

822-838 Richmond Street West Official Plan and Zoning By-law Amendment Applications – Decision Report – Approval

Date: October 30, 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: 22 175863 STE 10 OZ

SUMMARY

This report reviews and recommends approval of the application to amend the Official Plan and Zoning By-law to permit an 8-storey (26.53 metres, including the mechanical penthouse) residential building with 26 rental dwelling units.

The proposed development would result in a built form that fits within the existing and planned context and would provide an expanded and improved public realm.

This report recommends a holding provision ("H") be included in the proposed Zoning By-law, to remain in place until such time as the owner has delivered updated servicing reports, to the satisfaction of the Chief Engineer and Executive Director, Engineering and Construction Services.

RECOMMENDATIONS

The Director, Community Planning, Toronto and East York District recommends that:

1. City Council amend the Official Plan for the lands at 822-838 Richmond Street West, substantially in accordance with the draft Official Plan Amendment included as Attachment No. 5 to this report.
2. City Council amend Zoning By-law 569-2013 for the lands at 822-838 Richmond Street West, substantially in accordance with the draft Zoning By-law Amendment included as Attachment No. 6 to this report.
3. City Council authorize the City Solicitor to make such stylistic and technical changes to the draft Zoning By-law Amendment as may be required.

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

Pre-application meetings were held on March 11, and May 3, 2022. The current application was submitted and deemed complete on July 20, 2022.

On June 26, 2018, an Official Plan Amendment was adopted by City Council to allow a two-storey vertical addition to the existing three-storey building located at 822 Richmond Street West. This addition was not constructed. The City Council Decision is available here: <https://secure.toronto.ca/council/agenda-item.do?item=2018.TE33.7>

On February 7, 2023, City Council included 822 Richmond Street West on the Heritage Register. The City Council Decision is available here: <https://secure.toronto.ca/council/agenda-item.do?item=2023.PH1.4>

On October 11, 2023, City Council stated its intention to designate the property at 822 Richmond Street West under Part IV, Section 29 of the Ontario Heritage Act. The City Council Decision is available here: <https://secure.toronto.ca/council/agenda-item.do?item=2023.PH6.9>

THE SITE

Description: The site is located at the northwest corner of Walnut Avenue and Richmond Street West. It is generally rectangular in shape with an area of approximately 1,350 square metres, and frontages of 24 metres on Richmond Street West and 31 metres on Walnut Avenue.

Existing Use: The site contains a three-storey heritage-listed office building, a one-storey commercial building and a surface parking lot. The one-storey commercial building and surface parking lot are the site of this development proposal.

THE REVISED APPLICATION

Description: 8-storey residential building (26.53 metres tall including the mechanical penthouse) containing 26 residential units.

Density: 3.96 times the area of the lot.

Dwelling Units: The proposed 26 rental dwelling units include 8 studio (31%), 3 one-bedroom (11%), 12 two-bedroom (46%) and 3 three-bedroom units (12%).

Bicycle Parking: A total of 27 bicycle parking spaces are proposed for the entire site, comprised of 24 long-term and 3 short-term spaces, located on the ground floor level, with access from Richmond Street West and the public laneway to the north.

Vehicular Parking: A total of 16 parking spaces are proposed for the development site in a parking stacker, with access from the public laneway north of the site, off of Walnut Avenue.

Laneway Widening: The proposal includes a 1.17 metre conveyance to widen the public laneway to the north of the site.

Heritage: The proposed development includes the retention of the existing three-storey heritage listed office building at the eastern portion of the site, known as 822 Richmond Street West. Development of properties on the Heritage Register is required to conserve and maintain the cultural heritage values, attributes and character of the heritage resource. No alternations are proposed to this heritage listed building. On October 11, 2023, City Council stated its intention to designate the property at 822 Richmond Street West under Part IV, Section 29 of the Ontario Heritage Act.

Revisions: The revised proposal incorporates a number of revisions to the original application (submitted in July 2022), including the following:

- Reduction of the streetwall height along Richmond Street West from five to four storeys and introduction of a 2.5 metre front setback above the fourth storey.
- Increase to the rear (north) setback from 0 metres to 1.26 metres for the ground and second floors and from 0.45 metres to 2.53 metres starting from the third floor.
- Increase the number of bicycle parking spaces from 23 to 27.
- Public realm improvements along Richmond Street West fronting the proposed building by installing planters, street furniture, and widening the pedestrian clearway.

Reasons for Applications

The Official Plan Amendment application proposes a Site and Area Specific Policy in the Garrison Common North Secondary Plan to permit the proposed height in the Neighbourhoods designation. The Zoning By-law Amendment application proposes to amend Zoning By-law 569-2013 to introduce performance standards including: building height, building setbacks and parking ratios.

