

182-184 Spadina Avenue – Zoning Amendment Application – Decision Report - Approval

Date: March 23, 2023

To: Toronto and East York Community Council

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

Ward: 10 - Spadina-Fort York

Planning Application Number: 19 199402 STE 10 OZ

SUMMARY

This report reviews and recommends approval of the application to amend the Zoning By-law to permit a hotel building at 182-184 Spadina Avenue. The proposed redevelopment is comprised of a one-storey plus mezzanine base building and two taller components above, one 14-storey component fronting Spadina Avenue (41.4 metres) and a 15-storey component fronting Cameron Street (43.7 metres - 44.4 metres inclusive of the mechanical penthouse). A restaurant is proposed on the ground floor with a total of 250 hotel suites above. Two levels of underground parking are proposed with 34 parking spaces and 8 bicycle parking spaces.

RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council amend Zoning By-law 569-2013, for the lands at 182-184 Spadina Avenue, substantially in accordance with the draft Zoning By-law Amendment, included as Attachment No. 5 to this report.
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, City Council require the applicant to address all outstanding comments in Section A of the memo from Engineering and Construction Services, dated April 20, 2022, in relation to servicing matters, 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 November 5, 2019, 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=2019.TE10.23>

THE SITE

Description: The site is located on the west side of Spadina Avenue, mid-block between Queen Street West to the south and Dundas Street West to the north. The site is a through-block lot, which also has frontage on Cameron Street. The total area of the site is approximately 1,130 square metres with 15 metres of frontage on Spadina Avenue and 24 metres of frontage on Cameron Street.

Existing Use: The site is currently occupied by a privately owned and operated surface parking lot.

THE APPLICATION

Description: A 250-suite hotel building with a 14-storey building fronting Spadina Avenue (41.4 metres to the top of the roof) and a 15-storey building fronting Cameron Street (44.4 metres inclusive of the mechanical penthouse). The two buildings are proposed to be joined by a one-storey plus mezzanine central element containing hotel lobby space, restaurant uses, conference rooms and outdoor amenity space.

Density: 9.46 times the area of the lot

Access, Parking, and Loading: Pedestrian entrances into the building will be from both Spadina Avenue and Cameron Street. Vehicular access is proposed from Cameron Street along with 2 loading spaces. Two levels of underground parking are proposed with 34 parking spaces and 8 bicycle parking spaces. A passenger pick-up/drop-off area is also proposed on-site adjacent to the loading spaces.

Revisions

The current proposal incorporates numerous revisions from the original application, as summarized below:

- Reduced building height from 15 storeys (44.1 metres) to 14 storeys (41.4 metres) along Spadina Avenue and from 17 storeys (49.4 metres - 53 metres including the mechanical penthouse) to 15 storeys (43.7 metres - 44.4 metres including the mechanical penthouse) along Cameron Street;
- Reduced density from 11 times the area of the lot to 9.46 times the area of the lot;
- Increased total amount of stepback from Spadina Avenue from 2.4 metres to 3.0 metres starting at the 12th level;
- Additional 3.2 metre stepback from the south lot line at the southwest corner of the building fronting Cameron Street starting at the 10th level, which was previously located on the property line;
- Adjusted location and height of the previously three-storey rooftop courtyard to match that of the rooftop courtyard of the adjacent residential building to the north;
- Width of curb cut on Cameron Street reduced to 6 metres;
- Improved pedestrian access from Cameron Street, isolated from vehicular traffic; and,
- Increased pedestrian clearways of 2.1 metres on Cameron Street and 2.5 metres on Spadina Avenue.

Reasons for Application

The proposal requires an amendment to the Zoning By-law for the proposed increases in height and density, as well as site-specific provisions for setbacks, stepbacks, parking ratios and loading spaces to implement the development.

Additional Information

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

Site Plan Control

The proposed development is subject to Site Plan Control. A Site Plan Control application (File No. 21 250663 STE 10 SA) has been submitted and is currently under review.

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.

POLICY CONSIDERATIONS

Provincial Land-Use Policies: All decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the Provincial Policy Statement and shall conform to provincial Plans.

Official Plan: Mixed Use Area. See Attachment 3 of this report for the Official Plan Land Use Map.

