

502 and 508-510 Spadina Avenue (Scott Mission) – Zoning Amendment Application – Preliminary Report

Date: September 15, 2021

To: Toronto and East York Community Council

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

Ward: 11 - University-Rosedale

Planning Application Number: 21 156568 STE 11 OZ

Current Use(s) on Site: 3-storey and a 2-storey institutional buildings managed by the Scott Mission.

SUMMARY

This report provides information and identifies a preliminary set of issues regarding the application located at 502 and 508-510 Spadina Avenue. The application proposes to demolish the existing buildings on the site and develop a 9-storey building with 109 affordable units approved by the City's Open Door program and non-residential uses supporting the units on the lower levels of the building. 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 502 and 508-510 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 City Planning Division confirms that there are no financial implications resulting from the recommendations included in this report in the current budget year or in future years.

THE APPLICATION

Complete Application Submission Date

July 2, 2021

Description

This application proposes a 9-storey affordable residential building with a total gross floor area of 11,635 square metres and a density of 5.65 times the area of the lot. The overall proposed height is 30 metres (36.5 metres inclusive of the rooftop mechanical equipment). A total of 109 affordable rental dwelling units approved by the Open Door program with rents to achieve an average of 75% of average market rent are proposed, with a unit mix comprised of 99 bachelor units, 5 one-bedroom units and 5 two-bedroom units. Floors 1-4 and the 2 underground levels of the building would include non-residential uses, such as food and clothing banks, a kitchen and a cafeteria, supporting the affordable residential units.

A total of 349 square metres (3.2 square metres per dwelling unit) of indoor amenity space would be provided on floors 4-9, and 242 square metres (2.2 square metres per dwelling unit) of outdoor amenity space would be provided on the fourth floor terrace and rooftop. A total of 151 bicycle parking spaces would be provided within the underground levels and on the ground floor. A total of 5 vehicular parking spaces and one Type G loading space would be provided on the surface level at the southwest corner of the lot. Vehicular access, including loading, would be provided off Spadina Avenue.

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 2 and 3 of this report for a three dimensional representation of the project in context.

Reasons for the Application

The application proposes to amend Zoning By-laws 438-86 and 569-2013 for the properties at 502 and 508-510 Spadina Avenue to vary performance standards including but not limited to: building height, density, parking standards, and building setbacks. Through the review of the application, staff may identify additional areas of non-compliance with the Zoning By-laws.

Site Plan Control

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

POLICY CONSIDERATIONS

Provincial Policy Statement and Provincial Plans

Any decision of Council related to this application is required to be consistent with the Provincial Policy Statement (2020) (the "PPS"), and to conform with applicable Provincial Plans which, in the case of the City of Toronto, include: A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020). The PPS and all Provincial Plans may be found on the Ministry of Municipal Affairs and Housing website.

Growth Plan for the Greater Golden Horseshoe (2020)

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020) (the "Growth Plan (2020)") came into effect on August 28, 2020. This new plan replaces the previous Growth Plan for the Greater Golden Horseshoe, 2019. The Growth Plan (2020) 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 (2020) establishes policies that require implementation through a Municipal Comprehensive Review (MCR), which is a requirement pursuant to Section 26 of the Planning Act.

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, and better connected 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 (2020), builds upon the policy foundation provided by the PPS and provides more specific land use planning policies to address issues facing the GGH region. The policies of the Growth Plan (2020) 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 (2020). Comments, submissions or advice affecting a planning matter that are provided by Council shall also conform with the Growth Plan (2020).

Major Transit Station Areas

The Growth Plan (2020) as amended 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 (2020) 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 are planned for the prescribed densities.

The subject lands are located within the boundary of the draft Queen's Park Protected MTSA (SASP 611). The following is a link to the MTSA Staff Report:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.PH22.6>

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 site is located in the Downtown and Central Waterfront on Map 2 of the Official Plan and Mixed Use Areas on Land Use Plan Map 18.

