

555 Richmond Street, Zoning By-law Amendment Application – Preliminary Report

Date: October 27, 2021

To: Toronto and East York Community Council

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

Ward: 10 - Spadina-Fort York

Planning Application Number (Phase 2 of 2): 21 172691 STE 10 OZ

Related Zoning Amendment Application (Phase 1 of 2): 21 172654 STE 10 OZ

Current Uses on Site: A through-lot with a 12-storey office building fronting Richmond Street West and a surface parking on the Adelaide Street West. The office building contains a basement parking garage with 220 parking spaces.

SUMMARY

This report provides information and identifies a preliminary set of issues regarding the application for a new 16-storey mixed-use building located on the surface parking lot portion of the site at 555 Richmond Street West. The proposal retains the existing 12-storey office building with some internal renovations.

This application forms the second phase of a two-phased development proposal which includes the properties at 141, 149-161 Bathurst Street and 579 and 589-591 Richmond Street West (Phase 1). This proposal includes the replacement of 15 residential units currently located on the Phase 1 lands. This Phase 2 development is proposed to be constructed after the Phase 1 development.

Staff are currently reviewing the application. It has been circulated to all appropriate agencies and City divisions for comment. Together with the Ward Councillor, staff have identified a community consultation meeting date of January 11, 2022 to discuss both Phase 1 and 2 applications.

RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff proceed with scheduling a community consultation meeting for the application located at 555 Richmond Street West, together with the Ward Councillor, for the selected date of January 11, 2022.

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 15, 2021

Description

The application proposes to redevelop the surface parking lot located on Adelaide Street West, with a new 16-storey residential building (58.8 metres to the top of the mechanical penthouse) and retain the existing 12-storey office building at 555 Richmond Street West.

The new building has a Floor Space Index (FSI) of 8.48 and would include ground floor commercial uses and 139 affordable and market-rent units, including 15 rental replacement units to accommodate existing rental units proposed to be demolished as part of the phase 1 development. The residential mix proposed includes 80 (57%) 1-bedroom, 40 (29%) 2-bedroom and 19 (14%) 3-bedroom units.

A landscaped pedestrian connection is proposed along the western edge of the site providing access to both, Adelaide Street West and Richmond Street West. At the centre of the site, the pedestrian connection would incorporate some of the lands belonging to the phase 1 portion of the development, creating a 305 square metre private courtyard space.

The existing underground parking garage is proposed to be reconfigured and expanded towards the south lot line to include 158 parking spaces and 145 bicycle parking spaces. The vehicular spaces are proposed to serve the existing office building only, with zero parking proposed for residential tenants or visitors.

A one-storey structure, located between the proposed residential and existing office buildings would contain 5 loading spaces which would be accessed from Adelaide Street West. The loading spaces would serve both phases of the development.

See Attachments 2 to 4 of this report for a three dimensional representation of the project in context.

Detailed project information including all plans and reports submitted as part of the application can be found on the City's Application Information Centre at: www.toronto.ca/555RichmondStW.

Reason for the Application

The Zoning By-law Amendment at 555 Richmond Street West proposes to amend Zoning By-law 569-2013 to vary performance standards including: building height; building setbacks; amenity space requirements; loading space requirements; vehicular and bicycle parking space requirements. Additional amendments to the Zoning By-law may be identified as part of the application review.

Site Plan Control

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

POLICY CONSIDERATIONS/PLANNING FRAMEWORK

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 site is located approximately 630 metres from the planned Spadina-Front GO Station on the GO Regional Express Rail line, 170 metres from the planned King-Bathurst Station and 500 metres from the planned Queen-Spadina Station on the planned Ontario Line.

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 designated Regeneration Areas on Land Use Plan Map 18, as shown on **Attachment 5**.

The Downtown Plan

City Council adopted OPA 406 on May 22, 2018. OPA 406 included amendments to the Downtown section and Map 6 of the Official Plan and brought forward a new Secondary Plan for the entire Downtown area. The Ministry of Municipal Affairs and Housing approved OPA 406 with modifications on June 5, 2019.

The Downtown Plan directs that growth is encouraged within the Downtown, in particular on lands designated Mixed Use Areas 1, Mixed Use Areas 2, Mixed Use Areas 3, Regeneration Areas and Institutional Areas. The highest density of development within the Downtown shall be directed to Mixed Use Areas in close proximity to existing or planned transit stations. However, not all areas will experience the same amount of intensification.