Downtown Plan: Mixed Use Areas 3 - Main Street. This designation includes areas that have a main street character and a diversity of uses such as retail, services, and restaurants. Modest intensification will occur in a mid-rise scale and the height of the buildings will generally not exceed the width of the right-of-way onto which the building fronts.

Site and Area Specific Policy 202 (SASP 202): Commercial parking garages may be permitted in Mixed Use Areas at a density up to 3.0 times the lot area.

Zoning: Commercial Residential - CR 3.5 (c2.0; r2.5) SS2(x2353) under Zoning By-law 569-2013, with a height limit of 28 metres and a maximum permitted density of 3.5 times the area of the lot. The zoning permits a range of residential and non-residential uses. See Attachment 4 of this report for the existing Zoning By-law Map.

Design Guidelines

The following design guidelines have been used in the evaluation of this application:

- King-Spadina Public Realm Strategy;
- Retail Design Manual;
- Best Practices for Bird-Friendly Glass; and,
- Toronto Accessibility Design Guidelines.

The City's Design Guidelines may be found here:

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

Toronto Green Standard

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 at least Tier 1 of the Toronto Green Standard.

COMMUNITY CONSULTATION

An in-person community consultation meeting was held on November 14, 2019. At the meeting, City staff and the applicant's team gave presentations about the site and surrounding area, the existing planning framework, and the proposed development. Following the presentations, City staff led a question and answer period. Concerns raised by the meeting attendees included:

- The metric height of the building and how it compares to other recent approvals in the area;
- Servicing and vehicular access from Cameron Street and the potential increase in traffic to the street;
- Location of the proposed rooftop courtyard and its impact on the residential building to the north;
- Shadow impacts on surrounding properties;
- Request to increase the number of bicycle parking spaces; and,
- Questions respecting the demand for a hotel use in this area.

The issues raised at the Community Consultation Meeting and by way of various correspondence from the community prior to and after the meeting were taken into consideration throughout the review of the application and aspects were reflected in the resubmission of the application.

Statutory Public Meeting Comments

In making their decision with regard to this application, Council members will 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 Policy Statement and Provincial Plans

The proposal has been reviewed and evaluated against the PPS (2020) and the Growth Plan (2020). Staff have determined that the proposal is consistent with the PPS (2020) and conforms with the Growth Plan (2020).

Land Use

The proposed development is located on a major arterial road, and is designated Mixed Use Areas in the Official Plan and Mixed Use Areas 3 - Main Street in the Downtown Plan. Spadina Avenue is identified as a Priority Retail Street and Great Street in the Downtown Plan. Mixed use areas permit a broad range of commercial, residential and

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institutional uses. The parking garage density is less than 3.0 as permitted by SASP 202 and the parking garage is also intended for hotel patrons and staff only. Staff have determined that the proposed hotel and accessory uses, including the restaurant and conference rooms, are appropriate for the site.

Public Realm

City staff are satisfied that the proposal is consistent with the applicable public realm policies of the Official Plan and Downtown Plan. The proposed building is located on the Spadina Avenue property line, resulting in a minimum distance of 5.8 metre from building face to curb. This proposed setback is compatible with the building line of the adjacent properties to the north and south and will contribute to a continuous streetwall along this segment of Spadina Avenue. On Cameron Street, the building is also on its western property line, with a 2.5 metre setback from building face to curb. The proposal includes a minimum pedestrian clearway width of 2.5 metres along Spadina Avenue and 2.1 metres along Cameron Street, which is consistent with the City's Complete Streets and Pedestrian Priority Guidelines. Pedestrian entrances into the building will be accessed from both Spadina Avenue and Cameron Street, while the primary hotel and restaurant entrance will be from Spadina Avenue. The bar and lobby on the ground floor will further animate the public realm along the Spadina Avenue frontage.

A Landscape Plan submitted in support of the application shows four existing street trees to be preserved. As Spadina Avenue is identified as a Great Street in the Downtown Plan, it will be necessary to ensure that any streetscape improvements are of high quality and continuous with other existing and proposed improvements on the street.

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 Landscape Plan, which outline the existing four street trees along Spadina Avenue to be retained and preserved. They note that the five private trees (three along Cameron Street and two along Spadina Avenue) are not able to be preserved due to the shoring and construction staging requirements for the proposal. No new trees will be planted due to site and streetscape constraints. Urban Forestry will require the payment of cash-in-lieu for the required replacement trees.

