

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

Date: May 4, 2022
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

SUMMARY

This report reviews and recommends approval of the application to amend the Zoning By-law to permit a 9-storey mixed-use building 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. A total of 151 bicycle parking spaces, two loading spaces and five vehicle parking spaces are proposed on the ground level and within a two-level underground garage.

RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council amend City of Toronto Zoning By-law 569-2013 for the lands at 502 and 508-510 Spadina Avenue substantially in accordance with the draft Zoning By-law Amendment attached as Attachment No. 5 to the May 4, 2022 report from the Director, Community Planning, Toronto and East York District.
2. City Council authorizes the City Solicitor to make such stylistic and technical changes to the draft Zoning By-law Amendment as may be required.
3. Before introducing the necessary Bills to City Council, require the applicant to address comments identified in the Engineering & Construction Services memo to City Planning, dated March 28, 2022, and any subsequent memo prepared in response to applicant resubmission(s), to the satisfaction of the Chief Engineer and Executive Director, Engineering and Construction Services.

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.

DECISION HISTORY

A Preliminary Report on the application was adopted by Toronto and East York Community Council on October 14, 2021 authorizing staff to hold a community consultation meeting with an expanded notification area. The Toronto and East York Community Council Decision is available here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.TE28.22>

SITE AND SURROUNDING AREA

Description: The site is located at the southwest convergence of Spadina Avenue and Spadina Crescent. It is an irregularly shaped lot, approximately 2,160 square metres in size, and with a frontage of approximately 55 metres along Spadina Avenue and 17 metres along Spadina Crescent. The depth of the lot ranges from 17 metres at the northernmost portion, to approximately 60 metres at the southernmost portion. The site provides access to Douglas Campbell Lane at the southwest corner. Currently, the site is occupied by 3- and 2-storey institutional buildings managed by the Scott Mission

Official Plan Designation: Mixed Use Areas in the Official Plan Land Use Map, Mixed Use Areas 3 – Main Street in the Downtown Plan, and within Character Area C of Site and Area Specific Policy 533 (SASP 533).

Zoning: CR 3.0 (c2.0; r2.5) SS2 x1733 under 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.

Surrounding Land Uses:

North: To the north across Spadina Crescent is the former Knox College and current University of Toronto Daniels School of Architecture .

South: Immediately south is a 15-storey mixed-use building. Further south is a two-storey non-residential building.

East: To the east across Spadina Avenue is a 4-storey non-residential building, the University of Toronto-St. George Campus, and the Centre for Mental Health and Addiction.

West: To the west is the Lord Lansdowne Junior Public School.

THE APPLICATION

Description: A 9-storey affordable residential building with an overall proposed height of 30 metres (36.5 metres inclusive of the rooftop mechanical equipment).

Density: 5.65 times the area of the lot.

Dwelling Units and Amenity Space: 109 residential dwelling units are proposed. Of the 109 residential units that are being proposed, 99 would be studio units, 5 would be 1-bedroom units, and 5 would be 2-bedroom 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.

Access, Parking, and Loading: 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.

Additional Information

See Attachment No. 1 to this report for the location map, Attachment No. 2 for the project data, Attachment No. 6 for the site plan, Attachments No. 7-8 for a three dimensional representation of the current proposal in context, and Attachments No. 9-12 for the elevations.

Prior to the formal submission, City staff hosted 3 pre-application meetings to provide comments and resolve foreseeable issues. The current proposal incorporates numerous revisions from the original plans that were presented at the initial pre-application meeting, including:

- Reducing height from 31.5 metres to 30 metres to comply with the maximum heights policies of SASP 533;
- Increasing the setback of the north-west main wall to increase the distance and limit impact on the Lord Lansdowne Junior Public School; and
- Providing a 3 metre setback along the Spadina frontage at a height of 14m to comply with massing policies of SASP 533.

Reasons for Application

The application proposes to amend Zoning By-law 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.

Site Plan Control

The proposal is subject to Site Plan Control. As of the date of this report, a Site Plan Control application has not yet been submitted.

Provincial Land Use Policies

The application has been reviewed to determine its consistency with the Provincial Policy Statement (2020) (PPS), conformity with A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020) (Growth Plan), and conformity to the City's Official Plan. The PPS provides policy direction province-wide on land use planning and development to promote strong communities, a strong economy, and a clean and healthy environment. The Growth Plan, 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.

Agency Circulation

The application together with the reports/studies submitted in support of the application have been circulated to all appropriate agencies and City Divisions. Responses received have been used to assist in evaluating the application and to formulate appropriate Zoning By-law standards.

COMMUNITY CONSULTATION

A virtual community consultation meeting was held on November 22, 2021. Approximately 40 members of the community attended the meeting. At the meeting, City staff and the applicant's team gave presentations on the site and surrounding area, the existing planning framework, and the proposed development. Following the presentations, City staff led a question and answer format meeting. Comments and questions provided by the meeting attendees included:

- Strong support for the overall proposal and in particular the affordable housing component;
- Strong support for the built form and massing and complies with SASP 533;
- Questions and concerns related to the impact on the adjacent school and whether it can be mitigated;
- Questions as to whether the proposed massing could be expanded to allow for more affordable housing;
- Concern with the proposed unit mix and support for more multi-bedroom units; and
- Concerns with how community members have been policed by the Scott Mission in recent years.

The issues raised through community consultation have been considered through the review of the application. Comments with respect to the proposed massing, family-sized units, and impact on the adjacent school are addressed in the Comments section below.

Statutory Public Meeting Comments

In making their decision with regard to this application, Council members have had an opportunity to view the oral submissions made at the statutory public meeting held by the Toronto and East York Community Council for this application, as these submissions are broadcast live over the internet and recorded for review.

COMMENTS

Provincial Land-Use Policies: Provincial Policy Statement and Provincial Plans

The proposal has been reviewed and evaluated against the PPS and the Growth Plan. Staff have determined that the proposal is consistent with the PPS and conforms with the Growth Plan.

Built Form

City Planning staff finds that the proposal conforms with the applicable Official Plan, Downtown Plan and SASP 533 policies with respect to built form, massing and transition to adjacent properties.

Policy 6.26 of the Downtown Plan and Character Area C policies of SASP 533 both identify that the maximum allowable height will be no taller than the width of the Avenue right-of-way. On Spadina Avenue, which has a right-of-way width of 30 metres at this location, a mid-rise building can be a maximum of 30 metres in height. The proposed building, excluding the rooftop mechanical space and amenity space, is 9-storeys and 30 metres in height. As such, the proposed building height meets the maximum building height policies of the Downtown Plan and SASP 533.