Additional Information

See Attachments 1, 7, 8, 9, 10, 11 and 12 of this report for the Application Data Sheet, site plan, and three dimensional representations of the proposal, respectively. 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/822RichmondStW

Site Plan Control

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

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

Garrison Common North Secondary Plan: Area 2. A mix of employment and residential uses are permitted. See Attachment 4 of this report for the Garrison Common North Secondary Plan map.

Zoning: Residential (R) for the western portion of the site under Zoning By-law 569-2013. Industrial (I) for the eastern portion of the site under Zoning By-law 438-86. The maximum permitted height for both zones is 18.0 metres. See Attachment 5 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:

- Mid-Rise Design Guidelines;
- Growing Up Guidelines - Planning for Children in New Vertical Communities;
- Pet Friendly Design Guidelines and Best Practices for New Multi-Unit Buildings;
- 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 Toronto Green Standard (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. The TGS can be found here: <https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/toronto-green-standard/>

COMMUNITY CONSULTATION

A virtual community consultation meeting was hosted by City staff on February 1, 2023. Approximately 30 members of the public participated, as well as a representative from the Ward Councillor's office. Following presentations by City staff and the applicant, the following concerns were raised:

- Height and massing of the proposed building compared to the adjacent buildings to the west and north.
- Redesignation of the site from Neighbourhoods to Mixed Use Areas.
- Impact on privacy and light to adjacent buildings.
- Increase in vehicular traffic on Richmond Street West and the public laneway to the north.
- Management of the waste collection bins on Richmond Street West on collection day.
- Servicing capacity for the area with the additional units in the proposed building.

City Planning staff also attended virtual meetings with the Trinity Niagara Residents Association prior to the submission of a revised proposal on August 15, 2023.

The issues raised through community consultation have been considered through the review of the application.

Statutory Public Meeting Comments

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

COMMENTS

Provincial Framework

City staff review of this application has had regard for the relevant matters of provincial interest set out in the Planning Act. The current proposal was reviewed for consistency with the Provincial Policy Statement and conformity with the Growth Plan. Staff find the proposal to be consistent with the PPS and conforms with the Growth Plan.

Land Use

The application proposes a residential building, with the existing office uses retained at 822 Richmond Street West. The original proposal contemplated redesignating the site from Neighbourhoods to Mixed Use Areas. Concerns were raised from the public about the redesignation of the site as the proposed building is to contain only residential units and the current typology along this portion of Richmond Street West is mainly lower scale residential with small-scale retail, service and office uses. Staff recommend that the Neighbourhoods designation remain, with an appropriate Site and Area Specific Policy to allow for the proposed 8 storeys on the development lands.

Small-scale retail, service and office uses are permitted on properties in Neighbourhoods that legally contained such uses prior to the approval date of the Official Plan. The existing office use at 822 Richmond Street is proposed to be retained and conforms to the intent of the Official Plan.

In the Neighbourhoods designation, the Official Plan directs that growth and change generally respect and reinforce the physical pattern. The surrounding neighbourhood is varied, including a single-detached dwelling, 4-storey townhouses and a 13-storey apartment building. Considering the broad range of the built form and surrounding uses, along with conservation of the existing warehouse-style industrial building, the proposed 8 storey built form is acceptable for the character of the Neighbourhood.

For new development within Garrison Common North Secondary Plan area, a major objective includes providing for a range of housing types in terms of size, type, affordability and tenure to encourage households of all sizes to locate within this area. The proposal meets the objective with 26 rental dwelling units, and the unit mix meets the Growing Up Guidelines.

Public Realm

The proposed building will be located on the Richmond Street West property line, resulting in a minimum distance of 5.9 metres from building face to curb. The proposed setback is compatible with the building line of the adjacent properties to the east and west. The proposal also provides a 0.73 metre extension to the existing sidewalk along Richmond Street West, as a resulting providing a minimum pedestrian clearway width of 2.1 metres along the building frontage. The one existing street tree on the public right-of-way is proposed to be preserved, with additional street trees to be planted and additional streetscape improvements proposed, all of which will be reviewed through the Site Plan Control process. City Staff are satisfied that the proposal conforms with the applicable public realm policies of the Official Plan.

Built Form

The proposed building height of 26.53 metres inclusive of the mechanical penthouse is acceptable for the existing and planned context, including the 4-storey residential building to the immediate west, the 6-storey residential building to the north and the 13-

storey apartment building to the east. The taller (8-storey) element towards the rear of the development site aligns with the taller elements along Richmond Street West and Queen Street West.

The original application proposed a 5-storey (16.6 metre) streetwall height. The revised the streetwall height to 4-storeys (13.8 metre) better aligns with the datum line established along this segment of Richmond Street West. A 2.5 metre front setback is proposed above the 4th storey from the south property line, to reinforce the streetwall while allowing for additional height on the site.