Parkland

The Official Plan contains policies to ensure that Toronto's systems of parks and open spaces are maintained, enhanced and expanded. Map 8B of the City of Toronto Official Plan shows local parkland provisions across the City. The lands which are the subject of this application are in an area with 0.43 to 0.79 hectares of local parkland per 1,000 people. The site is in the second lowest quintile of current provision of parkland. The site is in a parkland acquisition priority area, as per Chapter 415, Article III, of the Toronto Municipal Code.

In accordance with Chapter 415, Article III of the Toronto Municipal Code, the applicant is required to satisfy the parkland dedication requirement through a cash-in-lieu payment. The non-residential component is subject to a 2% parkland dedication.

The value of the cash-in-lieu of parkland dedication will be appraised through Real Estate Services. Payment will be required prior to the issuance of the first above grade building permit.

The Building

The application proposes a maximum height of 41.4 metres along Spadina Avenue and 44.4 metres including the mechanical penthouse along Cameron Street. The built form context along Spadina Avenue, north and south of the subject site, is largely comprised of mid-rise buildings on deep lots, interspersed with some two-to-three storey main street-type commercial buildings. The adjacent property to the immediate south contains a six-storey commercial building and south of this is a recent approval for a 12-storey mixed-use building. The property to the immediate north of the subject site contains a 10-storey residential building. The proposed heights of 14-storeys (41.4 metres) and 15-storeys (44.4 metres, including the mechanical penthouse) are appropriate and fit in with the existing and planned context.

At the ground floor, the building fronting Spadina Avenue is proposed to be located at the Spadina Avenue property line. Above this, a 0.49 metre stepback is proposed at the second storey (6.8 metres) which would be increased to 3.0 metres, starting at the twelfth storey (33.5 metres). Similarly, the building fronting Cameron Street is proposed to be located on the Cameron Street property line at grade and then a 1.7 metre stepback is proposed, starting at the tenth storey (27.3 metres). The proposed stepbacks for the taller components along both Spadina Avenue and Cameron Street mitigate their visual impact by breaking up the massing into sections. The built form of the proposed building reflects the urban nature of the site with predominantly party wall buildings and warehouse typologies along Spadina Avenue.

A separation distance of 13.2 metres is proposed on site between the two taller buildings, which are joined by a two-storey base building, with a green roof above. As the building heights generally reflect the 40 metre, right-of-way condition along Spadina Avenue, and this pattern of spacing generally reflects the neighbourhood context, in this instance staff are satisfied with the proposed separation distance.

Relationship to Adjacent Sites

At the community consultation meeting, some residents expressed concerns related to the location of the proposed rooftop courtyard and the impact on the residential building to the north. In the original proposal, a three-storey base building was proposed. The applicant subsequently reduced the height of the base building to two-storeys and adjusted the location of the second-storey rooftop courtyard to match the location of the rooftop courtyard of the immediately adjacent residential building to the north, ensuring adequate sun and light penetration.

During the consultation process, concern was also raised about the proposed lack of setback to the south property line, resulting in the loss of views to the north and access to light. The south elevation is proposed to be built to the property line, with the exception of the 5.5 metre setback for the portion of the Cameron Street building immediately adjacent to the existing north-facing windows within the building to the south. The proposed setback allows sun and light access to the existing building to the south. It should be noted that the as-of-right zoning by-law permits a 28 metre tall building that could be built to the entire length of the south property line, whereas the application proposes two buildings that are separated by 13.2 metres. As such, in terms of views and light access, the proposed condition is an improvement over the existing zoning by-law permissions.

The majority of the south elevation is proposed to be built to the property line where no windows are proposed and there is also an existing right-of-way to the south of the Spadina Avenue building. These measures mitigate the potential for privacy and overlook issues.

In terms of views and light access to the adjacent sites, the applicant has made revisions to improve the conditions to the north and south. The proposed development would be an improvement from the current surface parking lot along this important section of Spadina Avenue. Staff find the massing of the proposed building acceptable.

Furthermore, all intake and exhaust are proposed within the site with vents oriented away from neighbouring sites.