General policies in SASP 533 recommend that new buildings provide a transition through reduced scale and height towards existing buildings in designated Neighbourhoods and Parks and Open Space Areas through appropriate setbacks and rear angular planes. The adjacent property at the rear, the Lord Lansdowne Junior Public School, is designated Neighbourhoods in the Official Plan. Due to the abnormal shape of the lot, it was determined that the application of a rear angular plane was not the appropriate tool to utilize in determining an appropriate transition to the adjacent properties. The transition to the Lord Lansdowne Junior Public School was evaluated based on the proposed building's setbacks, shadow impacts on the adjacent school yard, and privacy and overlook impacts onto the adjacent school property. The proposed development provides an approximately 1.2 metre setback from the rear property line, which increases to approximately 4.1 metres on the 4th floor (at a height of approximately 12 metres). The location of the proposed setback on the 4th floor will provide an adequate built form transition to potential future development of the school's site, which would be limited to a maximum of four residential floors (approximately 12 metres in height) due to its Neighbourhoods designation. When taking the shadow impacts of the existing as-of-right permissions along with the adjacent 15-storey building at 484 Spadina Avenue into consideration, the proposed building creates a modest incremental shadow impact on the adjacent Lord Lansdowne Junior Public School

property. Furthermore, due to the constrained nature of the building and its units, primary windows facing the school could not be avoided. However, there are several design measures that will be explored and implemented during the Site Plan Control application process to mitigate the impacts. The shadow and privacy impacts on the school are elaborated in the subsequent sections of this report.

As a means of maintaining sky views and sunlight access to the public realm, Character Area C policies of SASP 533 recommend that buildings provide a minimum 5.5-metre side step-back and a 3 metre front setback above the base building. The building proposes a 5.5-metre step-back above the 3rd floor along the southern property line, and a 3 metre step-back above the 3rd floor along the Spadina Avenue and Spadina Crescent frontages. The proposed upper-storey step-backs comply with the Character Area C policies of SASP 533.

Policy 3.1.1(24) of the Official Plan provides policies on the preservation of view corridors. The policy states that public works and private development will maintain views from the public realm to prominent buildings, structures, landscapes and natural features that are shown on Maps 7a and 7b of the Official Plan. The subject site is located within the vicinity of View 5 of Map 7b, which seeks to maintain views towards the former Knox College (now home to the University of Toronto Daniels School of Architecture) and Spadina Crescent from the intersection of College Street and Spadina Avenue. Perspective drawings from multiple locations of the College Street and Spadina Avenue intersection were provided as part of the submission. City Planning staff are satisfied that the proposed development would not obstruct views from the intersection to the former Knox College and Spadina Crescent.

Shadow Impact

The submitted Shadow Study shows the proposal casting modest incremental net new shadows on the Lord Lansdowne Junior Public School field. When taking the shadow impacts of the existing as-of-right permissions along with the adjacent 15-storey building at 484 Spadina Avenue into consideration, the incremental net new shadow cast by the proposed building would be limited to the northern most portion of the school's sports field on March and September 21st at 11:18 AM and almost completely off the field for the school's lunch hour. City Planning staff finds the shadows generated by the proposal adequately limits shadow impacts on adjacent Neighbourhoods, particularly during the spring and fall equinoxes, and are acceptable.

Privacy and Overlook

Due to the constrained nature of the building and its units, primary windows facing the adjacent school property could not be avoided. Several options will be explored during the Site Plan Control application process to mitigate the impact of the primary windows. The options include: implementing a saw tooth façade with the windows slightly oriented towards the side, implementing opaque film on certain areas of the windows, and/or slightly angling the windows vertically. The intent of this review is to mitigate the privacy and overlook impact while retaining the livability and quality of the units.

Wind Impact

The pedestrian level wind study, dated December 3, 2021, indicates that conditions on the ground level during the summer and winter months are mostly expected to remain comfortable. However, due to interaction of winds with the existing building to the south of the site at 484 Spadina Avenue, accelerated winds are expected in the loading area between the buildings. Appropriate wind conditions are expected at the outdoor amenity spaces on the fourth floor and rooftop during the summer months, when they are expected to be used. City Planning staff will work with the applicants to explore wind mitigation measures for the loading area on the south side of the site during the Site Plan Control application process.

Unit Mix

Of the 109 residential units that are being proposed, 99 would be studio units, 5 would be 1-bedroom units, and 5 would be 2-bedroom units. For development proposals containing more than 80 units, Policy 11.1 of the Downtown Secondary Plan requires that a minimum of 40 percent of the total number of units are to be multi-bedroom units. However, Policy 11.2 allows the reduction of the number of multi-bedroom units where a development is providing social housing or other publicly funded housing. The proposed development has received public funding through incentives from the Open Door Affordable Housing Program. As such, the proposed unit mix complies with the unit mix policies of the Downtown Secondary Plan.

Amenity Space

A total of 349 square metres (3.2 square metres per dwelling unit) of indoor amenity space would be provided on floors 4-9, in the form of a food/clothing bank, a cafeteria and kitchen, counselling, life skills training and a multi-purpose room. In addition, 242 square metres (2.2 square metres per dwelling unit) of outdoor amenity space would be provided on the fourth floor terrace and rooftop. The proposed outdoor and indoor amenity space meet the Zoning By-law minimum requirements.

Streetscape and Tree Preservation

On the east elevation of the building facing Spadina Avenue, the ground floor would be set back a minimum of 6.3 metres from the curb, allowing for a sidewalk width in excess of the recommended 4.8 metre minimum sidewalk width in the Mid-Rise Guidelines, providing ample space for street furniture, a pedestrian clearway and street trees, the design of which will be secured through the Site Plan Control application. The proposal seeks to replace the existing five trees on the City boulevard along Spadina Avenue. There are no other trees on the site or adjacent private properties that would be permanently injured as a result of the proposed building.

Parkland

The subject proposal is for affordable housing under the Open Door Affordable Housing Program with non-residential uses to support the affordable housing. As such, the development is exempt from the parkland dedication requirement under Chapter 415, Article III of the Toronto Municipal Code, Section 415-30.A.(1).

Mobility, Access, Loading and Parking

The development proposes a total of 151 bicycle parking spaces (120 long-term and 31 short-term spaces) to be provided on the ground level and within the two level underground parking garage. A total of 5 vehicular parking spaces, one Type G loading space on the surface level at the southwest corner of the lot, and one Type B loading space located within the building on the south-west corner are also being proposed. Vehicular access, including loading, would be provided off Spadina Avenue. The applicant's Transportation Impact Study justifies the reduced vehicular parking supply based on the site's proximity to public transit infrastructure, extended cycling network in the area and other contributing factors. Transportation Services staff find the proposed supply of bicycle spaces, vehicular parking and loading spaces acceptable.

