



STAFF REPORT ACTION REQUIRED

543-553 Richmond Street West Zoning Amendment Application - Preliminary Report

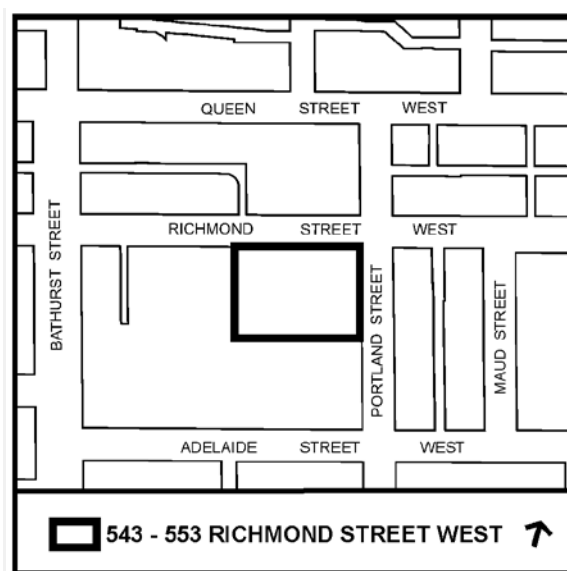
| | |
|--------------------------|--|
| Date: | April 24, 2015 |
| To: | Toronto and East York Community Council |
| From: | Director, Community Planning, Toronto and East York District |
| Wards: | Ward 20 – Trinity-Spadina |
| Reference Number: | 14 267424 STE 20 OZ |

SUMMARY

This application proposes to redevelop the site at 543 – 553 Richmond Street West, currently containing a two-storey warehouse/office building and surface parking lot, with a 15-storey mixed-use building including an eight-storey podium containing residential units and commercial uses at grade.

This report provides preliminary information on the above-noted application and seeks Community Council's directions on further processing of the application and on the community consultation process.

The next step is to conduct a community consultation meeting which has been scheduled for May 4, 2015. Notice for the Community Consultation meeting has been given to landowners and residents within an area slightly expanded beyond 120 metres of the site, as requested by the local Councillor. The final report is targeted for the fourth quarter of 2015, subject to any required information being provided by the applicant in a timely manner.



RECOMMENDATIONS

The City Planning Division recommends that:

1. Notice for the public meeting under the Planning Act for the lands at 543-553 Richmond Street West be given according to the regulations of the Planning Act.

Financial Impact

The recommendations in this report have no financial impact.

Pre-Application Consultation

A pre-application consultation meeting was held with the applicant to discuss complete application submission requirements.

ISSUE BACKGROUND

Proposal

The proposal is for a 15-storey mixed-use building containing retail at grade and a total of 534 residential units above. The proposed building will include an eight-storey podium, measuring 25.22 metres in height and the total height of the building will be 50.2 metres (56.2 including the mechanical penthouse).

The ground floor will have a 6.3 metre floor to ceiling height and will be setback between 1.9 to 4.8 metres from the property line along Richmond Street West and between 2.8 to 3.1 metres along Portland Street. There are existing easements/rights-of-way in favour of the adjacent office building immediately to the west at 555 Richmond Street West. To accommodate these easements, the proposed building angles away from the western lot line at grade by approximately 18.1 metres at Richmond Street, decreasing to approximately 9.1 metres at the southern lot line. This will create a publicly-accessible landscape forecourt at the north-west corner of the subject site. The residential lobby is proposed to be located adjacent to the landscaped forecourt along the western façade. The building will be located approximately 1.1 metres from the south lot line.

Above the ground floor, the proposed building is u-shaped and the outdoor amenity space will be provided on the roof of the ground floor in the centre of the building. Podium floors 2-8 will be built right up to the property line along Richmond Street and Portland Street and will cantilever over the ground floor. An inset will be provided in the centre of the Richmond Street and the Portland Street façades to create architectural articulation. Within the podium, inset balconies will be provided along the north, west and east facing façades.

Floors 9-13 will stepback 3.0 metres from the Richmond Street and Portland Street façades and 4.12 metres from the south façade. The interior of the building, facing the courtyard, will stepback 1.8 metres. Above the 13th floor, an additional 1.8 metre stepback will be provided along the Richmond Street façade and 3.0 metres along the Portland Street façade as well as the south and west building faces. Continuous, wraparound balconies will be provided for the upper storeys above the base building.

Outdoor amenity space will be provided on the ground floor roof and indoor amenity space will be located within the mezzanine level. Parking and loading will be accessed via a driveway leading from Richmond Street West at the western edge of the site. A total of 262 vehicular parking spaces will be provided within two levels of underground parking, including 208 resident and 54 residential visitor spaces. Bicycle parking, totaling 659 spaces, of which 590 will be for residents and 54 for residential visitors, are proposed to be located within both levels of the parking garage, on the ground floor and on each of the residential floors.

