H. Macdonald, MCIP, RPP, OALA, FCSLA
Director, Community Planning
Toronto and East York District

ATTACHMENTS

City of Toronto Drawings

Attachment 1: 3D Model of Proposal in Context Looking Northwest

Attachment 2: 3D Model of Proposal in Context Looking Southeast

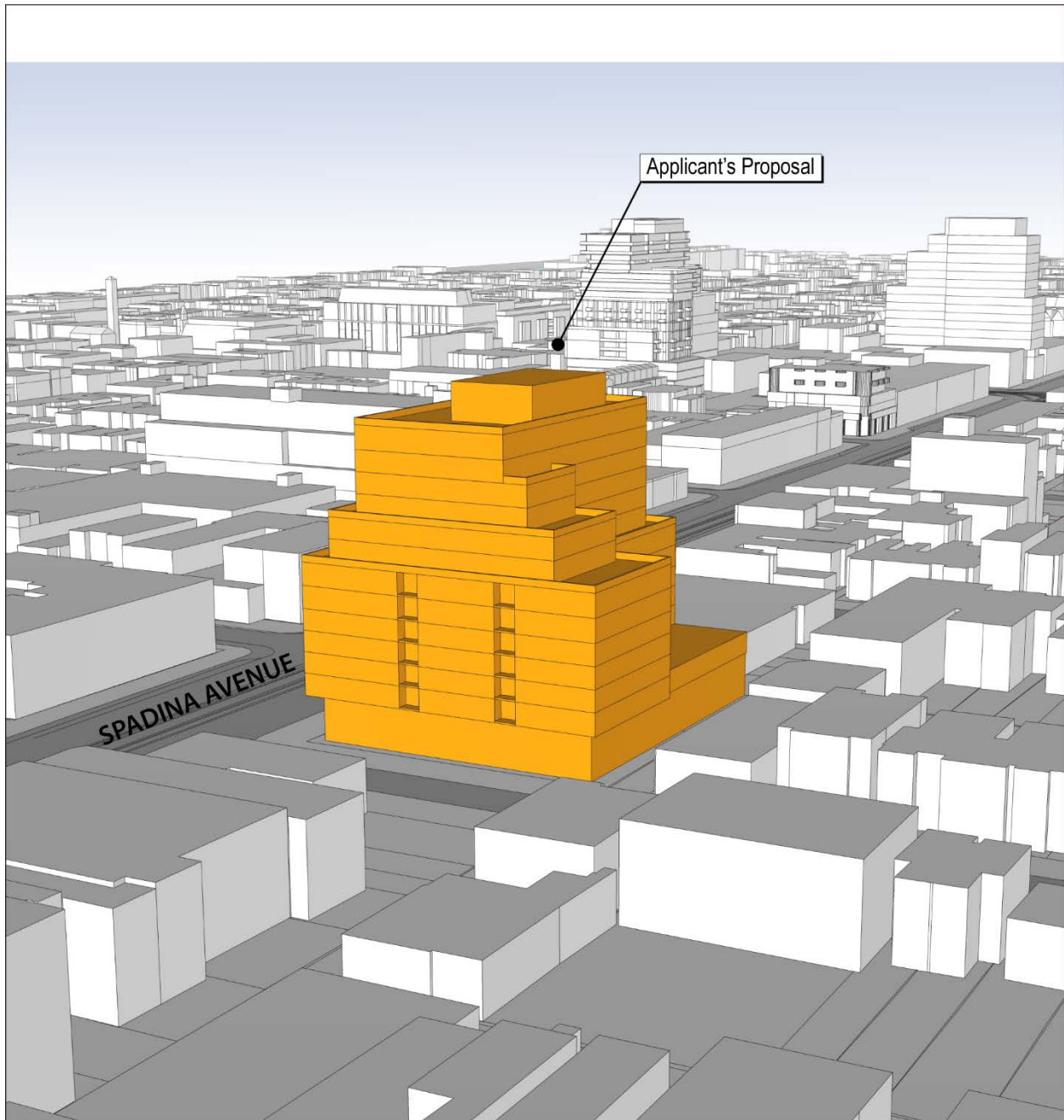
Attachment 3: Location Map

Attachment 4: Site Plan

Attachment 5: Official Plan Map

Attachment 6: Application Data Sheet

Attachment 1: 3D Model of Proposal in Context Looking Northwest