Servicing

Engineering & Construction Services staff have requested minor revisions and notations to be included in the plans regarding the Type G loading space in their memo to City Planning, dated March 28, 2022. The applicant will be required to address the comments in this memo prior to City Council enacting the site specific zoning by-laws for this application.

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, Draft Plans of Subdivision and Site Plan Control are required to meet and demonstrate compliance with Tier 1 of the Toronto Green Standard. Tiers 2, 3 and 4 are voluntary, higher levels of performance with financial incentives. Tier 1 performance measures are secured on site plan drawings and through a Site Plan Agreement or Registered Plan of Subdivision.

The applicant is required to meet Tier 1 of the TGS. The applicant is encouraged to achieve Tier 2 or higher to advance the City's objectives for resilience and to achieve net-zero emissions by 2040 or sooner.

Archaeological Assessment

A Stage 1 Archaeological Resource Assessment was submitted in support of the application. City staff have reviewed the report and concur with the conclusions that there are no further archaeological concerns regarding the subject property.

Conclusion

The proposal has been reviewed against the policies of the PPS (2020), the Growth Plan (2020), and the Official Plan. Staff are of the opinion that the proposal is consistent with the PPS (2020) and conforms with the Growth Plan (2020). Furthermore, the proposal will add 109 affordable units using City of Toronto's Open Door Affordable Housing Program in a built form that in keeping with the intent of the SASP 533, particularly as it relates to the height, massing and transition to the adjacent Lord

Lansdowne Junior Public School. Staff recommend that Council support approval of the application.

CONTACT

Mladen Kukic, Senior Planner
Tel. No. 416-392-9434
E-mail: Mladen.Kukic@toronto.ca

SIGNATURE

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

ATTACHMENTS

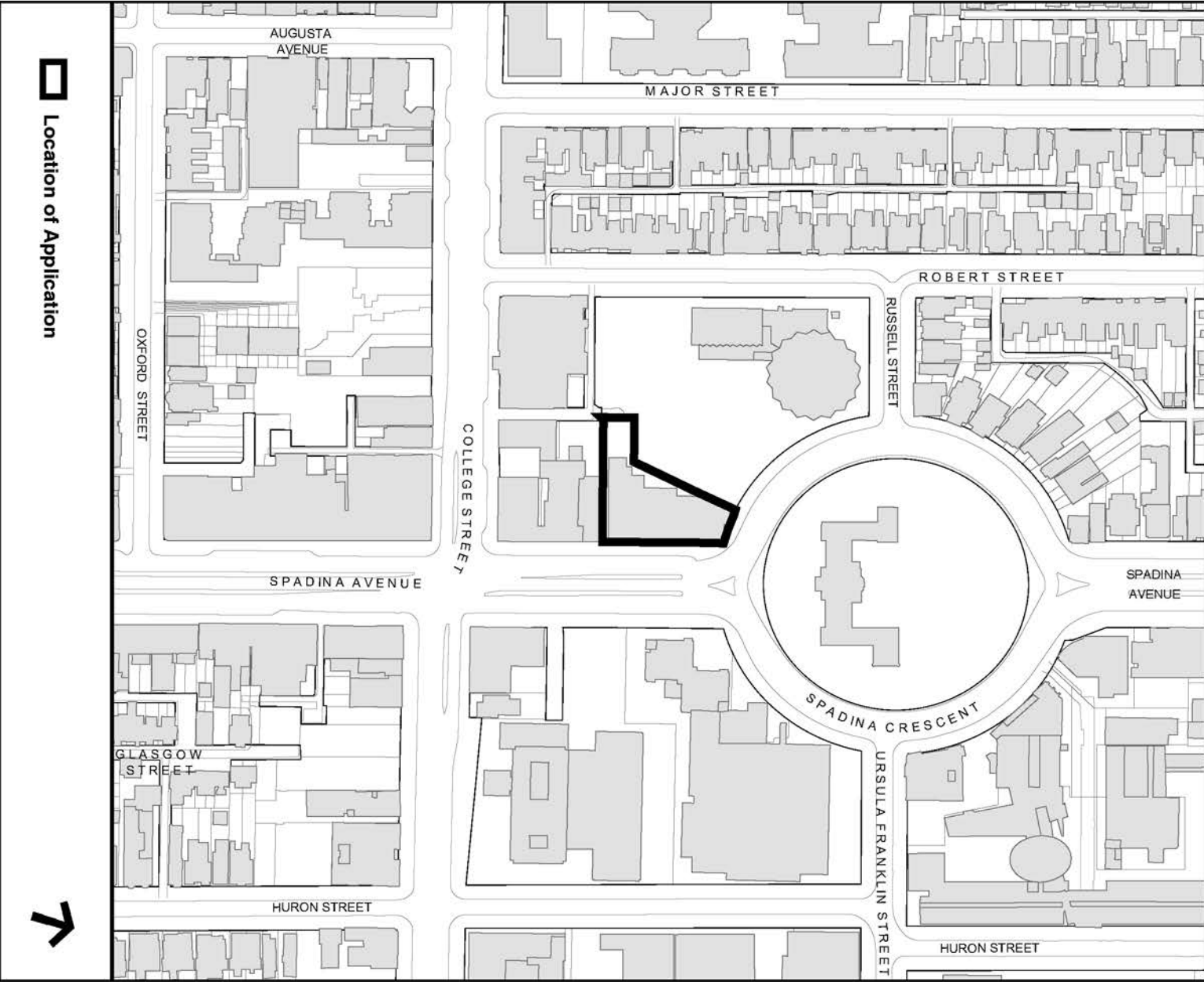
City of Toronto Data/Drawings

- Attachment 1: Location Map
- Attachment 2: Application Data Sheet
- Attachment 3: Official Plan Land Use Map
- Attachment 4: Existing Zoning By-law Map
- Attachment 5: Draft Zoning By-law Amendment

Applicant Submitted Drawings

- Attachment 6: Site Plan
- Attachment 7: 3D Model of Proposal in Context - Northwest
- Attachment 8: 3D Model of Proposal in Context - Southeast
- Attachment 9: East Elevation
- Attachment 10: South Elevation
- Attachment 11: West Elevation
- Attachment 12: North Elevation

Attachment 1 : Location Map



Attachment 2: Application Data Sheet

APPLICATION DATA SHEET

Municipal Address: 502 and 508-510 Spadina Avenue 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		KASSIAN	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): 16 metres Site Plan Control Area: Y