The site is designated Mixed Use Areas 2 - Intermediate, shown on Map 41-3-B of the Downtown Plan. Development in Mixed Use Areas 2 will include building typologies that respond to their site context, including low-rise, mid-rise and some tall buildings and the scale and massing of buildings will respect and reinforce the existing and planned context of the neighbourhood. Mixed Use Areas 2 provides for a diverse range of uses, including retail, service, office, institutional and residential. Further, the Complete Communities Policies of the Downtown Plan require that new buildings fit within their existing and planned context, conserve heritage attributes and improve the public realm.

The Downtown Plan identifies Richmond Street West as a Priority Cycling Route as shown on Map 41-12. The site is also within the King-Spadina Cultural Precinct and the Downtown Film Precinct.

The Downtown Plan can be found here:

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

King-Spadina Secondary Plan (1996)

The site is situated within the West Precinct of the King-Spadina Secondary Plan found in Chapter 6.16 of the Official Plan. The King-Spadina Secondary Plan requires new development to reinforce the characteristics of the area through built form, heritage conservation and public realm improvements.

The policies of the King-Spadina Secondary Plan emphasize that new buildings will be sited for adequate light, view, privacy and compatibility with the built form context. The policies direct that 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. Heritage plays a key role in establishing the character of the Secondary Plan area.

King-Spadina Secondary Plan (2020) - OPA 486

At its meeting on January 29, 2020, City Council adopted a Final Report and Official Plan Amendment 486 (OPA 486) outlining updates to the King-Spadina Secondary Plan. The City Council Decision can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.TE12.4>

King-Spadina is one of the fastest growing areas in the downtown and has a strong heritage character. Updates were made to the King-Spadina Secondary Plan to recognize this growth and the evolution of the area from predominantly non-residential uses to an area with a mix of uses. The updated plan recognizes that while the area will continue to grow and change, it must do so in a way that positively contributes to liveability, is better supported by hard infrastructure and community infrastructure, and more carefully responds to the built form and heritage character of the area. OPA 486 has been appealed to the Ontario Land Tribunal (OLT) and is not yet in force.

As noted above, the subject site is located within the West Precinct of King Spadina. Policy 6.12 in OPA 486 directs that development in the West Precinct will not exceed 50 metres in height including the mechanical penthouse and all projections. Additionally, Policy 6.14 directs that above the base building, development will include stepbacks from adjacent properties to provide separation distances between buildings that protect access to light, view and privacy. A minimum stepback of 5.5 metres will be provided from any property line that is not adjacent to a public street or public lane.

Consistent with the Downtown Plan, the site is identified as Mixed Use Areas 2 on Map 16-2 of OPA 486.

Official Plan Amendment 231 - Office Replacement Policies

The office replacement policies of OPA 231 require the provision of office space on sites designated Mixed Use Areas containing 1,000 square metres or more of office space, where residential development is proposed. The existing office building at 555 Richmond Street West, proposed to be retained, contains 27,673 square metres of office space.

Official Plan Amendment 479 and 480 – Public Realm and Built Form Official Plan Policies

On September 11, 2020, the Ministry of Municipal Affairs and Housing approved OPA 479 and OPA 480. OPA 479 (Public Realm) and OPA 480 (Built Form) were adopted as part of the Five-Year Official Plan Review. The OPAs replace Sections 3.1.1, 3.1.2 and

3.1.3 of the Official Plan with new and revised policies for the public realm, built form and built form types, which respond to Council's direction to amend the urban design policies of the Official Plan.

The Official Plan Amendment can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.PH11.4>

King-Spadina Heritage Conservation District

The site is within the King-Spadina Heritage Conservation District (HCD) Plan area. The HCD Plan was adopted at the October 2, 2017, City Council meeting, recommending the designation of the King-Spadina HCD Plan under Part V of the Ontario Heritage Act. The HCD Plan is currently under appeal at the LPAT. The City Council decision can be found here: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.TE26.14>

The overall objective of the HCD Plan is the protection, conservation and management of the area's heritage attributes, including contributing properties, so that the District's cultural heritage value is protected in the long-term.