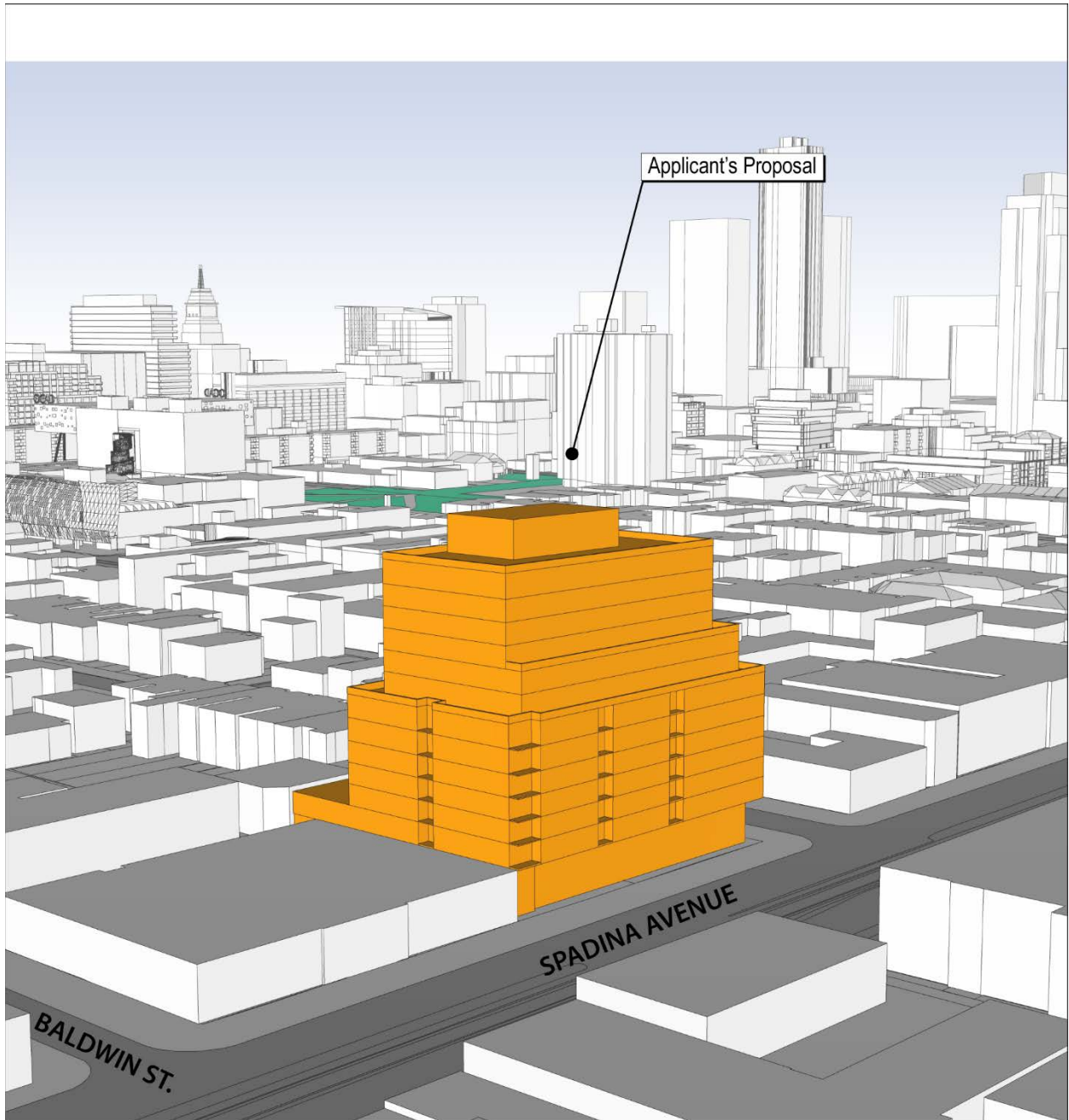


View of Applicant's Proposal Looking Northwest



MO/DA/2019

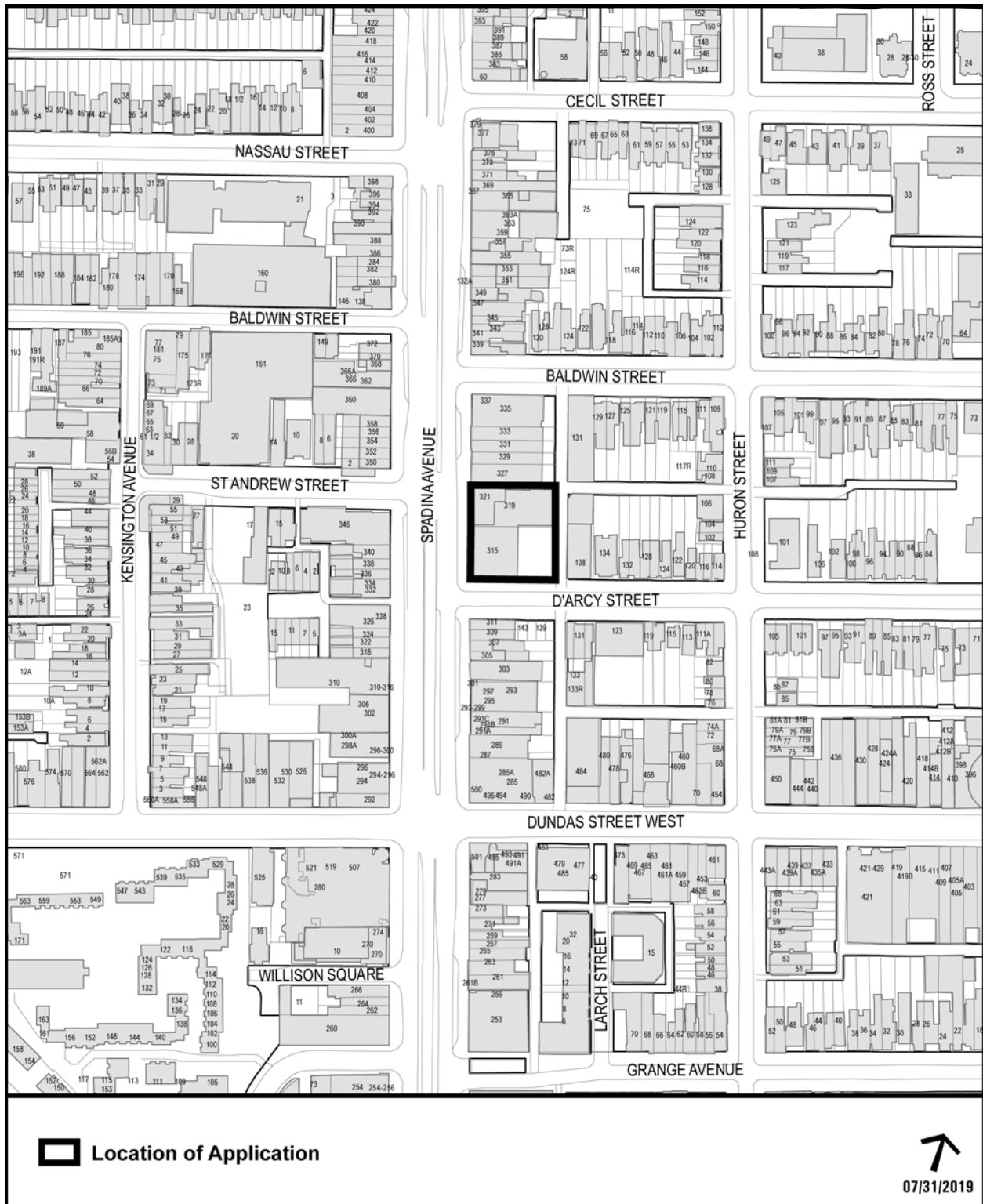
Attachment 2: 3D Model of Proposal in Context Looking Southeast