PROJECT INFORMATION

Site Area (sq m): 2,058 Frontage (m): 72 Depth (m): 64

Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):			1,372	1,372
Residential GFA (sq m):			6,416	6,416
Non-Residential GFA (sq m):	4,220		5,346	5,346
Total GFA (sq m):	4,220		11,762	11,762
Height - Storeys:	3		9	9
Height - Metres:			30	30

Lot Coverage Ratio (%): 66.64 Floor Space Index: 5.71

Floor Area Breakdown	Above Grade (sq m)	Below Grade (sq m)
Residential GFA:	6,416	
Retail GFA:		
Office GFA:		
Industrial GFA:		
Institutional/Other GFA:	5,346	

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	5	5	

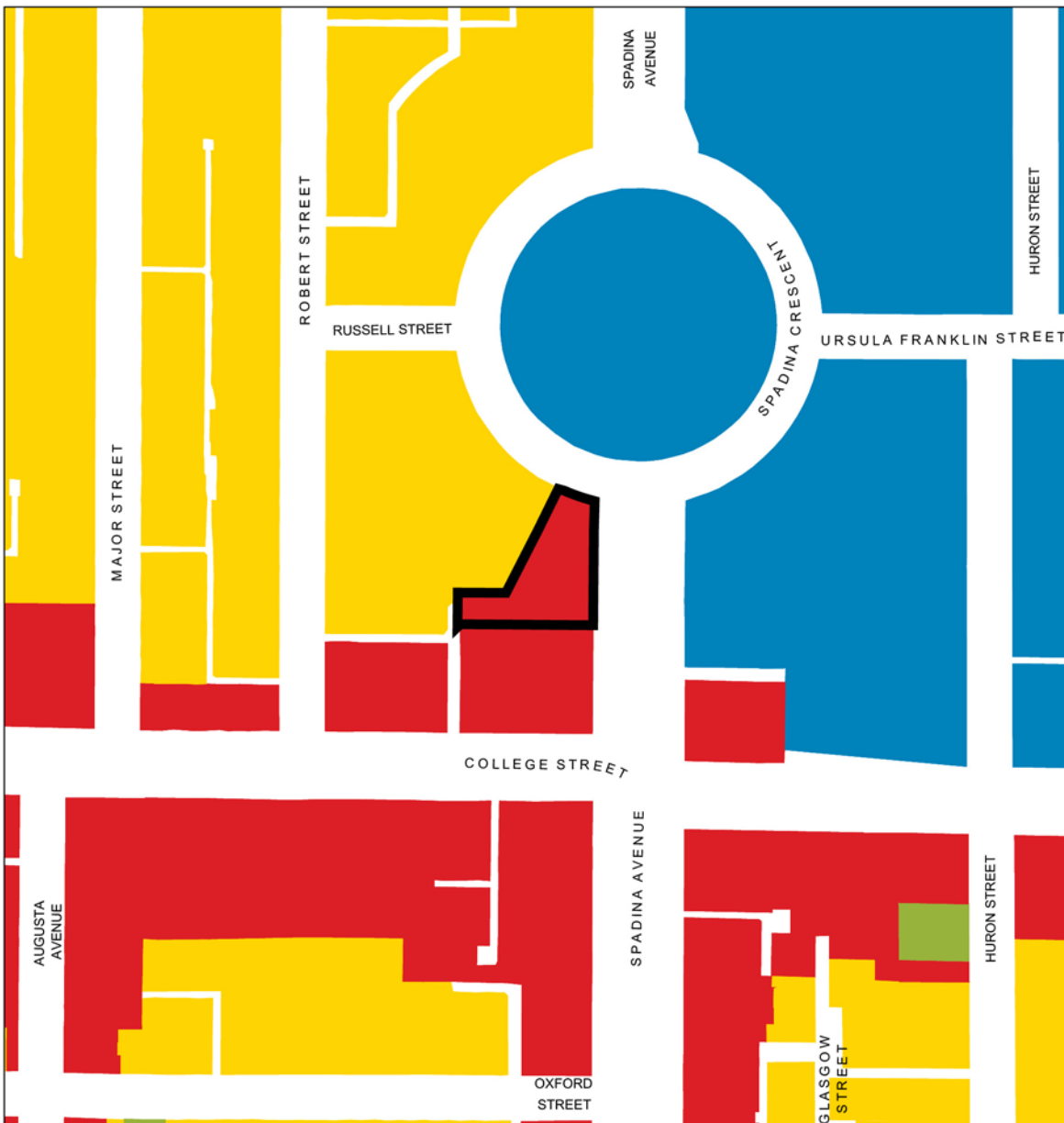
Parking and Loading

Parking Spaces: 5 Bicycle Parking Spaces: 151 Loading Docks: Type G and B

CONTACT:

Mladen Kukic, Senior Planner
416-392-9434
Mladen.Kukic@toronto.ca

Attachment 3: Official Plan Land Use Map



Official Plan Land Use Map #18

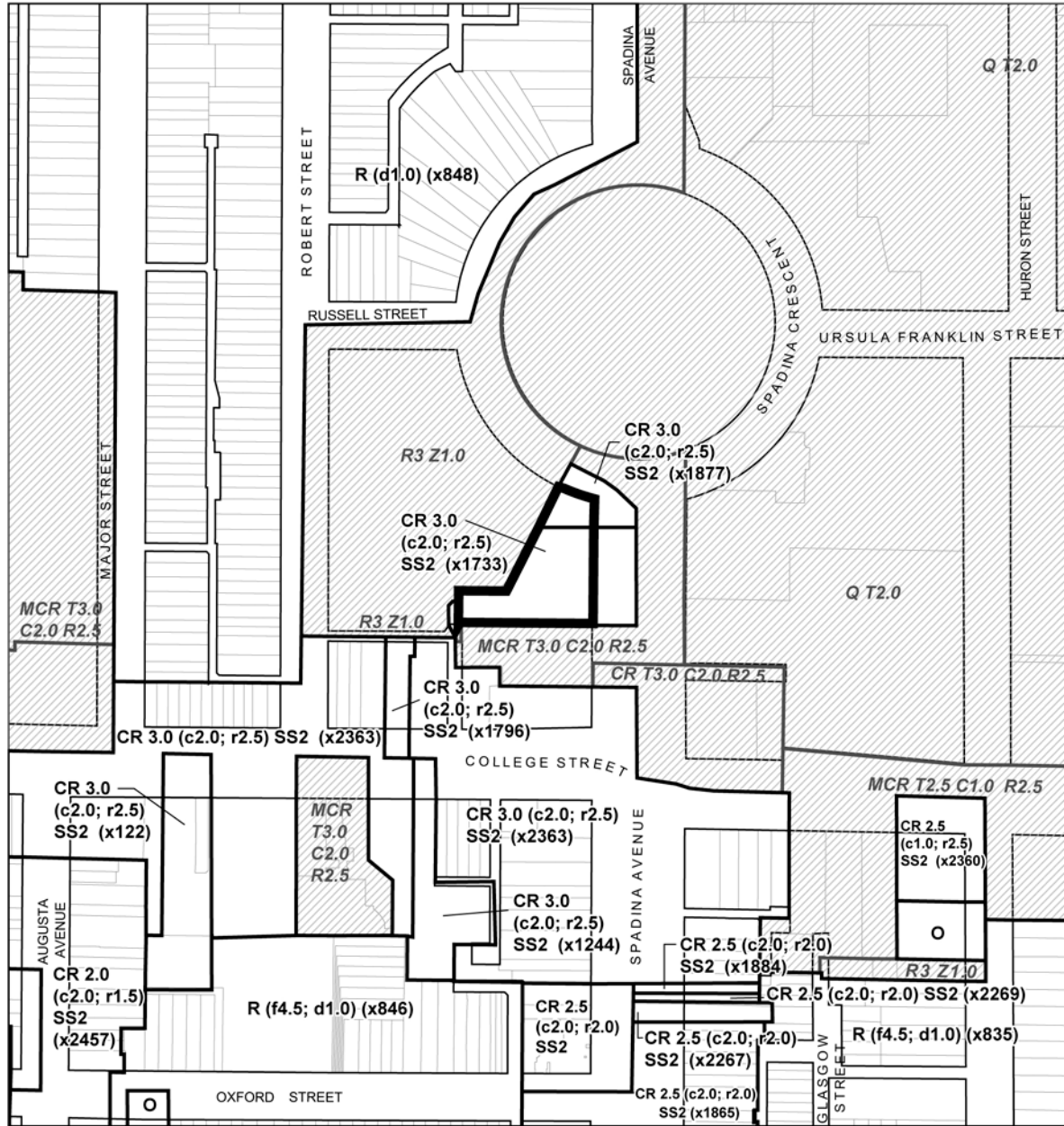
502 & 508-510 Spadina Avenue

File # 21 156568 STE 11 0Z

- Location of Application
- Neighbourhoods
- Mixed Use Areas
- Parks
- Institutional Areas

Not to Scale
 Extracted: 05/25/2021

Attachment 4: Existing Zoning By-law Map



Zoning By-law 569-2013

502 & 508-510 Spadina Avenue

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

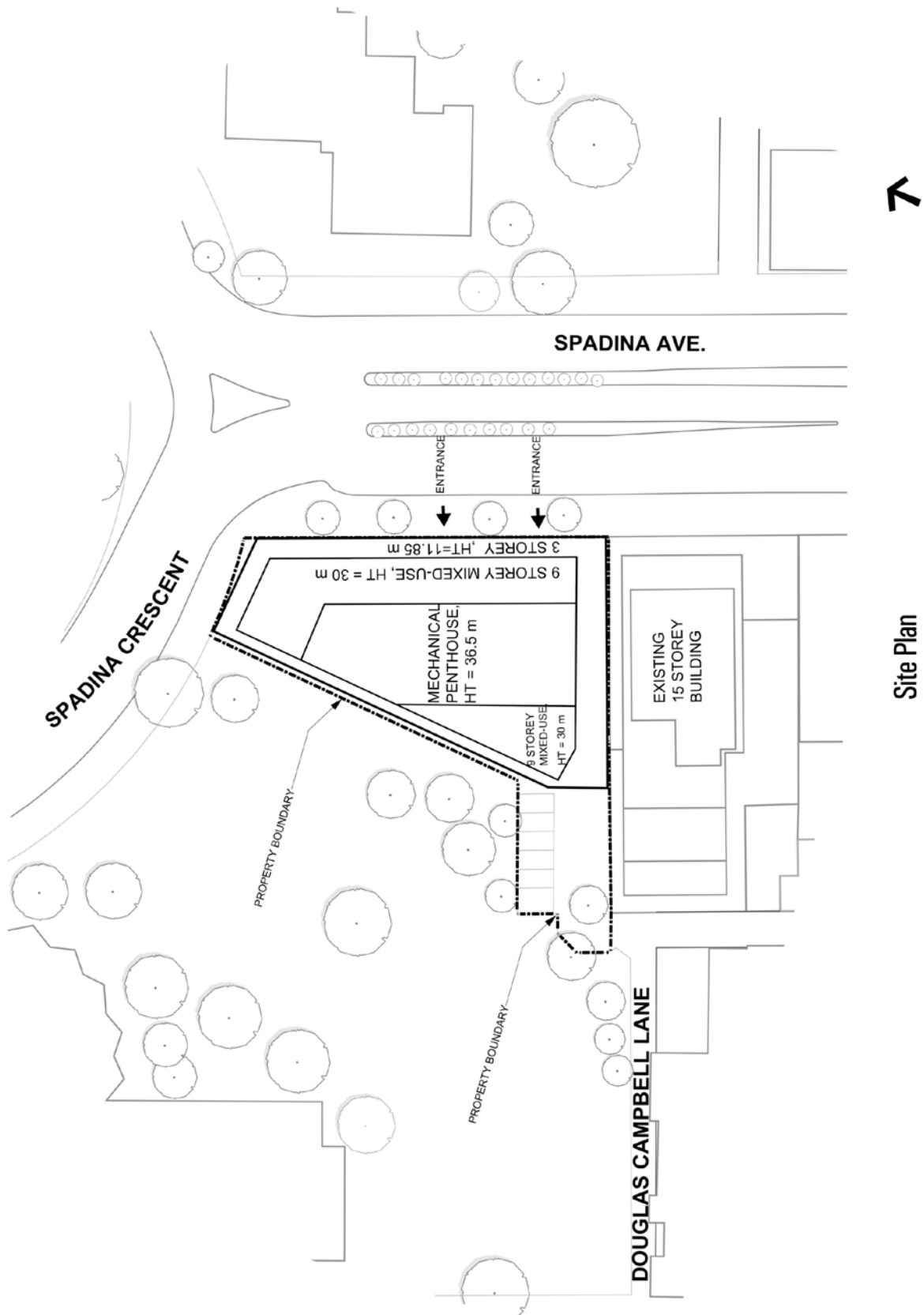


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Attachment 5: Draft Zoning By-law Amendment

To be available at the May 26, 2022 Toronto and East York Community Council meeting