The Downtown Plan

Official Plan Amendment 406 was adopted by City Council on May 22, 2018, received approval by the Minister of Municipal Affairs and Housing on June 5, 2019, and 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 Secondary Plan (the Downtown Plan), and applies to all applications deemed complete after June 5, 2019. The Downtown 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, to sustain liveability, and to 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.

Section 3 provides direction on creating complete communities in the Downtown. Policy 3.5 states that the Downtown will be inclusive and affordable, with a range of housing that meets the requirements of a diverse population with varied needs, including accessible and supportive services for vulnerable populations, as provided for by the Downtown Plan.

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, their existing civic significance, and their potential contribution to the public realm network.

The Downtown Plan can be found here:

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

Official Plan Amendment 379

On May 24, 2017, City Council adopted Official Plan Amendment 379 (Site and Area Specific Policy 533 "SASP 533"), which impacts properties fronting on College Street, between Bathurst Street and McCaul Street, as well as several properties along Spadina Avenue on the corner of College Street and Spadina Avenue. The purpose of the SASP is to clarify expectations about the built form for new developments that is appropriate for the different character areas within the SASP, as well as, address land use, building scale and height, and public realm improvements, including special places and pedestrian improvements along College Street.

The entirety of the subject site is within SASP 533 area and is within Character Area C. Character Area C at the intersection of College Street and Spadina Avenue is comprised of primarily commercial buildings which are located in a manner that maintains the designated view corridor towards Spadina Crescent. New development will respect the existing character of this area. The policies in the SASP direct that new buildings in Character Area C will have a maximum height of 30 metres (9-storeys), excluding the mechanical penthouse, and a minimum 3 metre step-back from Spadina Avenue above the base building.

Official Plan Amendment 379 (SASP 533) can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.TE24.3>

Zoning By-laws

The subject site is zoned 'CR 3.0 (c2.0; r2.5) SS2 x1733' by Zoning By-law 569-2013. The 'CR' zone permits a broad range of residential and commercial uses. The maximum permitted building height is 16 metres, while the maximum permitted density is 3 times the site area.

The subject properties are also zoned 'CR T3.0 C2.0 R2.5' by Zoning By-law No. 438-86, as amended. Zoning By-law No. 438-86 permits generally the same uses, height, and density on the subject site as By-law 569-2013

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;
- College Street Urban Design Guidelines;
- Best Practices for Bird-Friendly Glass;
- Best Practices for Effective Lighting; and
- Toronto Accessibility Design Guidelines

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

COMMENTS

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 the application's consistency with the PPS and conformity with the Growth Plan (2020) as amended.

Official Plan Conformity

Staff will continue to evaluate the application to determine its conformity to the Official Plan, and the Downtown Plan, and SASP 533.

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 suitability of the proposed transition and shadowing on the school to the rear;
- The appropriateness of the proposed vehicle entrance off Spadina Avenue;
- The location of the bike parking on the north-east corner of the site; 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.

Heritage Impact and Conservation

The site is adjacent to several properties listed on the City of Toronto Heritage Register, including Knox College (1 Spadina Crescent), Silver Dollar Room (484-486 Spadina Avenue), Lord Lansdowne Public School (33 Robert Street), and a commercial building at 284-288 College Street. Additionally, the site is located within protected view corridors of Knox College. As such, a Heritage Impact Assessment has been submitted as part of the application, and is currently under review by City staff.

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.

Infrastructure/Servicing Capacity

The applicant has submitted the following studies and reports which are being reviewed by Engineering and Construction Services staff: a Functional Servicing & Stormwater Management Report, Geotechnical Report, Transportation Impact Study and a Hydrogeological report. Staff will continue to review 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.

Toronto Green Standard (Climate Mitigation and Resilience)

Climate change mitigation and resilience are key concerns of the City. On October 2, 2019, City Council declared a Climate Emergency and set a new goal to achieve net zero greenhouse gas emissions by 2050 or sooner. In 2021, an updated TransformTO Net Zero Strategy will be presented to Council, outlining the necessary climate action to reach net zero GHG emissions community-wide. In June 2019, the Resilience Strategy was published, which set out that new development should be resilient to a changing climate.