The King-Spadina Heritage Conservation District Plan can be found here:

<https://www.toronto.ca/legdocs/mmis/2019/cc/bgrd/backgroundfile-139243.pdf>

Zoning By-laws

The site is zoned CRE (Commercial Residential Employment) in Zoning By-law 569-2013. This zone permits a range of residential, commercial, institutional and light industrial uses. The maximum height permitted is 23 metres plus 5 metres for a mechanical penthouse. The CRE zoning category does not include maximum density provisions but rather, the building envelope is established through the performance standards, including height, setbacks and stepbacks.

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:

- King-Spadina Urban Design Guidelines (2004 and 2006);
- King-Spadina Public Realm Plan;
- Growing Up: Planning for Children in New Vertical Communities;
- Pet Friendly Design Guidelines;
- Retail Design Manual;
- Design Guidelines for Privately Owned Publicly-Accessible Space;
- 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/city-government/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, the King-Spadina Secondary Plan and the King-Spadina Secondary Plan update (2020) and the Downtown Plan.

Built Form, Planned and Built Context

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

- The appropriateness of the building height and massing in relation to the existing and planned context;
- Interface between the proposed development and the properties not included in the application (143-147 Bathurst Street) as well as all other surrounding properties;
- Pedestrian-level wind conditions along nearby streets, surrounding properties and open spaces;
- Provision of larger residential units suitable for a broad range of households, including children;
- Location of the indoor and outdoor amenity space;
- Identification of opportunities for a low-carbon thermal energy network, such as a district energy system, to serve some or all of the development; and
- Lack of on-site parking spaces for residential uses.

Affordable Housing

Staff will engage in discussions with the applicant, the Ward Councillor, and City staff to evaluate potential opportunities for the provision of affordable housing.

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). An Arborist Report has been submitted with the application confirming that no regulated trees are proposed to be removed.

The application proposes to plant 3 street trees and 6 private trees. A total of 35 trees are proposed between the 2 phases of the development

Archaeological Assessment

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

Heritage Impact & Conservation

There are no heritage properties associated with this application, but as the site is located in the King-Spadina Heritage Conservation District and is immediately adjacent to heritage properties, a Heritage Impact Assessment was submitted with the application and is under review.

Community Services and Facilities

Community Services and Facilities (CS&F) are an essential part of vibrant, strong and complete communities. CS&F are the lands, buildings and structures used for the provision of programs and services provided or subsidized by the City or other public agencies, boards and commissions. They include recreation, libraries, childcare, schools, public health, human services, cultural services and employment services, etc. The timely provision of community services and facilities is as important to the livability of the City's neighbourhoods as "hard" services like sewer, water, roads and transit. The City's Official Plan establishes and recognizes that the provision of and investment in community services and facilities supports healthy, safe, liveable, and accessible communities. Providing for a full range of community services and facilities in areas experiencing major or incremental growth, is a responsibility shared by the City, public agencies and the development community.

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

Section 37 Community Benefits

The Official Plan provides for the use of Section 37 of the Planning Act to pass by-laws for increases in height and/or density not otherwise permitted by the Zoning By-law in return for the provision by the applicant of community benefits in the form of capital

facilities. It is standard to secure community benefits in a Section 37 Agreement which is then registered on title.

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

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. The infrastructure review will be undertaken in the context of the potential cumulative impact of all proposed applications in the area of this application.

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. Information about the Toronto Green Standard can

be found at the following link: <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.

Next Steps

City Planning staff will host a Community Consultation Meeting.

City staff will work with the applicant to resolve the preliminary issues discussed in this report and any additional issues that may be identified by staff and the public. City Planning staff will report back at the appropriate time in the review of the application. If a Final Report is prepared, the report will proceed to the Toronto and East York

Community Council meeting which will serve as the Statutory Public Meeting as required by the Planning Act, before being considered by City Council for a decision.