Attachment 6: Site Plan

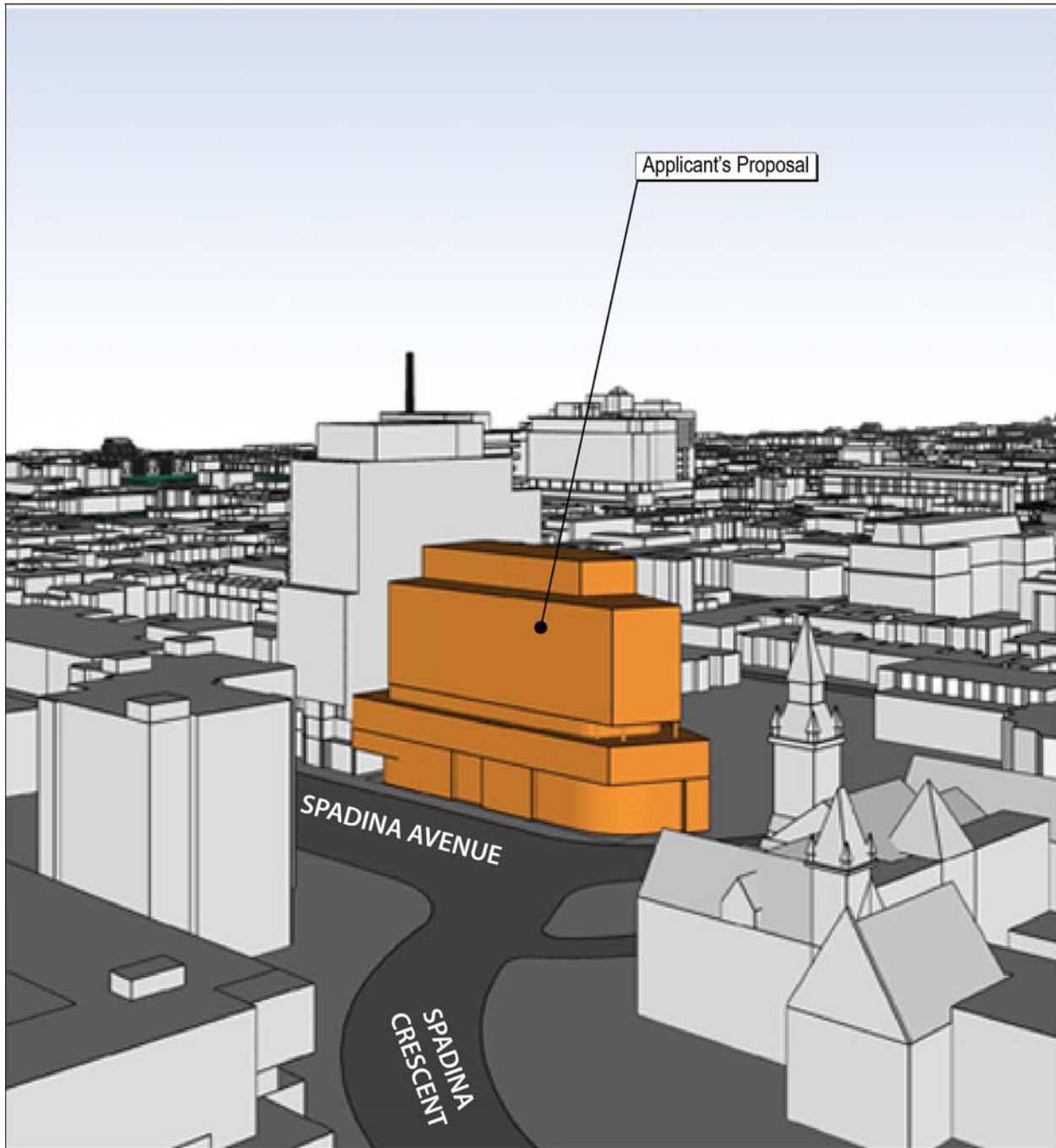


Site Plan

Attachment 7: 3D Model of Proposal in Context – Northwest



Attachment 8: 3D Model of Proposal in Context – Southeast