The Toronto Green Standard (the "TGS") sets out the key sustainable performance measures new developments are required to meet to address climate mitigation and resilience. The TGS is a critical component of the City's efforts to achieve zero emissions buildings by 2030, to meet 2050 citywide greenhouse gas reduction targets, and to build a more resilient city. The TGS also supports other City-wide strategies related to environmental sustainability, including TransformTO, the Resilience Strategy, Ravine Strategy and Biodiversity Strategy.

Applications for zoning by-law amendments, draft plans of subdivision and site plan control are required to meet and demonstrate compliance with Tier 1 of the TGS. Tier 1 performance measures are secured on site plan drawings and through a site plan agreement or registered plan of subdivision. Tiers 2+ are voluntary higher levels of performance with financial incentives (post-construction development charge refunds) intended to facilitate the foregoing objectives. Applicants are strongly encouraged to pursue higher tiers of the TGS wherever possible.

Applications must use the documentation required for the version of the TGS in effect at the time of the initial site plan application. TGS Version 3.0 applies to new applications submitted on or after May 1, 2018. TGS Version 4.0 will apply to all new applications submitted on or after May 1, 2022.

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

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

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Director, Community Planning
Toronto and East York District

ATTACHMENTS

City of Toronto Drawings

Attachment 1: Location Map

Attachment 2: 3D Massing Model (Looking Southwest)

Attachment 3: 3D Massing Model (Looking Northeast)