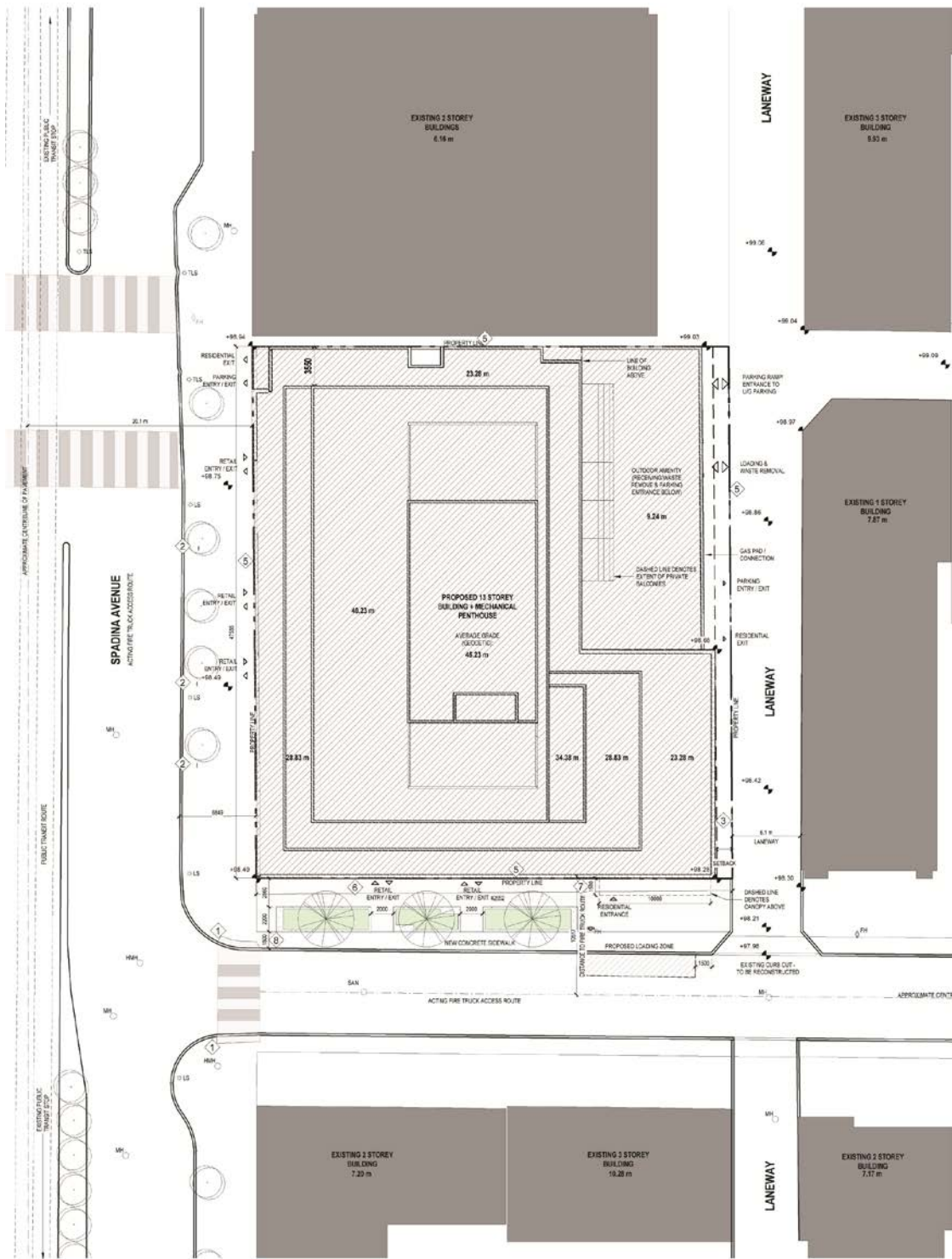
View of Applicant's Proposal Looking Southeast



Attachment 3: Location Map



Attachment 4: Site Plan



Site Plan



Attachment 5: Official Plan Map



Official Plan Land Use Map #18

315 Spadina Avenue

File # 19 195542 STE 11 0Z

- | | |
|--|--|
|  Location of Application |  Parks & Open Space Areas |
|  Neighbourhoods |  Parks |
|  Apartment Neighbourhoods | |
|  Mixed Use Areas | |

↑
Not to Scale
07/31/2019

Attachment 6: Application Data Sheet

Municipal Address: 315 SPADINA AVENUE Date Received: July 25, 2019

Application Number: 19 195542 STE 11 OZ

Application Type: Rezoning

Project Description: Zoning By-law Amendment to permit a 13-storey mixed-use building containing 239 rental dwelling units and 987 m² of non-residential floor area. Total Floor area on the lot is 15,892 m².

Applicant	Agent	Architect	Owner
BOUSFIELDS	BOUSFIELDS	MONTGOMERY SISAM	315 SPADINA FACILITY INC.

EXISTING PLANNING CONTROLS

Official Plan Designation: Mixed Use Areas Site Specific Provision: SASP 202

Zoning: CR 2.5 (c2.0;
r2.0) SS2 Heritage Designation: N
(x1741)

Height Limit (m): 18 Site Plan Control Area: Y

PROJECT INFORMATION

Site Area (sq m): 2,031 Frontage (m): 48 Depth (m): 43

Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):	1,423		1,770	1,770
Residential GFA (sq m):			14,905	14,905
Non-Residential GFA (sq m):	1,423		988	988
Total GFA (sq m):	1,423		15,893	15,893
Height - Storeys:	2		13	13
Height - Metres:	10		40	40

Lot Coverage Ratio (%): 87.15 Floor Space Index: 7.83

Floor Area Breakdown	Above Grade (sq m)	Below Grade (sq m)
Residential GFA:	14,905	
Retail GFA:	988	

Office GFA:
 Industrial GFA:
 Institutional/Other GFA:

Residential Units by Tenure	Existing	Retained	Proposed	Total
Rental:			239	239
Freehold:				
Condominium:				
Other:				
Total Units:			239	239

Total Residential Units by Size

	Rooms	Bachelor	1 Bedroom	2 Bedroom	3+ Bedroom
Retained:					
Proposed:		172	11	31	25
Total Units:		172	11	31	25

Parking and Loading

Parking Spaces: 35 Bicycle Parking Spaces: 252 Loading Docks: 1

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