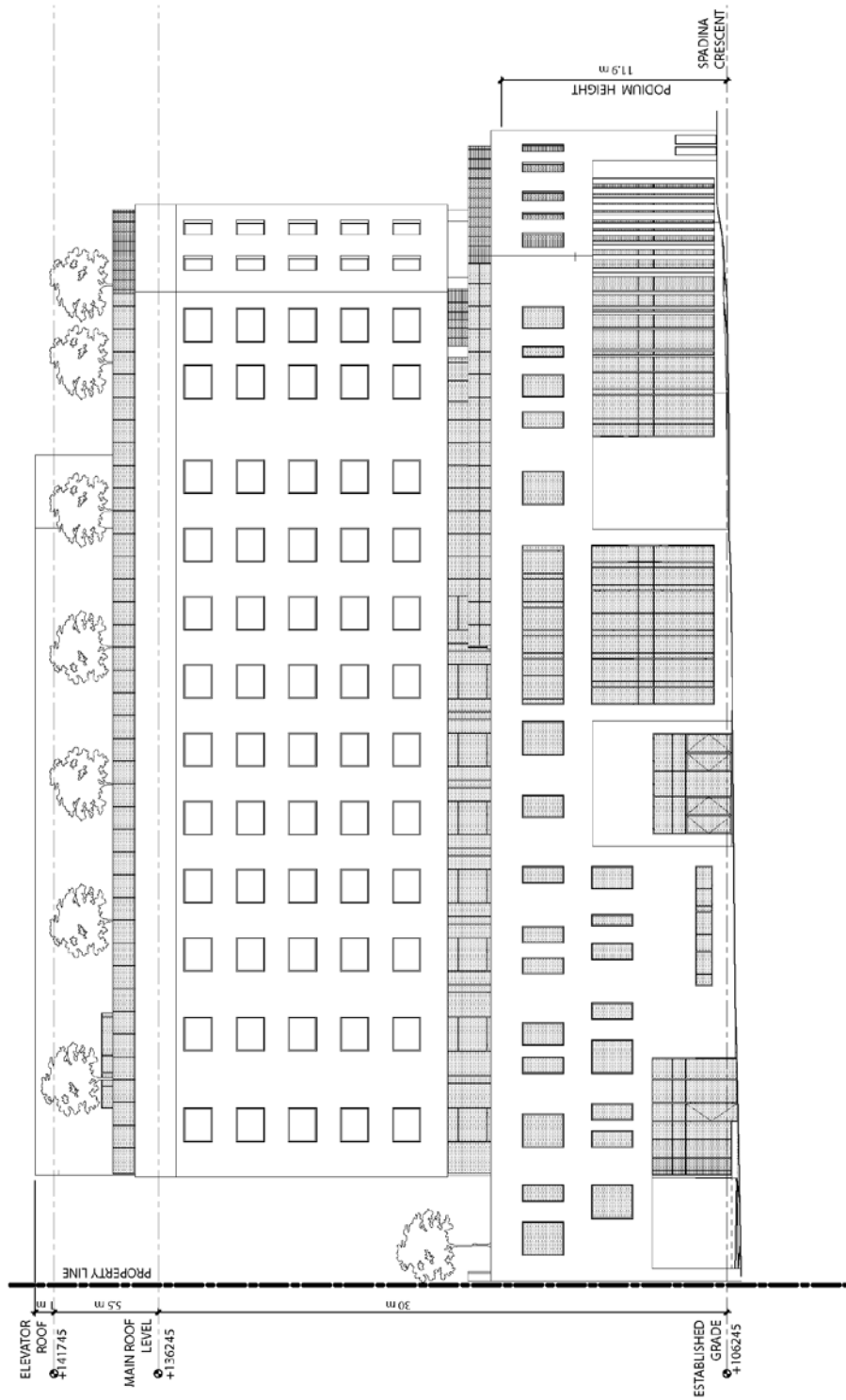


View of Applicant's Proposal Looking Southwest



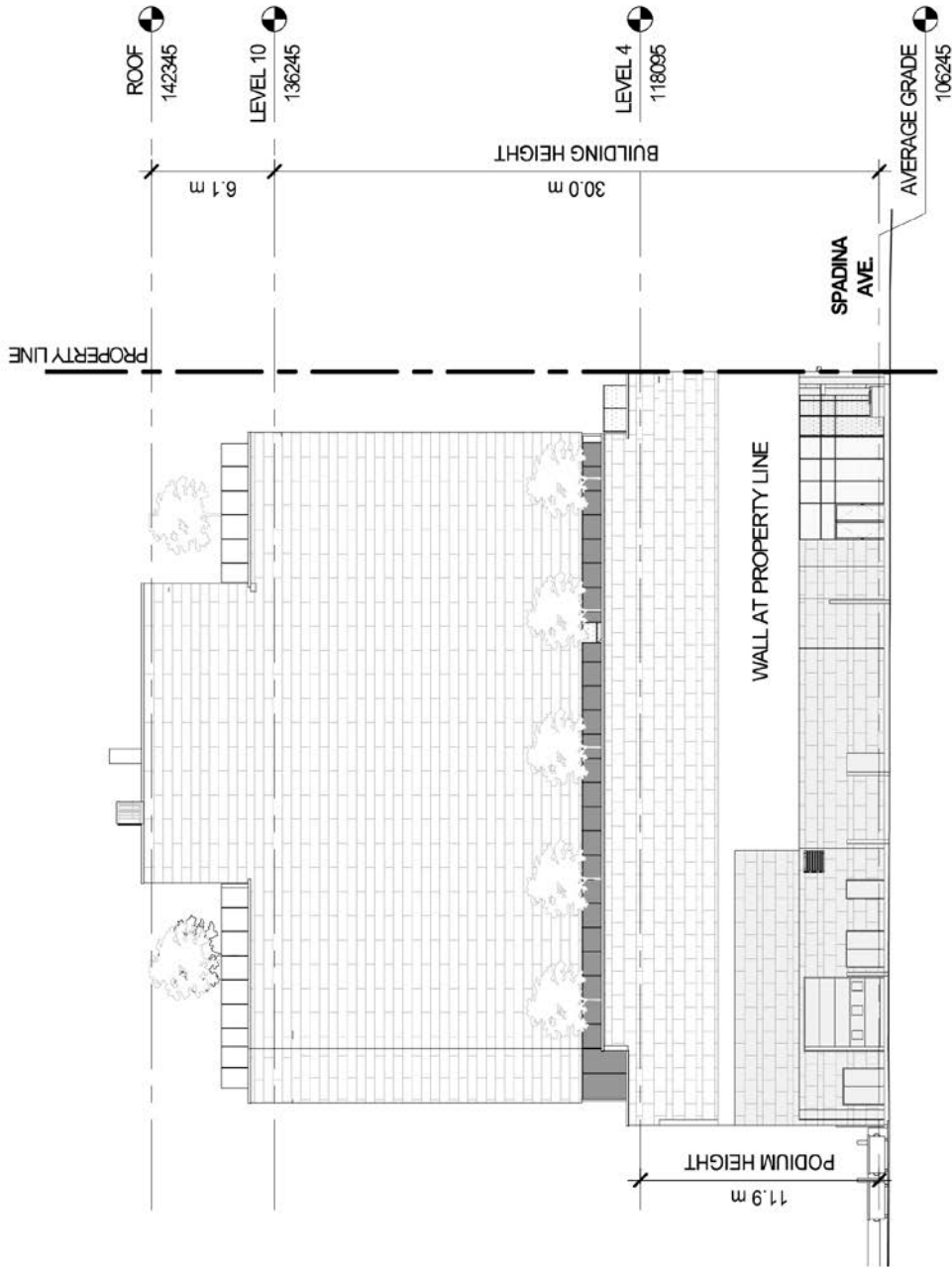
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Attachment 9: East Elevation