The proposed 536 residential units will have the following approximate breakdown: 6 bachelor units (1%), 171 one-bedroom units (32%), 185 one-bedroom plus den units (35%) and 174 two-bedroom units (32%).

For further statistical information, refer to the Application Data Sheet found as Attachment 8 of this report.

Site and Surrounding Area

The site, located at the south-west corner of Richmond Street West and Portland Street has about 86.5 metres of frontage on Richmond Street West and approximately 63 metres of frontage on Portland Street, for an approximate total area of 5,495m². The site is currently occupied by a surface parking lot at the south-west corner and the remaining three-quarters of the lot contains a two-storey office/warehouse building built in 1952.

Land uses surrounding the site are as follows:

North: Immediately across the street, at the north-west corner of Richmond Street West and Portland Street, is a seven-storey mixed-use building including a two-storey podium. The building fronts Richmond Street West, Portland Street, and Queen Street West and contains retail stores at grade and residential uses above. Adjacent to this, towards Bathurst Street, are two-storey house form buildings, and further west, at 604-618 Richmond Street West, a number of existing house form buildings are to be demolished and replaced with the 'Harlow', a 14-storey mixed-use development recently approved by the Ontario Municipal Board. Further west, at the north-east corner of Bathurst Street and Richmond Street West, is a six-storey office building constructed in the early 1900's.

- West:** Adjacent to the site, on the west side, is a 12-storey office building constructed in the early 1950s. West of this is a five-storey office building constructed in the early 1900s, two-storey house form buildings, a small surface parking lot followed by two-storey house form buildings fronting onto Bathurst Street.
- South:** South of the subject site are two-storey house form buildings fronting onto the west side of Portland Street. Six such buildings also front onto Adelaide Street West, and further west of these, is a four-storey warehouse building, a surface parking lot, a five-storey institutional building (the Evangel Hall Mission) and a three-storey heritage building occupied by the Factory Theatre.
- East:** At the south-east corner of Richmond Street West and Portland Street are two 10-storey mixed-use buildings. At the north-east corner of Richmond Street West and Portland Street is a four-storey residential building followed by a number of two-storey house form buildings. Further east, at the north-west corner of Richmond Street West and Augusta Street is a proposal for a 13-storey mixed-use building currently under review. Fronting onto the east side of Portland Street, south of Richmond Street West, is a mixture of house form buildings with a four-storey institutional building in the centre of the block, built in the early 1900s.

Provincial Policy Statement and Provincial Plans

The Provincial Policy Statement (PPS), 2014 provides policy direction on matters of provincial interest related to land use planning and development. These policies support the goal of enhancing the quality of life for all Ontarians. Key policy objectives include: building strong healthy communities; wise use and management of resources; and protecting public health and safety. The PPS recognizes that local context and character is important. Policies are outcome-oriented, and some policies provide flexibility in their implementation provided that provincial interests are upheld. City Council's planning decisions are required to be consistent with the PPS.

The Growth Plan for the Greater Golden Horseshoe provides a framework for managing growth in the Greater Golden Horseshoe including: directions for where and how to grow; the provision of infrastructure to support growth; and protecting natural systems and cultivating a culture of conservation. City Council's planning decisions are required to conform, or not conflict, with the Growth Plan for the Greater Golden Horseshoe.

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

Official Plan

The Official Plan locates the subject site within the *Downtown*. Chapter Two – Shaping the City, identifies that the downtown area offers opportunities for substantial employment and residential growth, but that this growth is not anticipated to be uniform. Rather, it is expected that the physical setting of many areas will remain unchanged and that design guidelines specific to districts of historic or distinct character will be implemented to ensure new development fits into the context of existing built form, streets, setbacks, heights and relationship to landmark buildings.

Within the *Downtown*, the site is designated *Regeneration Area* in the Official Plan which is one of the key areas expected to accommodate growth. The *Regeneration Area* designation permits a wide range of uses, including the proposed residential and commercial uses. In order to achieve a broad mix of commercial, residential, light industrial and live/work uses, the Official Plan contains policies related to *Regeneration Areas* encouraging the restoration, re-use and retention of existing buildings that are economically adaptable for re-use as well as the revitalization of areas of the City that are vacant or underused.

Chapter Three – Building a Successful City, identifies that most of the City's future development will be infill and redevelopment, and as such, will need to fit in, respect and improve the character of the surrounding area. Section 3.1.2 Built Form provides policies that are aimed at ensuring that new development fits within and supports its surrounding context. Policies 3.1.2.1 to 3.1.2.4 seek to ensure that development is located, organized and massed to fit harmoniously with existing and/or planned context; frames and appropriately defines streets, parks and open spaces at good proportion; and limits impacts of servicing and vehicular access on the property and neighbouring properties. Meeting these objectives requires creating consistent setbacks from the street, massing new buildings to frame adjacent streets and open spaces in a way that respects the existing and /or planned street proportion, creating appropriate transitions in scale to neighbouring existing and/or planned buildings, and limiting shadow impacts on streets, open spaces and parks.