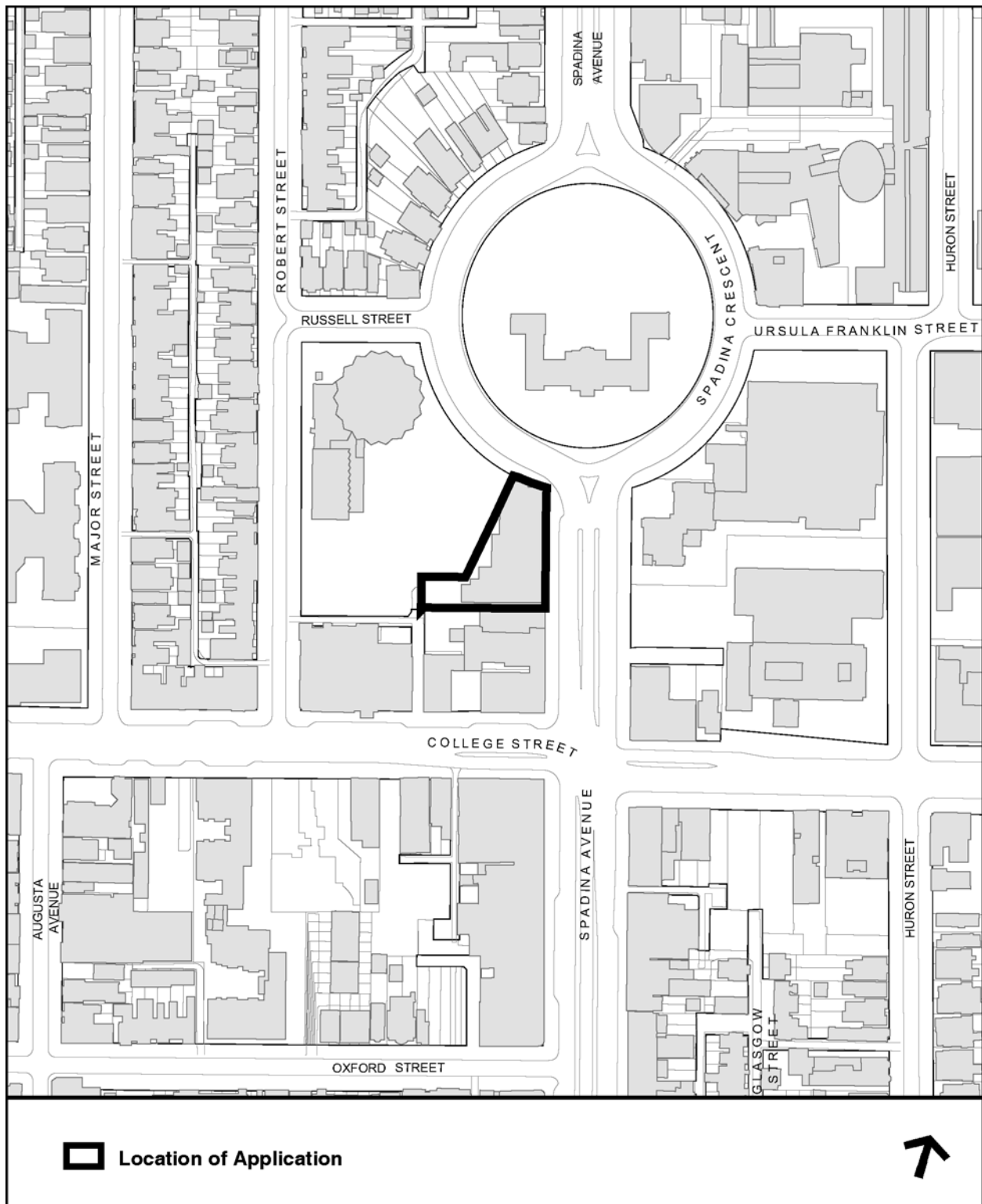
Attachment 4: Site Plan

Attachment 5: Official Plan Map