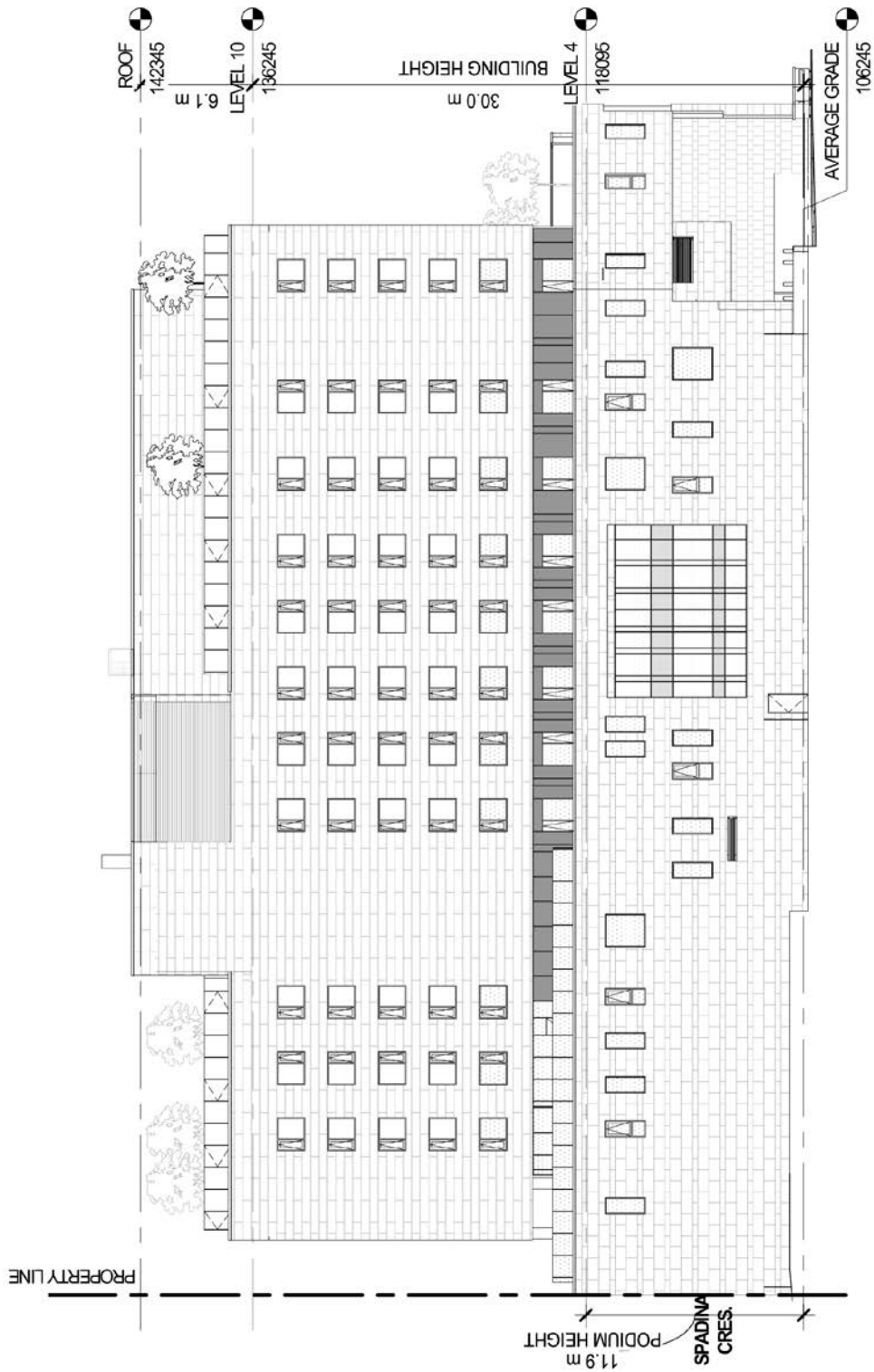
East Elevation

Attachment 10: South Elevation



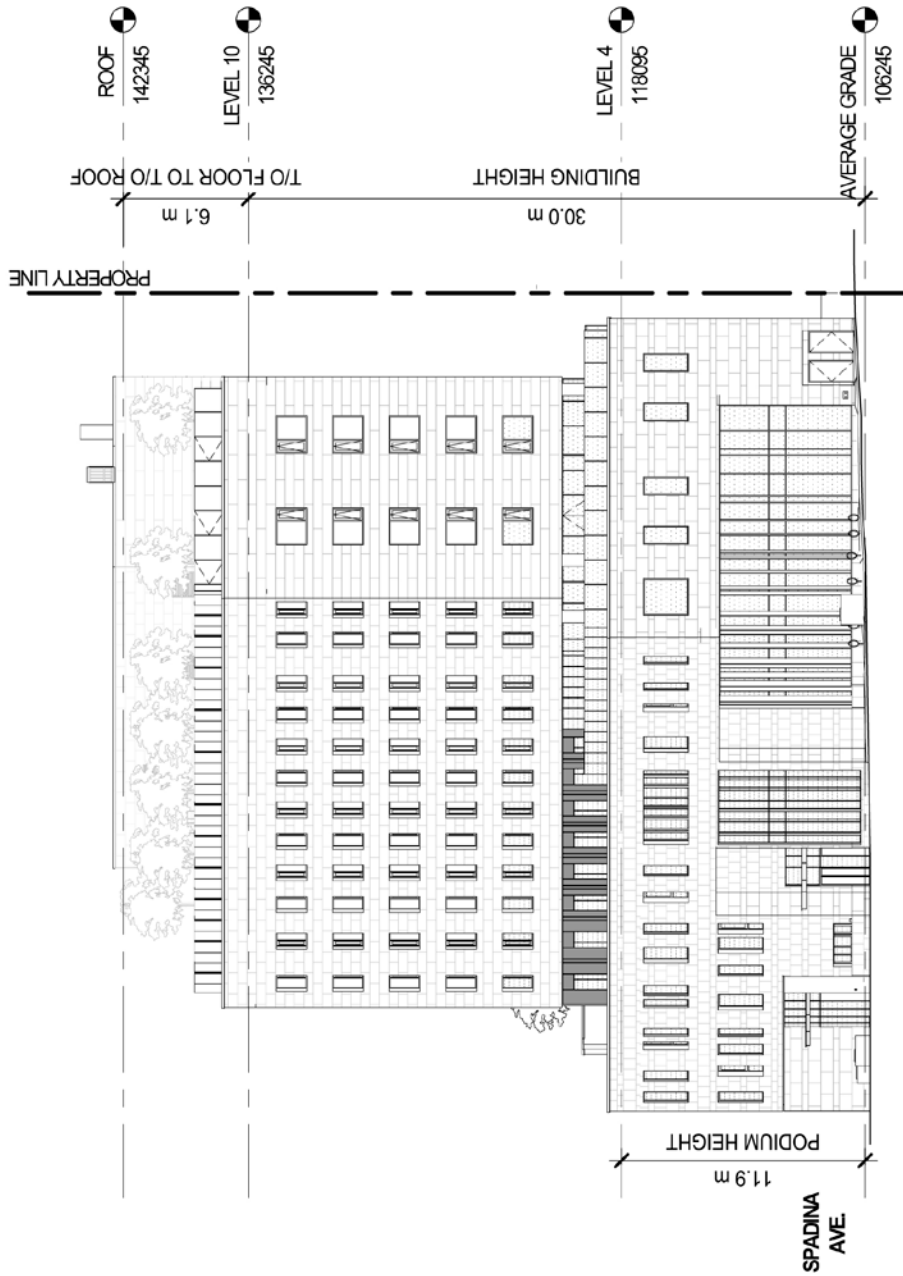
South Elevation

Attachment 11: West Elevation



West Elevation

Attachment 12: North Elevation



North Elevation