Shadow Impact

A Sun and Shadow Study was submitted in support of the application. City Planning staff are satisfied that the proposed building adequately limits shadowing on adjacent streets, open spaces and neighbourhoods. The proposal does not cast shadows on any existing parks identified as Sun Protected Parks and Open Spaces in the Downtown Plan.

Wind

A Pedestrian Level Wind Study was submitted in support of the application. The study indicates that all areas at grade and outdoor amenity spaces, including the second-storey rooftop above the base building and at the southeast corner of the Cameron Street building, will be suitable for their intended uses throughout the year.

Mobility - Pedestrians, Bikes, Cars, Loading

The site is located within the Downtown and is well served by public transit and pedestrian/cycling infrastructure. The site is serviced by three major TTC routes: the 510 Spadina, 505 Dundas and 501 Queen streetcars. The site is also within approximately 80 metres of the future Queen-Spadina Ontario Line station.

Parking and loading access is proposed from Cameron Street on the west side of the site. A car elevator will provide access to a two-level underground parking garage containing a total of 34 vehicle parking spaces. Two loading spaces are proposed, one type B and one type C loading space. A passenger pick-up/drop-off area is also proposed on-site adjacent to the loading spaces. Locating all of the vehicular access off of Cameron Street recognizes the pedestrian priority of Spadina Avenue as a Great Street and Priority Retail Street. A new curb cut will be required on Cameron Street at 6 metres in width, limiting the amount of curb cut to support pedestrian safety. Transportation Services staff have reviewed the proposal and found the anticipated transportation impacts and proposed access and parking to be acceptable.

In response to community concern about the number of bike parking spaces, the applicant has increased the long term bike parking supply to 8 spaces and the short term parking supply to 4 spaces. For temporary, short term use, the existing three bike rings along Spadina Avenue are proposed to remain. The proposed number of bike parking spaces exceed the current requirements and will be secured through the Zoning By-law Amendment.

Servicing and Stormwater Management

Engineering and Construction Services staff have reviewed the submitted materials and identified some outstanding items for review. The Functional Servicing and Stormwater Management Report is required to be revised and submitted to the City for review and acceptance to the satisfaction of the Chief Engineer and Executive Director, Engineering and Construction Services, prior to the final enactment of any Zoning By-law Amendment by City Council.

Other issues identified by Engineering and Construction Services staff will be resolved as part of the Site Plan Control process.

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. 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.

The applicant has committed to achieve Tier 2 to help advance the City's objectives for resilience and to achieve net-zero emissions by 2040 or sooner. The site specific Zoning By-law and future Site Plan Agreement will secure performance measures for various development features, including, but not limited to, the following:

- Use of high albedo paving within a minimum of 50% of the non-roof hardscape;
- Available roof space provided as green roof;
- Bird friendly glazing; and,
- Building energy performance consistent with Tier 2 standards.

Conclusion

Staff are of the opinion that the proposal is consistent with the PPS (2020) and conforms with the Growth Plan (2020). Furthermore, the proposal is in keeping with the intent of the Official Plan, particularly as it relates to the provision of important hotel and restaurant uses, and a built form which provides an appropriate relationship to the surrounding public realm. Staff recommend that Council approve the application.