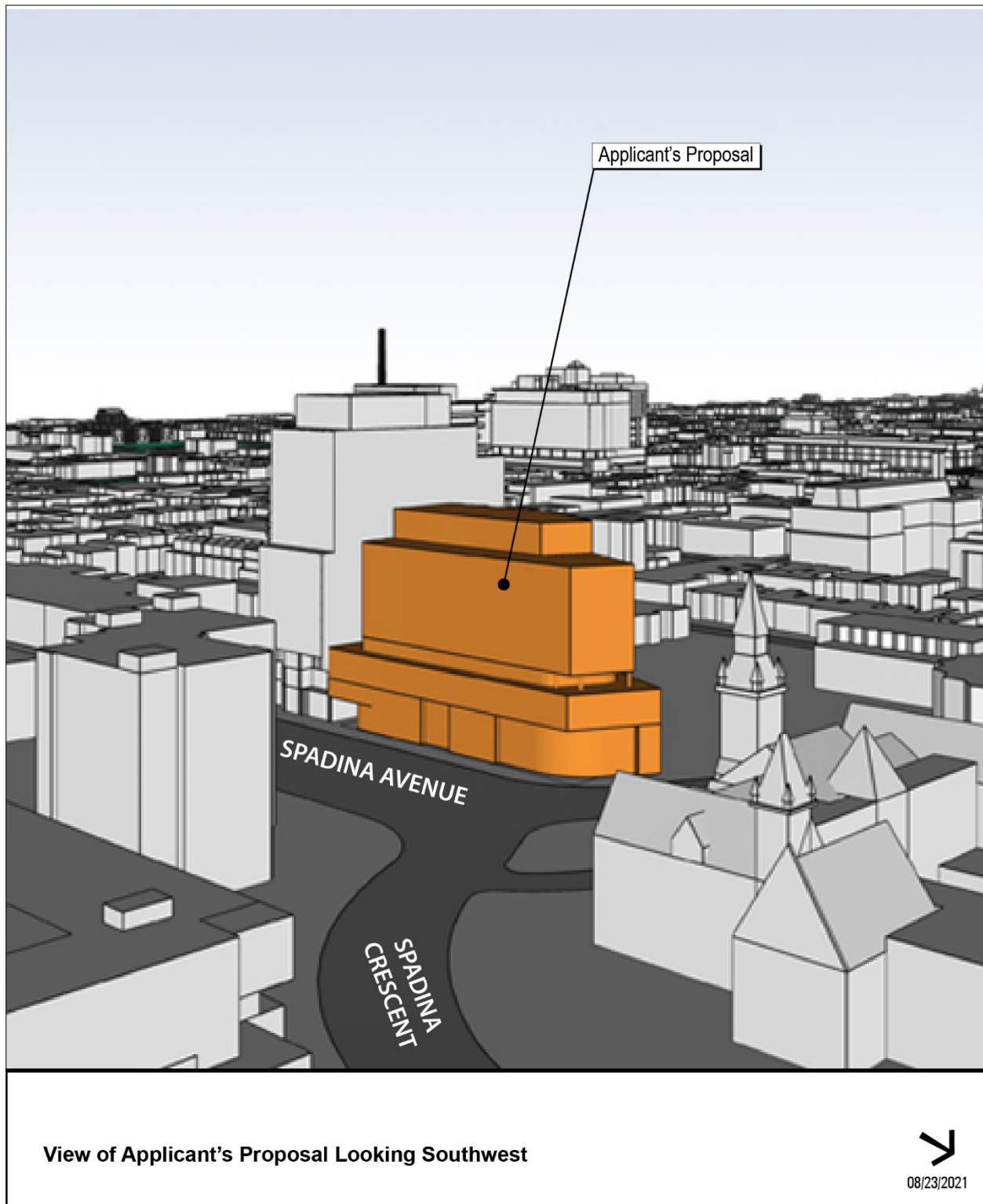
Attachment 6: Zoning By-law 569-2013

Attachment 7: Application Data Sheet

Attachment 1: Location Map