Official Plan Amendment 231

Official Plan Amendment No. 231 (OPA 231), adopted by City Council December 18, 2013, received approval by the Minister of Municipal Affairs and Housing on July 9, 2014 and is currently under appeal before the Ontario Municipal Board. As part of the Official Plan and Municipal Comprehensive Reviews, OPA 231 contains new economic policies and designations for *Employment Areas* and also contains new policies with respect to office replacement in transit-rich areas. In particular, Policy 3.5.1(9) requires the provision of office space on any site containing 1,000m² or more of office space, where residential development is proposed. The property at 543-553 Richmond Street West is located in a transit-rich area and contains office uses.

King-Spadina Secondary Plan

The subject site is situated within the King-Spadina Secondary Plan found in Chapter 6.16 of the Official Plan. The King-Spadina Secondary Plan emphasizes reinforcement of the characteristics and qualities of the area through special attention to built form and the public realm. The policies of Section 3 - Built Form and in particular the policies of Section 3.6 – General Built Form Principles, specify that:

- buildings are to be located along the front property line to define edges along streets and lower levels are to provide public uses accessed from the street;
- servicing and parking are encouraged to be accessed from lanes rather than streets and minimize pedestrian/vehicular conflicts;
- new buildings will be sited for adequate light, view and privacy; compatibility with the built form context;
- new buildings will achieve a compatible relationship with their built form context through consideration of such matters as building height, massing, scale, setbacks, stepbacks, roof line and profile and architectural character and expression;
- appropriate proportional relationships to streets and open spaces will be provided; and wind and shadow impacts will be minimized on streets and open spaces;
- streetscape and open space improvements will be coordinated in new development; and
- high quality open spaces will be provided.

King-Spadina Heritage Conservation District Study

The King-Spadina Secondary Plan area contains many listed and designated heritage buildings. At its meeting on August 16, 2013 Toronto City Council directed Heritage Preservation Services staff to undertake Heritage Conservation District (HCD) studies in five priority areas. One of these areas is the King-Spadina Secondary Plan area. A Request for Proposals for the King-Spadina HCD Study was issued and a team lead by Taylor-Hazell Architects has been chosen to undertake the study. The King-Spadina HCD study area contains two parts: the King-Spadina Commercial District (West) HCD and the King-Spadina Entertainment District (East) HCD.

The first phase of the study involved the identification of potential heritage conservation districts. The interim recommendations of the HCD Study were released at a public meeting held on March 18, 2014. The draft study findings were presented at the May 23,

2014 meeting of the Toronto Preservation Board. One of the study findings recommended the expansion of the King-Spadina Entertainment District (East) HCD area to include both sides of Richmond Street West. The subject property at 543-553 Richmond Street West is located within the expanded King-Spadina Entertainment District (East) HCD area. The development of an HCD Plan and the designation under Part V of the *Ontario Heritage Act* of one or more identified HCDs will follow the second phase of the study.

The second phase of the study process will result in the preparation of an HCD plan(s) and an HCD by-law to protect the historical and cultural significance of the study area. Details on the King-Spadina HCD study is available at: http://www.toronto.ca/heritage-preservation/heritage_districts.htm

City-Wide Tall Building Design Guidelines

In May 2013, Toronto City Council adopted the updated city-wide Tall Building Design Guidelines and directed City Planning staff to use these Guidelines in the evaluation of all new and current tall building development applications. The Guidelines establish a unified set of performance measures for the evaluation of tall building proposals to ensure they fit within their context and minimize their local impacts. The city-wide Guidelines are available at <http://www.toronto.ca/planning/tallbuildingdesign.htm>

TOcore: Planning Toronto's Downtown

On May 13, 2014, the Toronto and East York Community Council (TEYCC) considered a Staff Report regarding *TOcore: Planning Toronto's Downtown*, along with a related background document entitled *Trends and Issues in the Intensification of Downtown*.

Both reports are available at at:

<http://www1.toronto.ca/wps/portal/contentonly?vgnextoid=222101f2e9745410VgnVCM10000071d60f89RCRD>. TOcore is looking at how Toronto's Downtown should grow, with both a renewed planning framework and the necessary infrastructure to remain a great place to live, work, learn and play. TOcore is in its initial 'taking stock' phase, which involves an analysis of existing conditions, growth trends and priority issues in the Downtown. The review of this application will be informed by the issues being considered under TOcore.

Zoning By-law 438-86

The site is zoned Reinvestment Area (RA) by Zoning By-law 438-86, as amended (see Attachment 6). As part of the RA zoning controls, density standards were replaced by built form objectives expressed through height limits and setbacks.

The By-law permits a maximum height of 23 metres for the property at 543-553 Richmond Street West. A three metre stepback must be provided from the main wall of the building for any portion of the building above a height of 20 metres. The By-law also contains a number of requirements related to building setbacks from the side and rear lot lines.

The RA zone allows a range of uses including commercial, office, retail and residential. The requested uses are permitted under the By-law.