CONTACT

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SIGNATURE

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

ATTACHMENTS

Attachment 1: Location Map

Attachment 2: 3D Model of Proposal in Context - Northeast View

Attachment 3: 3D Model of Proposal in Context - Northwest View

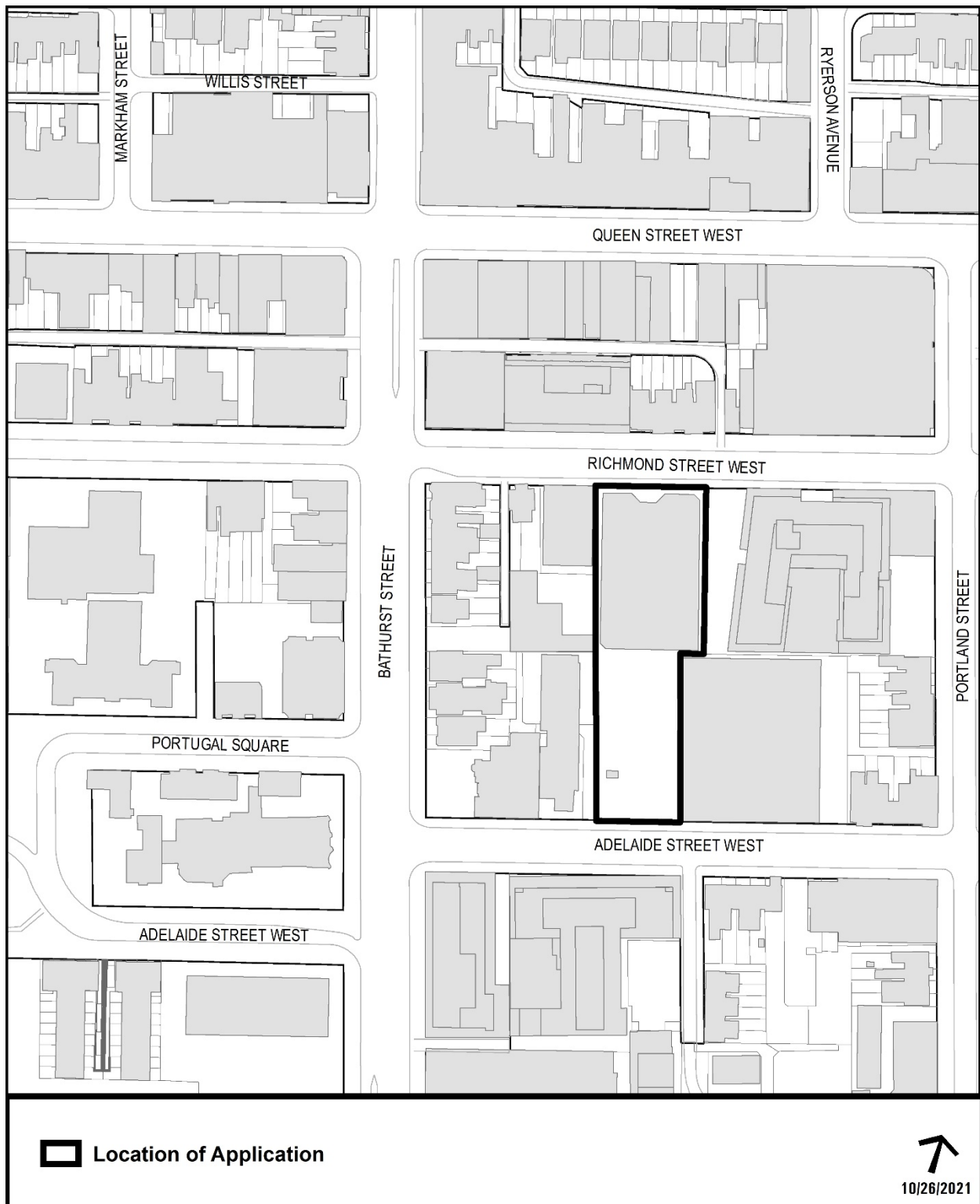
Attachment 4: 3D Model of Proposal in Context - Phase 1 and 2