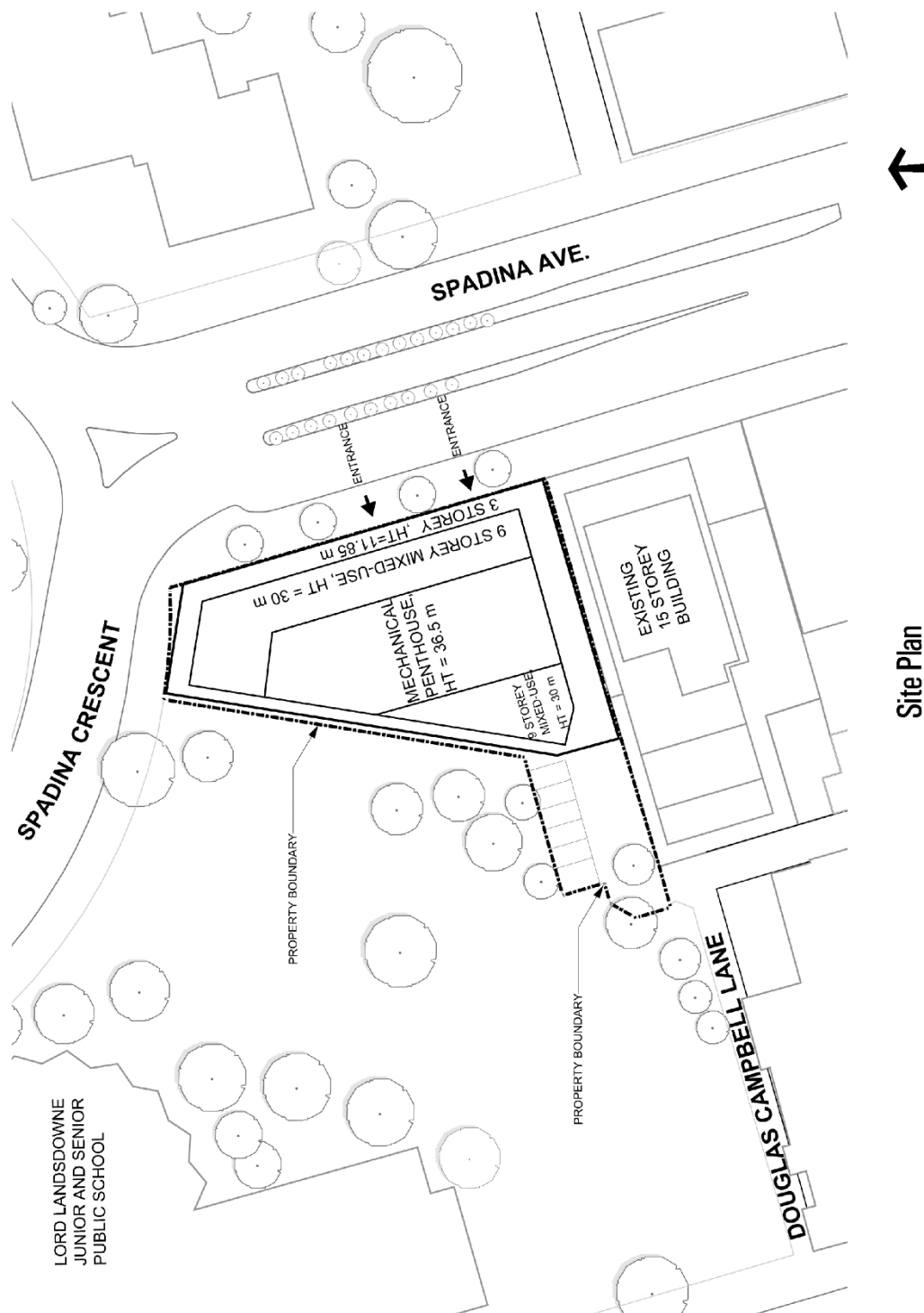
Attachment 2: 3D Model Massing Model (Looking Southwest)