Zoning By-law 569-2013

In May 2013, the City passed and enacted a new harmonized Zoning By-law 569-2013. The zoning that applies to the subject lands is substantially the same with regard to use, density, and height as zoning By-law 438-86.

The lands fronting Richmond Street West and Portland Street are zoned CRE (x76) (Commercial Residential Employment). The maximum height permitted remains unchanged at 23.0 metres.

Site Plan Control

The subject site and development is subject to Site Plan Control. A site plan application has not been submitted at this time.

Reasons for the Application

The applicant has submitted a Zoning By-law Amendment application to permit a building that exceeds the permitted maximum building height of 23 metres by approximately 27.2 metres (33.5 metres to the top of the mechanical penthouse), resulting in a proposed building height of 50.2 metres (56.2 metres including the mechanical penthouse). In addition, the proposed building does not comply with other restrictions that are in effect on the lands.

COMMENTS

Application Submission

The following reports/studies were submitted with the application:

- Planning Rationale and Community Services and Facilities Study
- Boundary and Topographical Survey
- Architectural drawings
- Landscape drawings
- Draft Zoning By-law Amendment
- Shadow Impact Study
- Tree Declaration
- Preliminary Pedestrian Level Wind Study
- Site Servicing Assessment
- Transportation Impact Study

A Notification of Complete Application was issued on February 17, 2015.

Issues to be Resolved

The following are identified a preliminary list of issues to be addressed in the review of the current development proposal:

- 1) Conformity with the existing Urban Structure and Built form policies of the King-Spadina Secondary Plan which envisions the West Precinct as a mid-rise neighbourhood. Accordingly, a reduction in the proposed building height will be sought.
- 2) Height and massing relationships with the immediate area and with abutting properties which include 2.5-storey house-form buildings.
- 3) Building setbacks and stepbacks are required for taller building elements to reduce their impact on the public realm and balconies should not encroach into these along the Richmond Street West and Portland Street façades. Appropriate building setbacks and stepbacks also need to be provided to sensitively transition towards the house-form buildings located immediately south of the site and also to the public park which staff will seek to be provided on-site.
- 4) Consideration of how the articulation and scale of the base building contributes towards the public realm.
- 5) Consideration of the surrounding heritage properties and physical heritage character of the area as the site is adjacent to properties that may potentially be cultural heritage resources.
- 6) Consideration of the King-Spadina Heritage Conservation District Study, currently under way.
- 7) Conformity with Official Plan Amendment 231 regarding office space replacement as the existing building likely contains at least 1,000m² of office space and is in a transit-rich area. Accordingly, an office space component will be requested.
- 8) Traffic, site servicing, vehicular site access and impacts on the pedestrian realm will be assessed as the proposed site access is off of Richmond Street West which is a major arterial road.
- 9) Location of bicycle parking which is located within both floors of the parking garage and each of the residential floors, while it is preferred that bicycle parking be limited to the ground floor and P1 level of the parking garage.

- 10) Ground floor animation along Richmond Street West and Portland Avenue which can be improved by moving the residential entrance from the west façade to the Richmond Street façade and by increasing the number of commercial entrances from the single entrance currently proposed along Richmond Street and Portland Street.
- 11) Provision of on-site parkland dedication which will require a re-configuration of the site.

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

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

CONTACT

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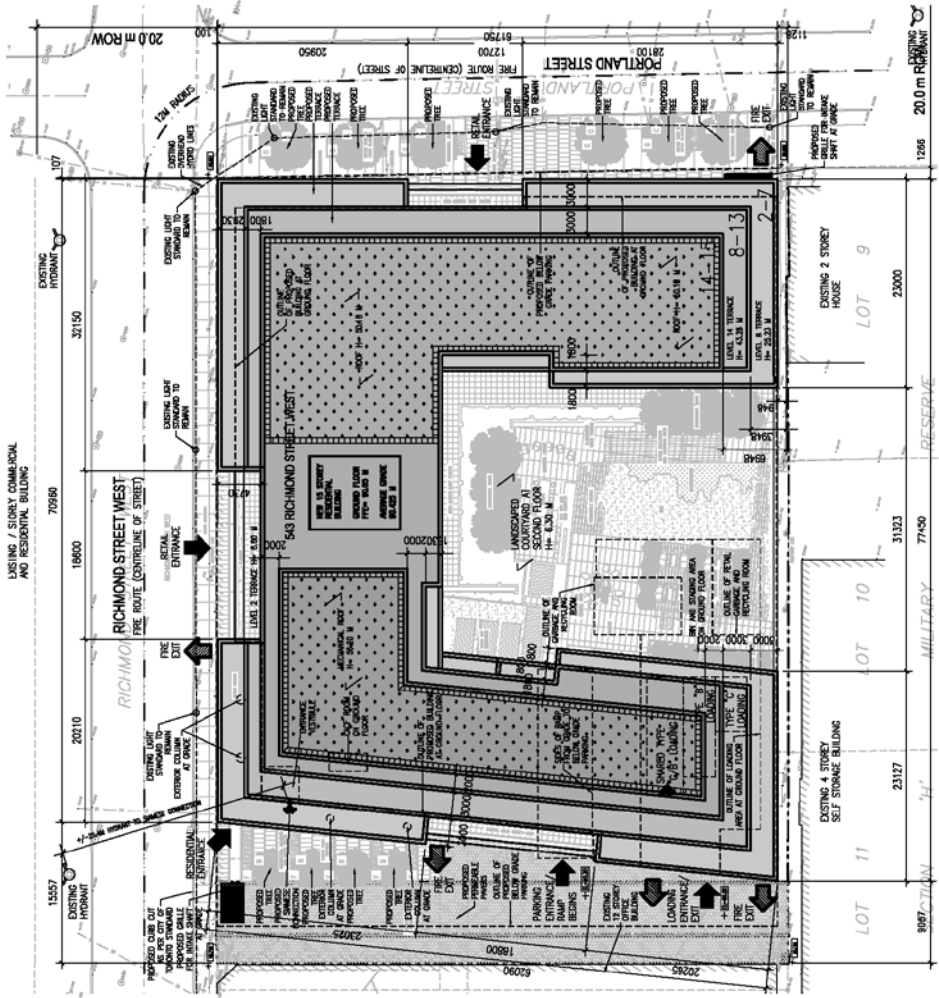
Gregg Lintern, MCIP, RPP
Director, Community Planning
Toronto and East York District