Attachment 5: Site Plan

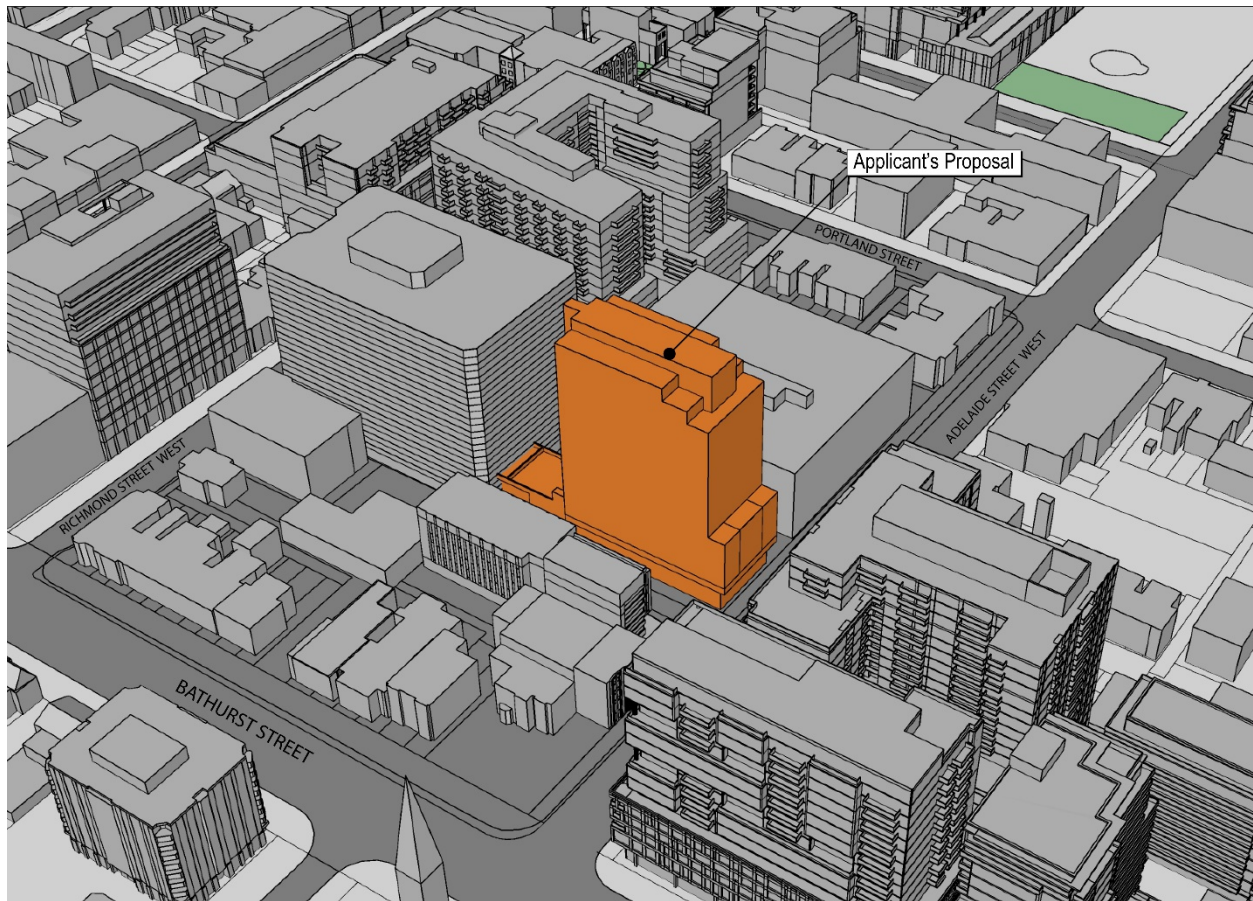
Attachment 6: Official Plan Map

Attachment 7: Application Data Sheet

Attachment 1: Location Map