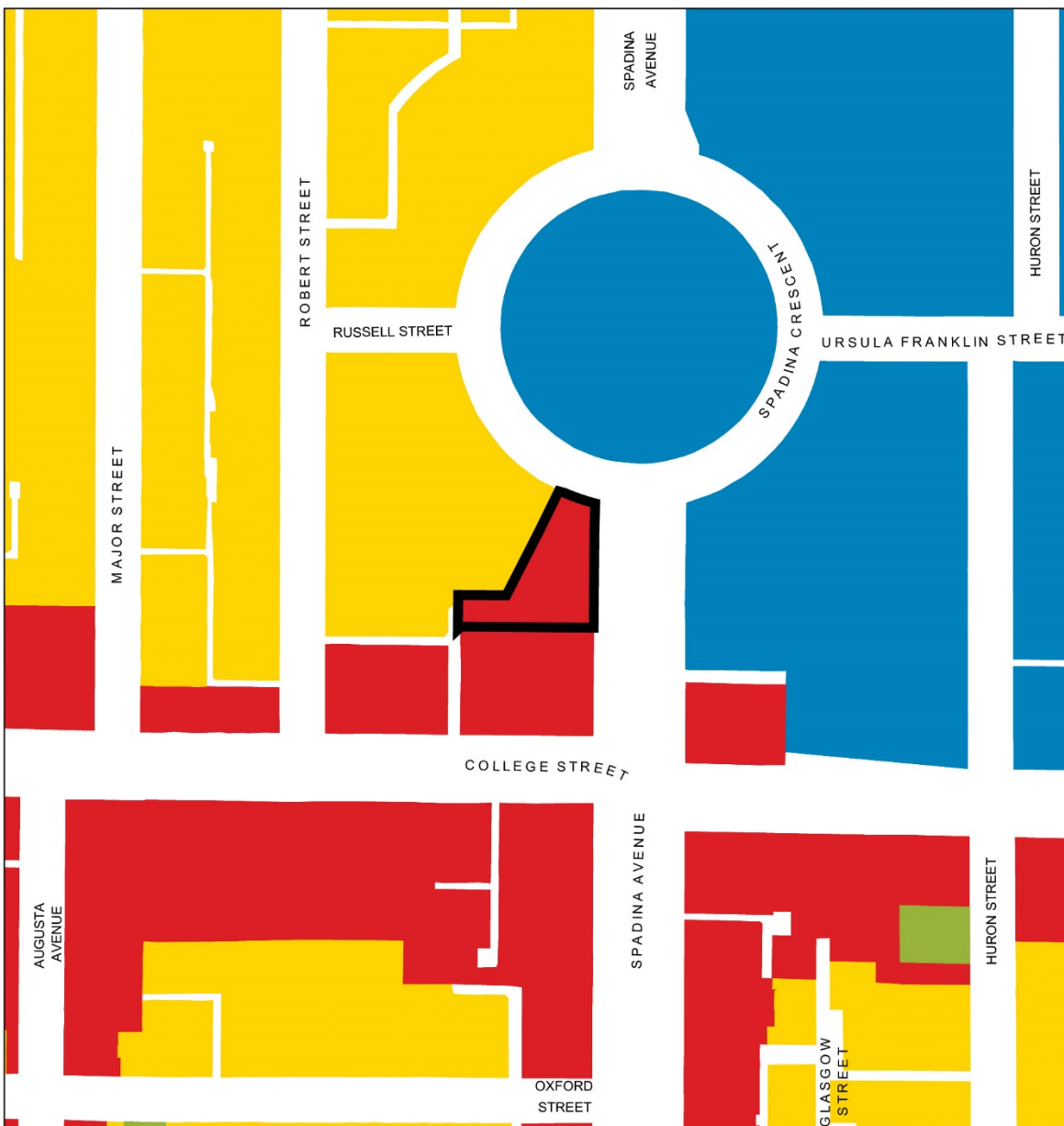
Attachment 3: 3D Model Massing Model (Looking Northeast)