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ATTACHMENTS

Attachment 1: Ground Floor Plan
Attachment 2: North Elevation (as provided by the applicant)
Attachment 3: South Elevation (as provided by the applicant)
Attachment 4: East Elevation (as provided by the applicant)
Attachment 5: West Elevation (as provided by the applicant)
Attachment 6: Zoning (438-86)
Attachment 7: Zoning (569-2013)
Attachment 8: Application Data Sheet

Attachment 1: Site Plan



Site Plan

Applicant's Submitted Drawing

Not to Scale
03/16/2015

543 - 553 Richmond Street West

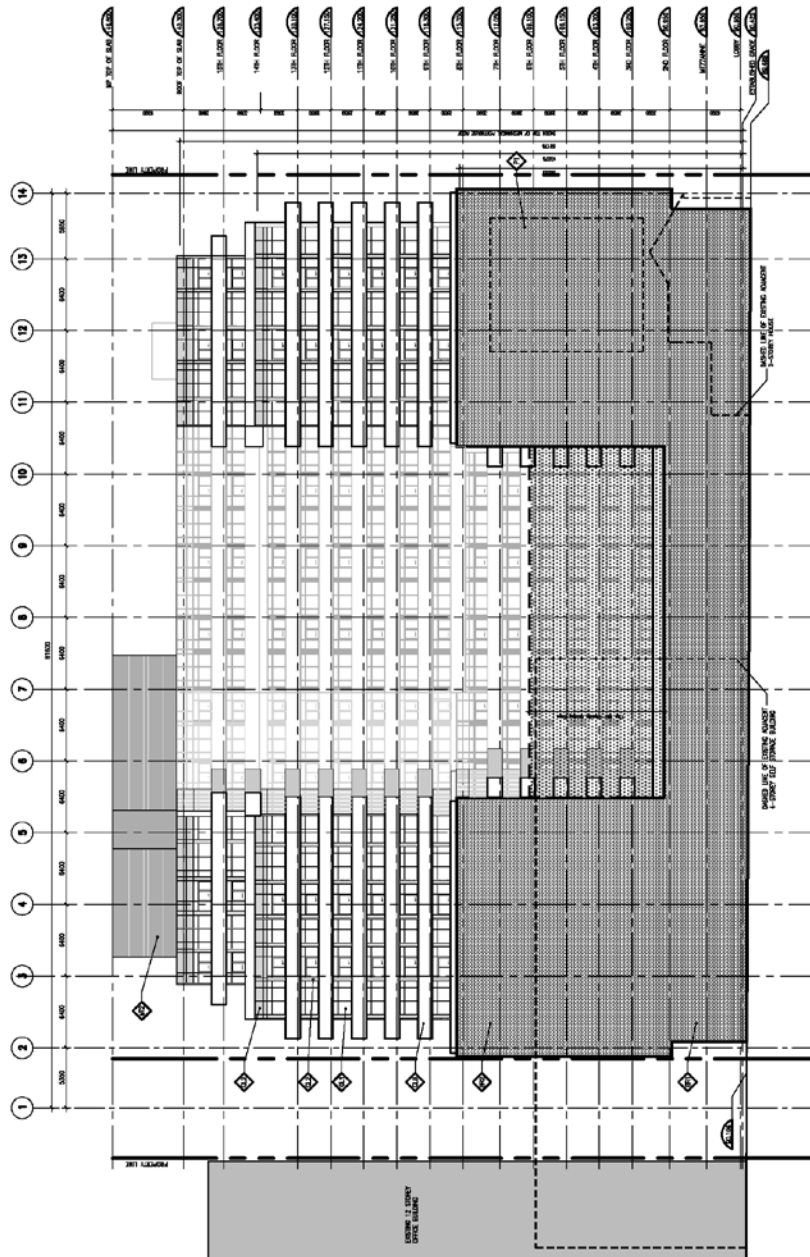


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Attachment 3: South Elevation