Attachment 2: 3D Model of Proposal in Context - Northeast View

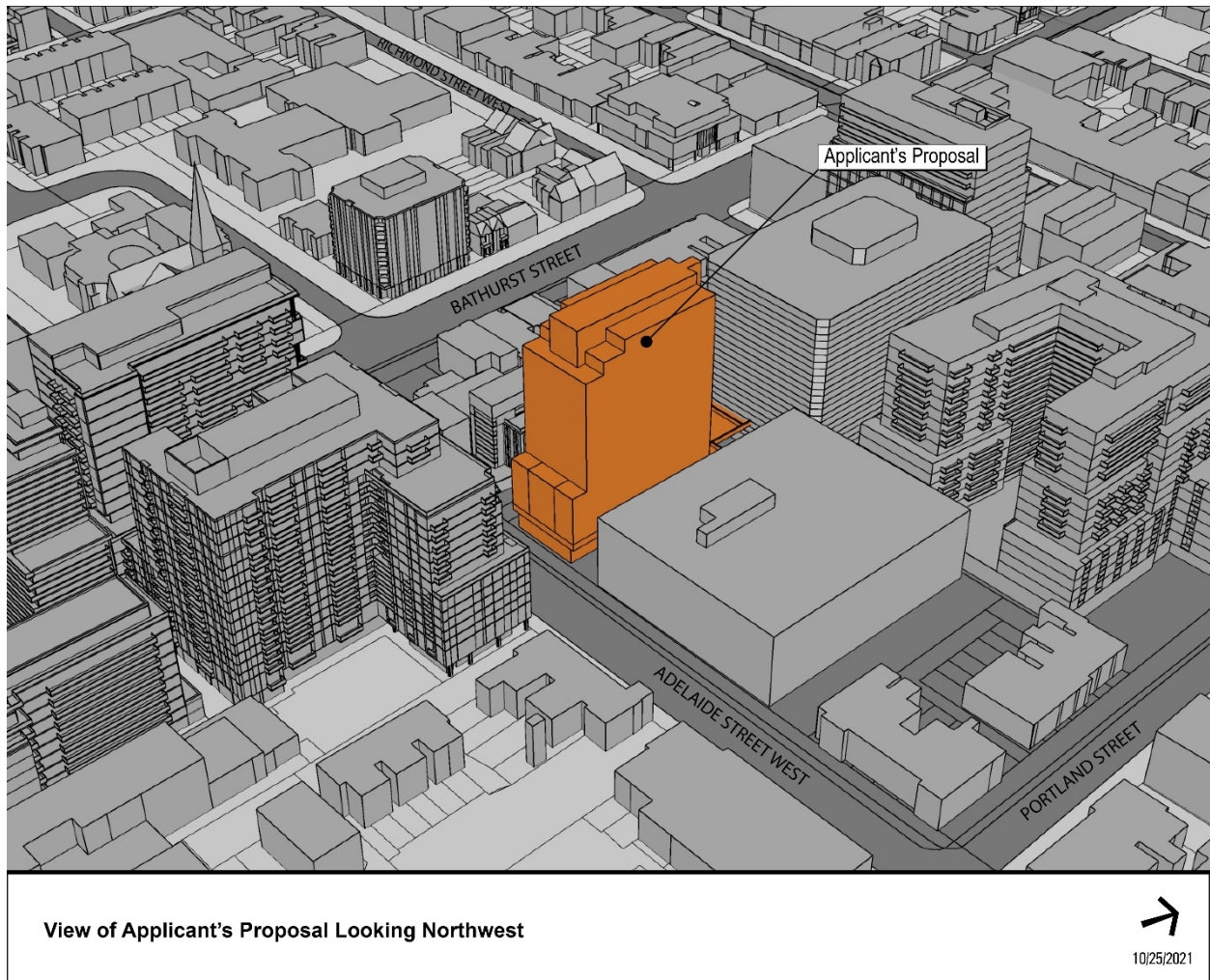


View of Applicant's Proposal Looking Northeast