Attachment 4: Site Plan



Attachment 5: Official Plan Map



Official Plan Land Use Map #18

502 & 508-510 Spadina Avenue

File # 21 156568 STE 11 02



Location of Application

Neighbourhoods

Mixed Use Areas

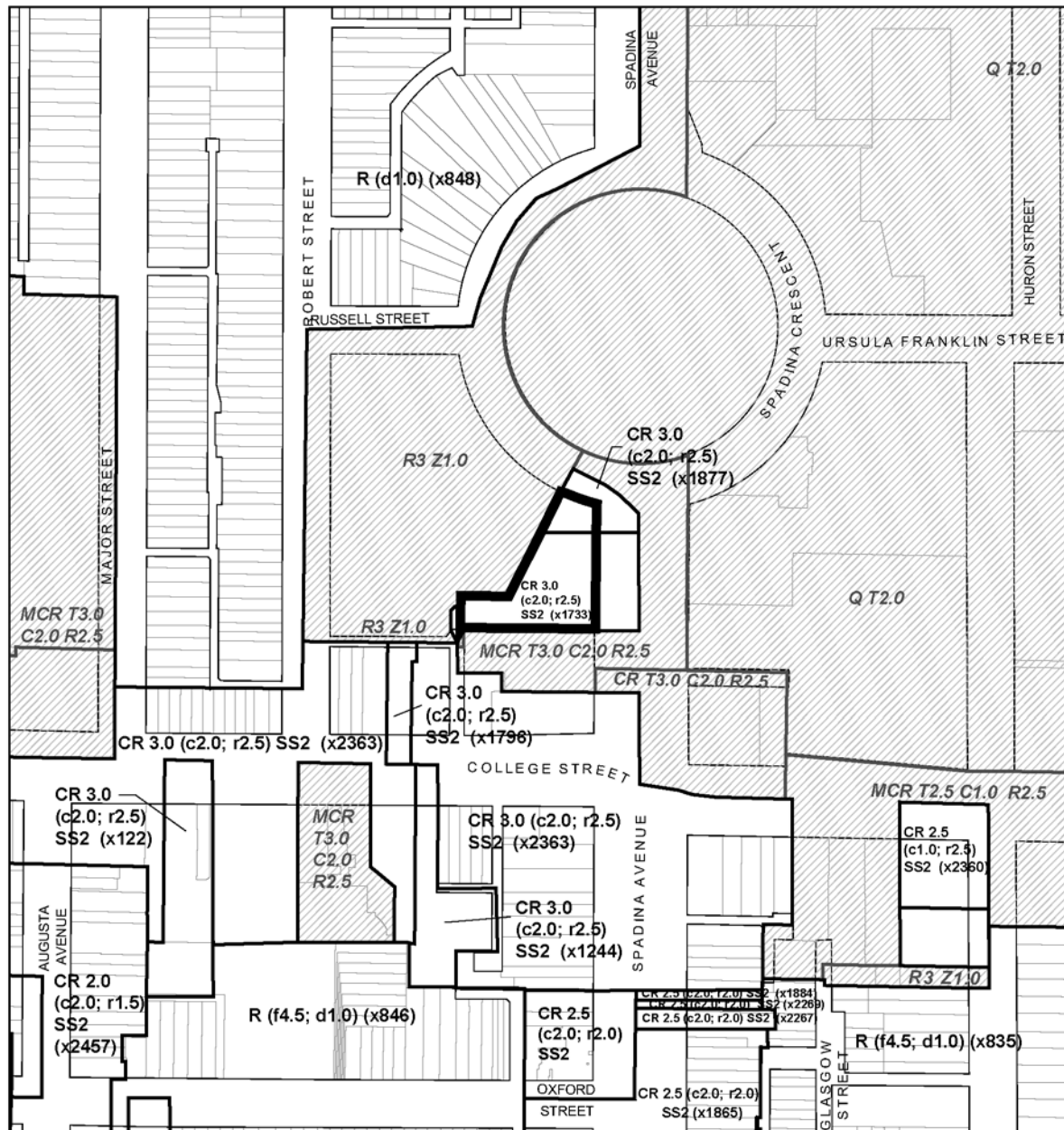
Parks

Institutional Areas



Not to Scale
Extracted: 05/25/2021

Attachment 6: Zoning By-law 569-2013 Map



502 & 508-510 Spadina Avenue

Zoning By-law 569-2013

File # 21 156568 STE 11 0Z



Location of Application

R Residential
CR Commercial Residential
O Open Space



See Former City of Toronto By-law No. 438-86
R3 Residential District
Q Mixed-Use District



Not to Scale
Extracted: 05/25/2021

Attachment 7: Application Data Sheet

Municipal Address: 502-510 Spadina Ave Date Received: May 18, 2021

Application Number: 21 156568 STE 11 OZ

Application Type: Rezoning

Project Description: A 9-storey building with 109 affordable residential dwelling units and institutional uses on the lower floors.

Applicant	Agent	Architect	Owner
Design Plan Services		Kasian	The Scott Mission

EXISTING PLANNING CONTROLS

Official Plan Designation: Mixed Use Areas Site Specific Provision: SASP 533

Zoning: 'CR 3.0 Heritage Designation: N

Height Limit (m): 16m Site Plan Control Area: Y

PROJECT INFORMATION

Site Area (sq m): 2,058 Frontage (m): 72 Depth (m): 18

Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):			1,355	1,355
Residential GFA (sq m):			6,255	6,255
Non-Residential GFA (sq m):	4,220		5,380	5,380
Total GFA (sq m):	4,220		11,635	11,635
Height - Storeys:			9	9
Height - Metres:			30	30

Lot Coverage Ratio (%) 65.84 Floor Space Index: 5.65

Floor Area Breakdown	Above Grade (sq m)	Below Grade (sq m)
Residential GFA:	6,255	
Retail GFA:		
Office GFA:		
Industrial GFA:		

Institutional/Other GFA: 5,380

Residential Units by Tenure	Existing	Retained	Proposed	Total
Rental:			109	109
Freehold:				
Condominium:				
Other:				
Total Units:			109	109

Total Residential Units by Size

	Rooms	Bachelor	1 Bedroom	2 Bedroom	3+ Bedroom
Retained:					
Proposed:		99	5	5	
Total Units:		99	56	76	

Parking and Loading

Parking Spaces: 5 Bicycle Parking Spaces: 151 Loading Docks:

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