543 - 553 Richmond Street West

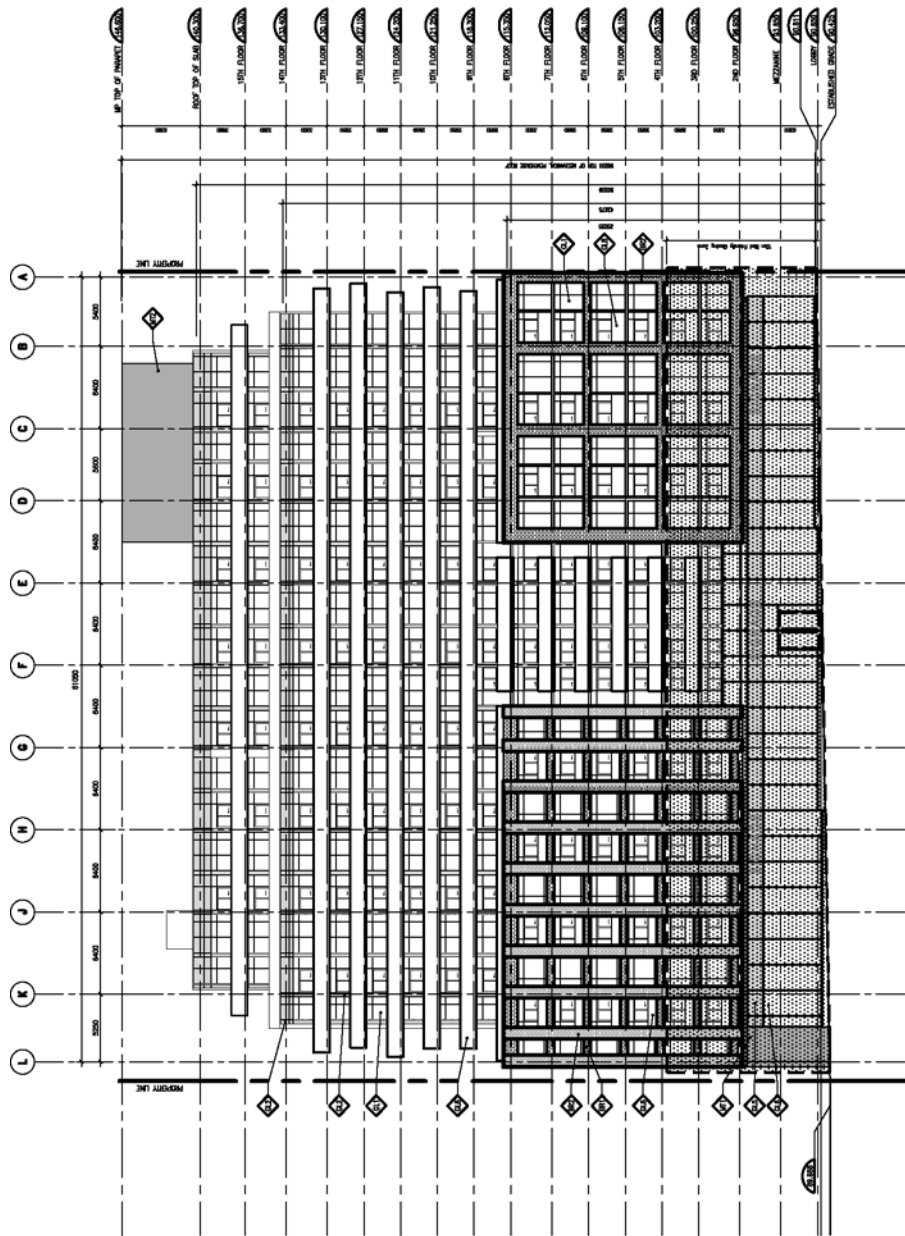
South Elevation

Applicant's Submitted Drawing

Not to Scale
03/15/2015

File # 14_267424_STE 20 02

Attachment 4: East Elevation



543 - 553 Richmond Street West

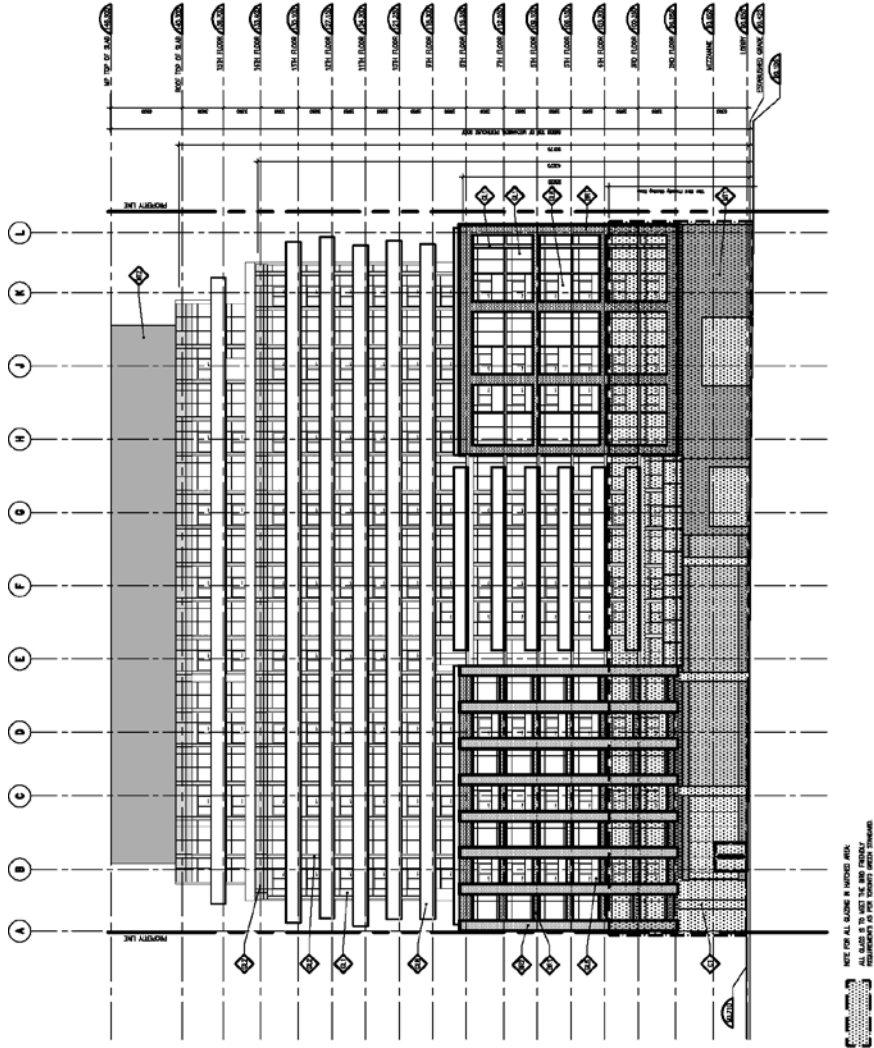
East Elevation

Applicant's Submitted Drawing

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05/15/2014

File # 14_267424_STE 20.0Z

Attachment 5: West Elevation



West Elevation

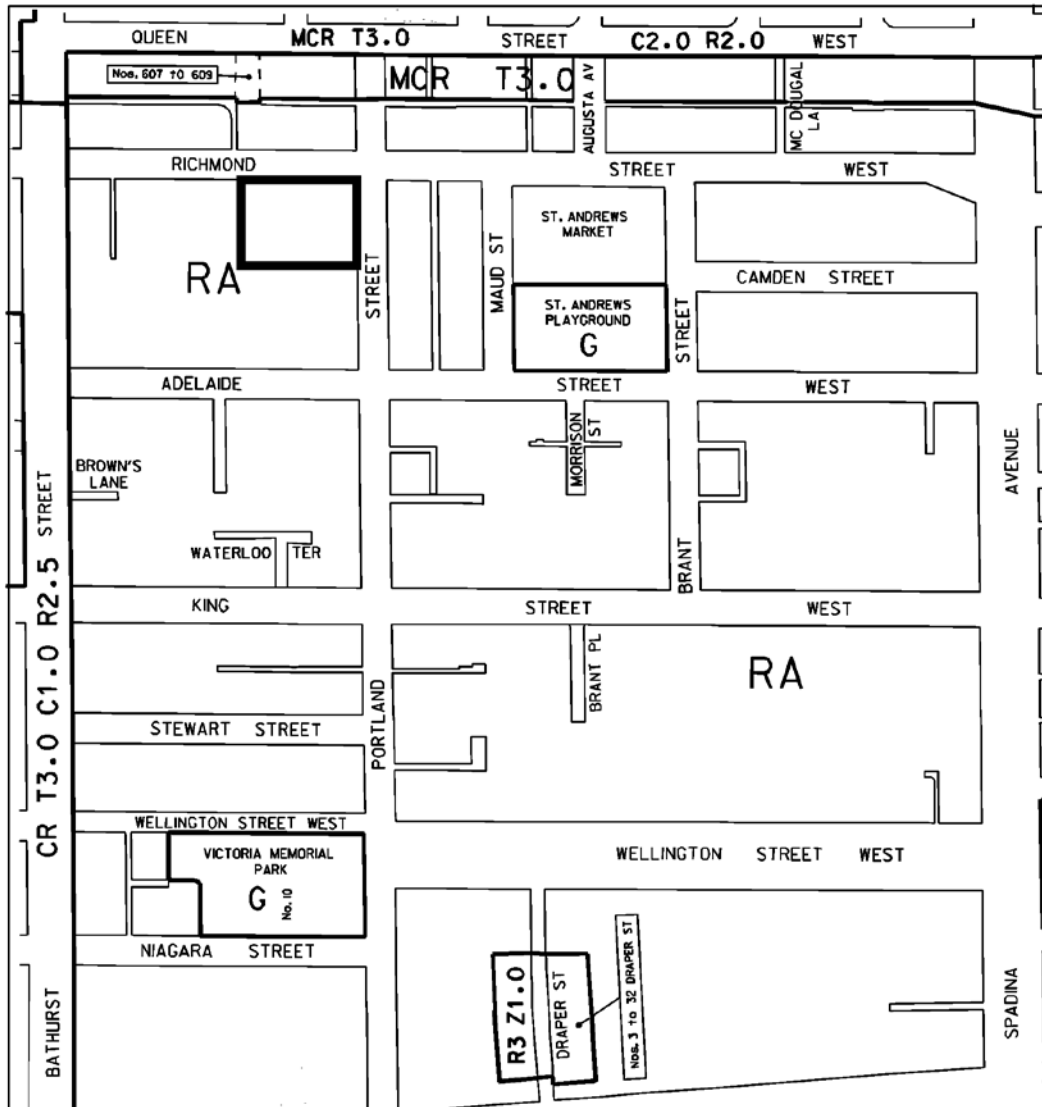
Applicant's Submitted Drawing

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543 - 553 Richmond Street West

File # 14_267424_STE 200Z


Attachment 6: Zoning By-law 438-86



Zoning By-law 438-86

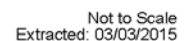
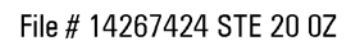
543 - 553 Richmond Street West

File # 14267424 STE 20 02

 Location of Application



Not to Scale
Extracted: 03/03/2015

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Attachment 8: Application Data Sheet

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|------------------|--------------------|---------------------|---------------------|
| Application Type | Rezoning | Application Number: | 14 267424 STE 20 OZ |