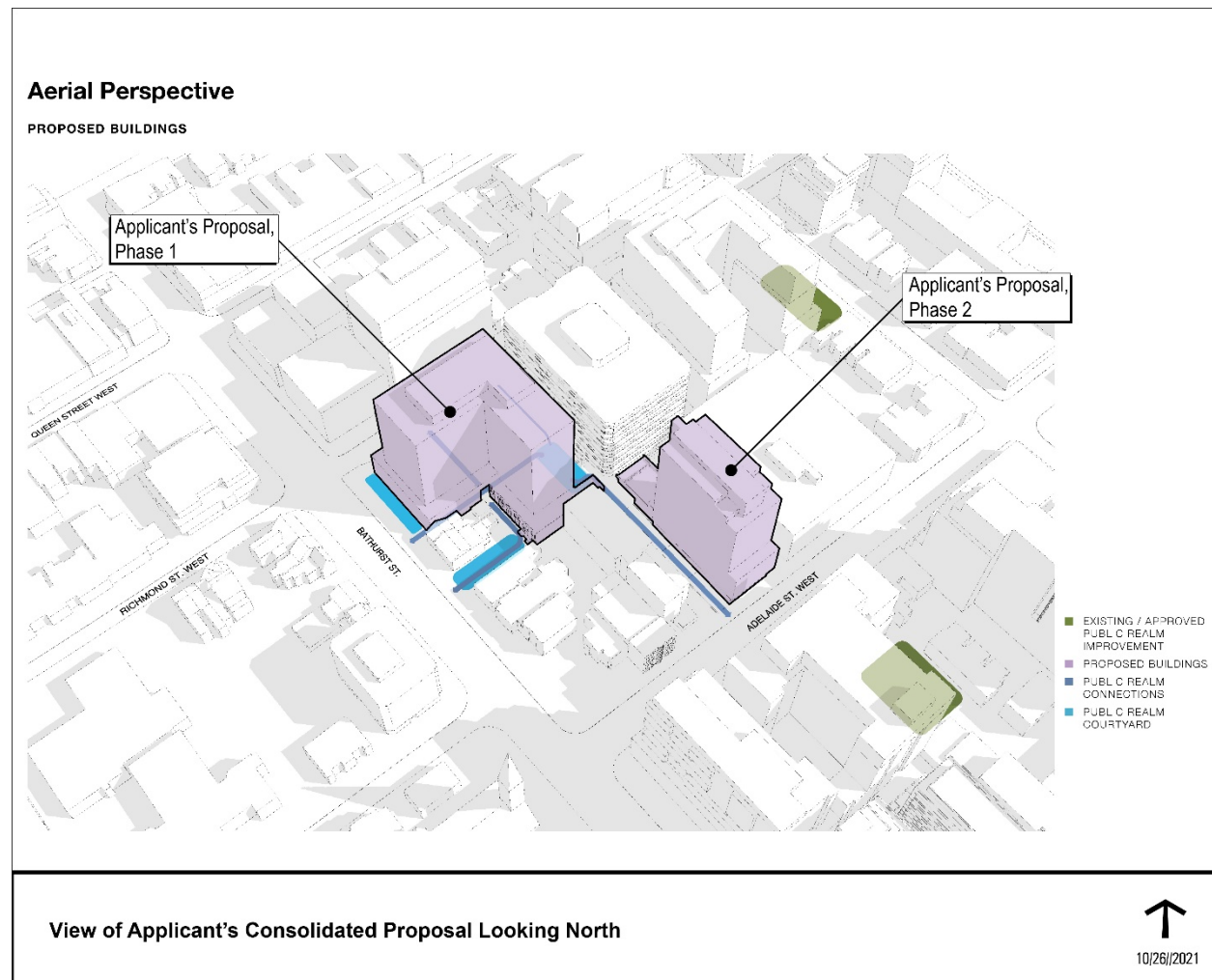


10/25/2021

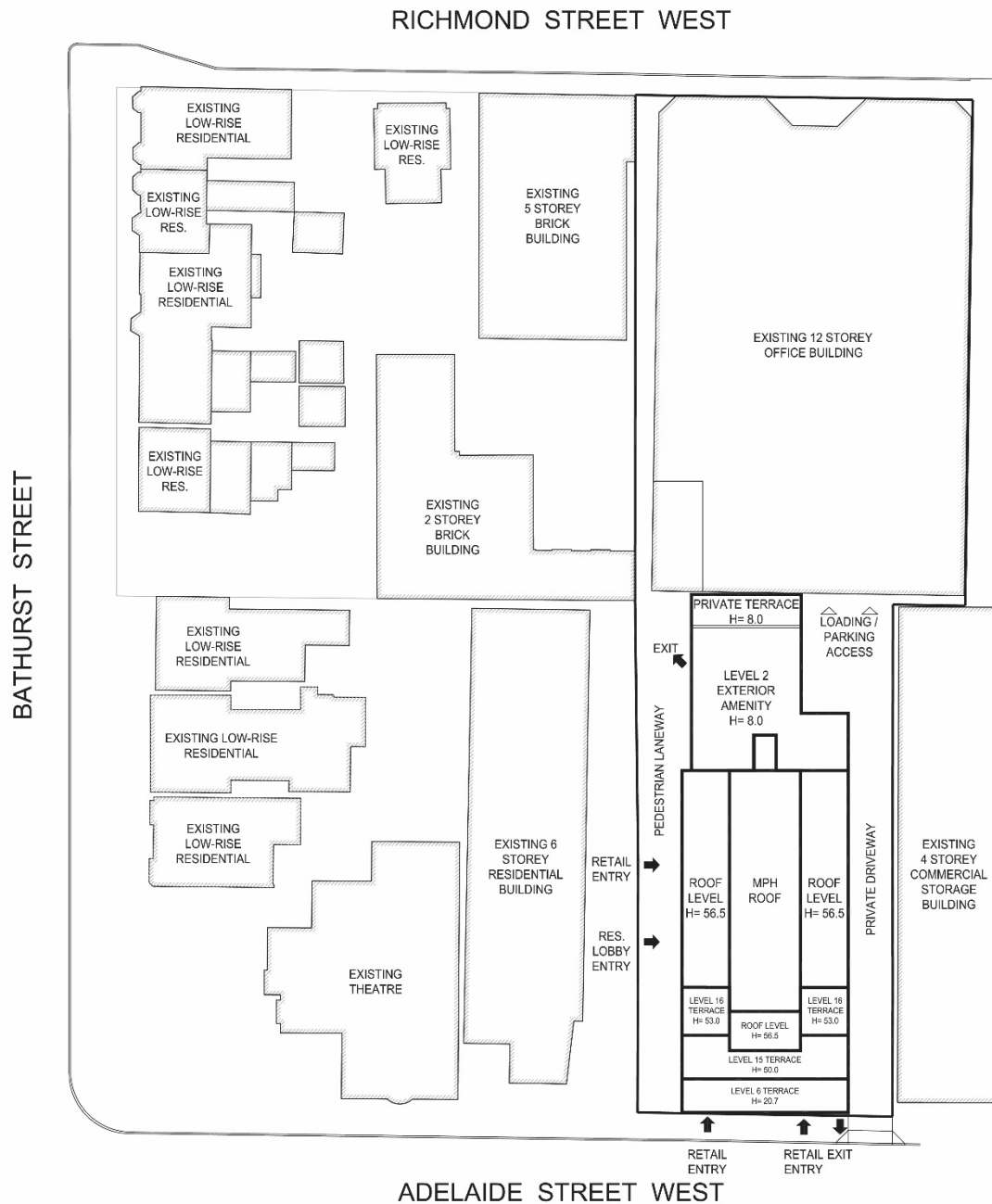
Attachment 3: 3D Model of Proposal in Context - Northwest View