CONTACT

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SIGNATURE

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ATTACHMENTS

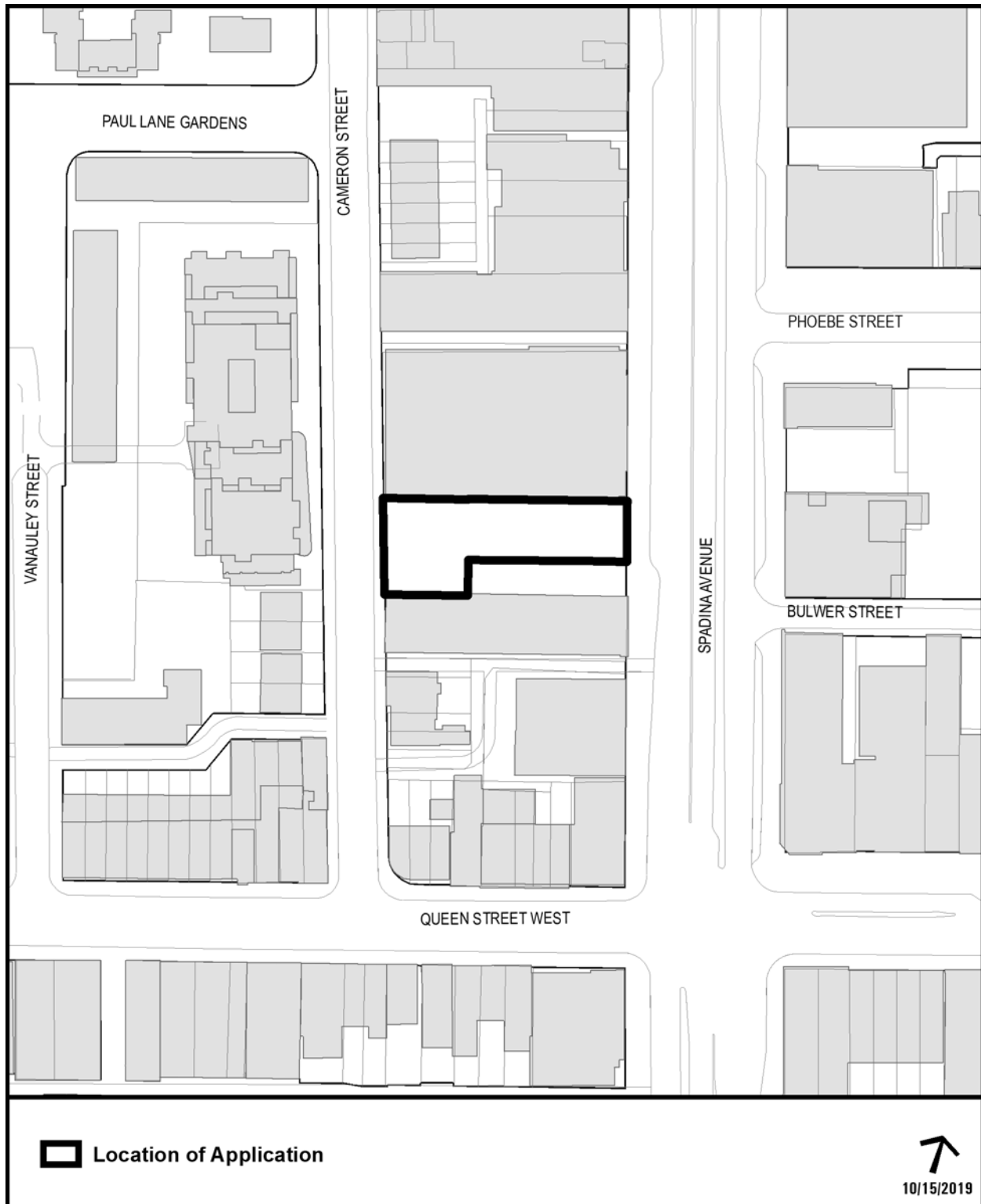
City of Toronto Data/Drawings

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/Ground Floor Plan
Attachment 7: 3D Model of Proposal in Context - Southeast
Attachment 8: 3D Model of Proposal in Context - Southwest

Attachment 1: Location Map



Attachment 2: Application Data Sheet

Municipal Address: 182-184 SPADINA AVE **Date Received:** August 1, 2019

Application Number: 19 199402 STE 10 OZ

Application Type: OPA / Rezoning

Project Description: The application proposes to amend the Zoning By-law to redevelop the site with a hotel development comprised of a two-storey base building and two buildings above, one fronting Spadina Avenue (14 storeys - 41.4 metres) and the other Cameron Street (15 storeys - 44.4 metres including the mechanical penthouse). A total of 250 hotel suites are proposed. Parking and loading areas will be accessed via Cameron Street.