| Details | Rezoning, Standard | Application Date: | December 23, 2014 |

Municipal Address: 543-553 Richmond Street West

Location Description: PLAN D1303 BLK A LOTS 8 TO 13 PT LOT 7 BLK D LOTS 14 TO 25 PT PRIVATE LANE BLK C PT BLK B RP 66R25611 PARTS 6 TO 11 AND 13 **GRID S2012

Project Description: Proposed zoning amendment to redevelop the site with a 15-storey mixed-use building containing commercial uses on the ground floor and a total of 536 residential units above. Two levels of underground parking will be provided.

| | | | |
|------------------------------|---------------|-------------------------------|--|
| Applicant: | Agent: | Architect: | Owner: |
| 543 Richmond Street Holdings | | Quadrangle Architects Limited | 543 Richmond Street West Holdings Inc. |

PLANNING CONTROLS

| | | | |
|----------------------------|--------------------|--------------------------|--------|
| Official Plan Designation: | Regeneration Areas | Site Specific Provision: | 195-85 |
| Zoning: | CRE | Historical Status: | |
| Height Limit (m): | 23 | Site Plan Control Area: | |

PROJECT INFORMATION

| | | | | |
|------------------------------------|-------|---------|-----------------|--------------|
| Site Area (sq. m): | 5495 | Height: | Storeys: | 15 |
| Frontage (m): | 86.62 | | Metres: | 56.2 |
| Depth (m): | 62.98 | | | |
| Total Ground Floor Area (sq. m): | 4139 | | | Total |
| Total Residential GFA (sq. m): | 37663 | | Parking Spaces: | 262 |
| Total Non-Residential GFA (sq. m): | 2312 | | Loading Docks | 3 |
| Total GFA (sq. m): | 39975 | | | |
| Lot Coverage Ratio (%): | 75.3 | | | |
| Floor Space Index: | 7.27 | | | |

DWELLING UNITS

FLOOR AREA BREAKDOWN (upon project completion)

| | | | | |
|--------------|-------|----------------------------------|--------------------|--------------------|
| Tenure Type: | Condo | | Above Grade | Below Grade |
| Rooms: | 0 | Residential GFA (sq. m): | 37663 | 0 |
| Bachelor: | 6 | Retail GFA (sq. m): | 2312 | 0 |
| 1 Bedroom: | 356 | Office GFA (sq. m): | 0 | 0 |
| 2 Bedroom: | 174 | Industrial GFA (sq. m): | 0 | 0 |
| 3 + Bedroom: | 0 | Institutional/Other GFA (sq. m): | 0 | 0 |
| Total Units: | 536 | | | |

| | | |
|-----------------|----------------------|------------------------|
| CONTACT: | PLANNER NAME: | Joanna Kimont, Planner |
| | TELEPHONE: | 416-392-7216 |