Attachment 4: 3D Model of Proposal in Context (Phase 1 and 2)



Attachment 5: Site Plan



Site Plan



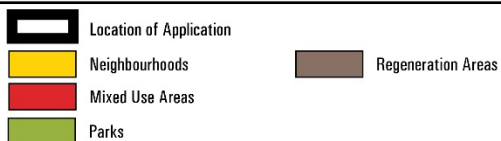
Attachment 6: Official Plan Map



555 RICHMOND STREET WEST AND 550 ADELAIDE STREET WEST

Official Plan Land Use Map #18

File # 21 172691 STE 10 02



Not to Scale
Extracted: 06/21/2021

Attachment 7: Application Data Sheet

Municipal Address: 555 RICHMOND ST W Date Received: June 18, 2021

Application Number: 21 172691 STE 10 OZ

Application Type: OPA / Rezoning, Rezoning

Project Description: Application to Amend the Zoning By-law to permit the redevelopment of the site at 555 Richmond Street West. The existing 12-storey office building will be retained and a new 16-storey residential rental building with retail uses on the ground floor fronting Adelaide Street West is proposed. This development proposal comprises Phase 2 of a larger development which also includes the sites at 141 and 149-161 Bathurst Street and 579-591 Richmond Street West (Phase 1).

Applicant	Agent	Architect	Owner
Allied Properties Management Ltd. Partnership	Bousfields Inc.	BDP. Quadrangle	Richmond Street West (555) Inc.

EXISTING PLANNING CONTROLS

Official Plan Designation:	Regeneration Areas	Site Specific Provision:
Zoning:	CRE (x76)	Heritage Designation:
Height Limit (m):	23	Site Plan Control Area: Y

PROJECT INFORMATION

Site Area (sq m): 4,636 Frontage (m): 32 Depth (m): 125

Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):	2,359	2,359	690	3,049
Residential GFA (sq m):			11,461	11,461
Non-Residential GFA (sq m):	27,673	27,673	180	27,853
Total GFA (sq m):	27,673	27,673	11,641	39,314
Height - Storeys:	12		16	16
Height - Metres:			56	56

Lot Coverage Ratio (%): 65.77 Floor Space Index: 8.48

Floor Area Breakdown	Above Grade (sq m)	Below Grade (sq m)
Residential GFA:	11,461	
Retail GFA:	180	
Office GFA:	27,673	
Industrial GFA:		
Institutional/Other GFA:		

Residential Units by Tenure	Existing	Retained	Proposed	Total
Rental:			139	139
Freehold:				
Condominium:				
Other:				
Total Units:			139	139

Total Residential Units by Size

	Rooms	Bachelor	1 Bedroom	2 Bedroom	3+ Bedroom
Retained:					
Proposed:			80	40	19
Total Units:			80	40	19

Parking and Loading

Parking Spaces:	158	Bicycle Parking Spaces:	145	Loading Docks:	5
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