Applicant	Agent	Architect	Owner
PLANNING PARTNERSHIP		SWEENY & CO	MANGA HOTELS (SPADINA) INC

EXISTING PLANNING CONTROLS

Official Plan Designation:	Mixed Use Areas	Site Specific Provision:	SASP 202
Zoning:	CR 3.5 (c2.0; r2.5) SS2 (x2353)	Heritage Designation:	N
Height Limit (m):	28	Site Plan Control Area:	Y

PROJECT INFORMATION

Site Area (sq m):	1,138	Frontage (m):	15	Depth (m):	62
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Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):			913	913
Residential GFA (sq m):				
Non-Residential GFA (sq m):			10,166	10,166
Total GFA (sq m):			10,166	10,166
Height - Storeys:			15	15
Height - Metres:			44.8	44.8

Lot Coverage Ratio
(%): 80.23

Floor Space Index: 9.46

Floor Area Breakdown Above Grade (sq m) Below Grade (sq m)

Residential GFA:

Retail GFA:

Office GFA:

Industrial GFA:

Institutional/Other GFA: 10,166

Residential Units by Tenure	Existing	Retained	Proposed	Total
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Rental:

Freehold:

Condominium:

Other:

Total Units:

Total Residential Units by Size

	Rooms	Bachelor	1 Bedroom	2 Bedroom	3+ Bedroom
Retained:					
Proposed:					
Total Units:					

Parking and Loading

Parking Spaces:	34	Bicycle Parking Spaces:	8	Loading Docks:	2
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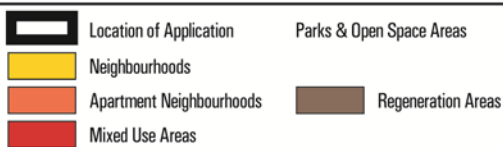
Attachment 3: Official Plan Land Use Map



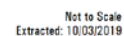
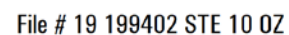
182-184 Spadina Avenue

Official Plan Land Use Map #18

File # 19 199402 STE 10 02



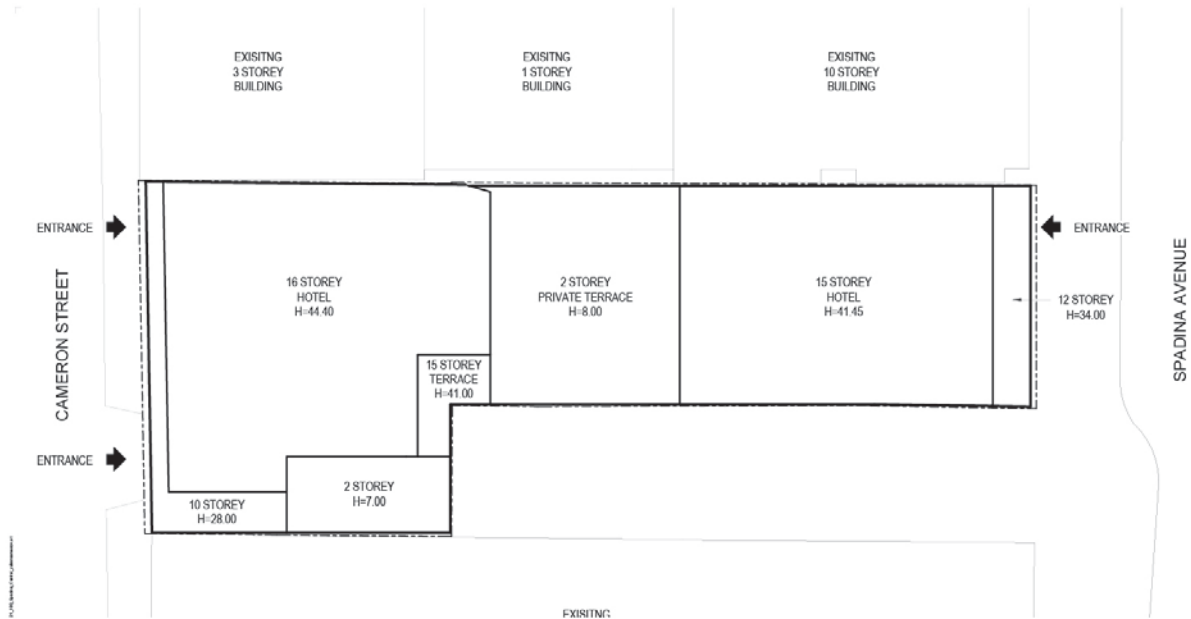
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Attachment 5: Draft Zoning By-law Amendment

To be submitted prior to Toronto and East York Community Council April 12, 2023 Meeting.

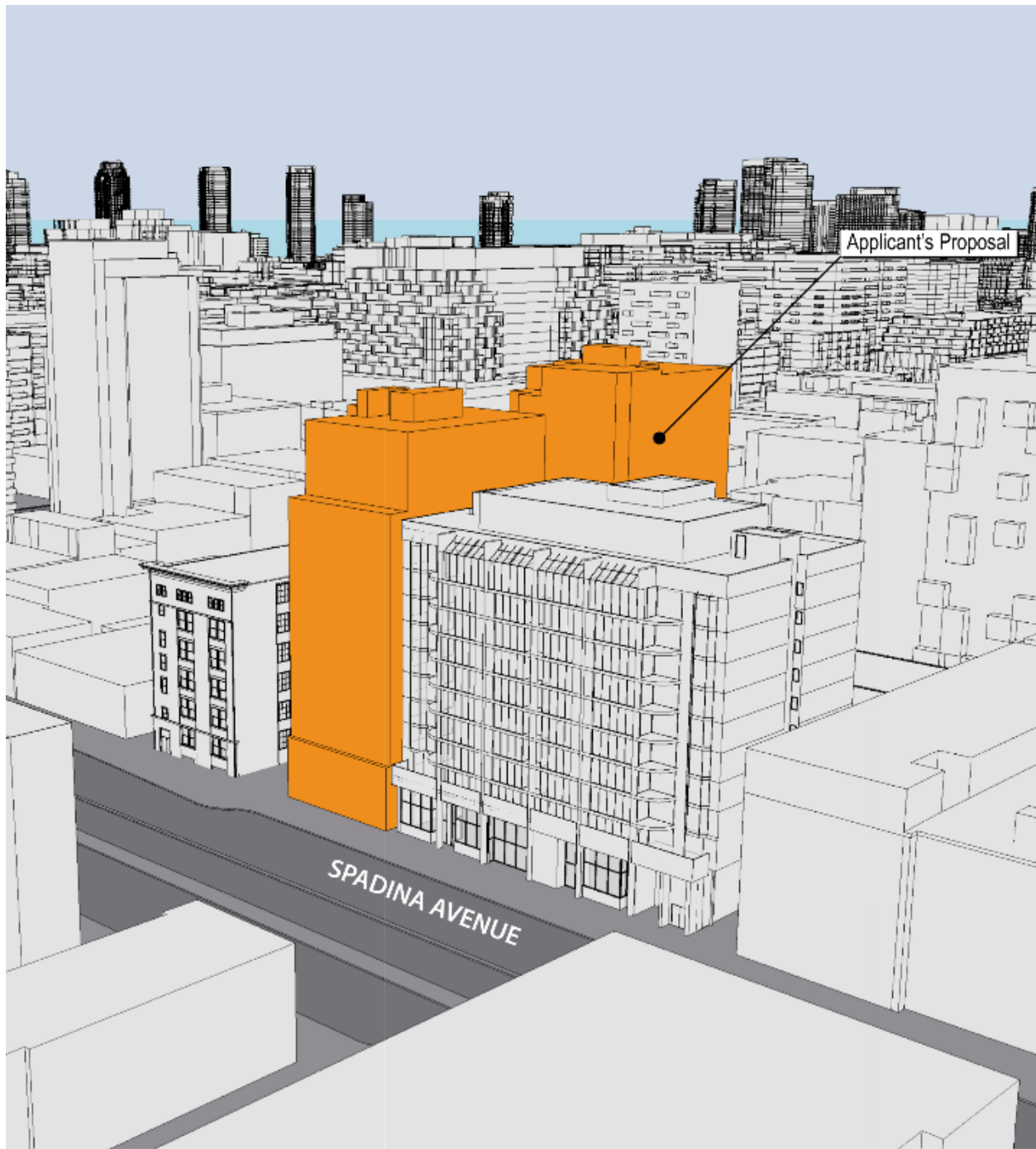
Attachment 6: Site Plan/Ground Floor Plan



Simplified Site Plan



Attachment 7: 3D Model of Proposal in Context - Southeast



View of Applicant's Proposal Looking Southeast



15/03/2023

Attachment 8: 3D Model of Proposal in Context - Southwest