A setback of 5.2 metres is proposed from the west side lot line to the exterior wall of the proposed building (and 5.5 metres to the windows), which provides an appropriate separation distance to the west. A 5 metre setback is proposed from the east exterior wall to the existing office building. A rear setback of 2.5 metres is provided above the second storey, resulting in an overall setback of 5.5 metres to the centreline of the public laneway to the north of the site. The proposed building is generally in keeping with the Mid-Rise Design Guidelines.

Shadow Impacts

The applicant submitted a shadow study which shows the extent of the shadow from the proposed building on the spring and fall equinoxes (March 21 and September 21) and the summer and winter solstices (June 21 and December 21). The proposal does not shadow any sun protected parks and adequately limits shadow impacts on surrounding Neighbourhoods and public streets.

Wind Impacts

A Pedestrian Level Wind Study was submitted in support of the application. The study indicates there are no adverse impacts from the proposed building and that all public realm and amenity areas will be suitable for their intended uses throughout the year.

Parkland

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 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.

Mobility

The long- and short-term bicycle parking spaces will be located on the ground floor of the proposed building, accessed from either the main pedestrian entrance from Richmond Street West or the secondary pedestrian entrance from the public laneway.

Vehicular access for parking will be accessed from the public laneway abutting the north edge of the site, which connects to Walnut Avenue. A total of 16 resident vehicular parking spaces will be provided within a parking stacker system. No visitor parking is

proposed. Transportation Services staff are satisfied with the Transportation Impact Study that was submitted to assess the traffic impact, access and parking arrangements for this development.

There are no loading spaces proposed, as the number of dwelling units does not meet the minimum threshold of 30 dwelling units. The applicant proposes a residential garbage room on the ground floor, where a trained on-site staff member will be responsible for moving and returning bins on collection day for curbside pick-up (on Richmond Street West). The loading configuration is acceptable to Transportation Services. Concerns were raised during the community consultation and meeting with the resident's group about the absence of a loading space for the proposed building. The applicant will work with transportation staff to explore additional measures to mitigate any impacts from curbside pickup during the Site Plan Control process.

Laneway Widening

Transportation Services staff are satisfied with the conveyance of 1.17 metres to widen the laneway to the north which contributes towards an overall public laneway width of 6 metres which will be delivered incrementally through new developments.

Servicing and Holding Provision

Engineering and Construction Services staff have reviewed the submitted materials and have identified several outstanding items for review. This report recommends the adoption of a Zoning By-law Amendment that is subject to a holding provision under Section 36 of the Planning Act, restricting the proposed use of the lands until the conditions set out in the By-law are satisfied. Section 5.1.2 of the Official Plan outlines the conditions to be met prior to the removal of a holding provision. These conditions include:

- a. The Owner has submitted revised Functional Servicing & Stormwater Management Reports to the Chief Engineer and Executive Director, Engineering & Construction Services, for review and acceptance, to demonstrate that the storm sewer system and any required improvements to it, has adequate capacity to accommodate the development of the lands; and
- b. Where improvements to the storm sewer system are recommended in the Functional Servicing & Stormwater Management Report as accepted by the Chief Engineer and Executive Director, Engineering & Construction Services, the Owner has entered into a financially secured agreement with the City to secure the construction of the required improvements.

To address the impact of legislative changes to the Planning Act under Bill 109, the More Homes for Everyone Act, 2022, on July 19, 2023, City Council amended City of Toronto Municipal Code, Chapter 415, and the Official Plan to delegate the removal of a Holding (H) symbol to the Chief Planner and their designate. Once the conditions noted

above are met, no further report to City Council will be required to remove the holding symbol.

Housing Issues

The Official Plan directs that a full range of housing in terms of form, tenure and affordability be provided to meet the current and future needs of residents. This proposal is for a rental development with a unit mix that meets the City's Growing Up Guidelines.

Affordable Housing is a significant priority for the City and City Planning staff advocate for the inclusion of affordable housing units on any project where possible. The applicant will be subject to a Community Benefit Charge (CBC) requirement at the time of Building Permit issuance. The CBC can be satisfied by a cash payment or an in-kind contribution, provided both the applicant and City agree to the proposal.

The CBC contribution from this proposal is recommended to be a cash payment to be directed towards growth-related capital facilities and matters consistent with the CBC Strategy adopted by City Council on August 15, 2022.

Heritage Impact

The existing three-storey office building was listed on the City's Heritage Register on February 7, 2023. Notice of intention to designate the property under Part IV, Section 29 of the Ontario Heritage Act was considered by the Planning and Housing Committee on September 28, 2023 and City Council adopted this item on October 11, 2023. In the proposal, the three-storey office building is retained in its entirety. An alteration application for the heritage building is not required.

Toronto Green Standard

City 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. Performance measures for the Tier 1 development features will be secured through the Site Plan Agreement.

Conclusion

Staff are of the opinion that the proposal is consistent with the PPS (2020) and does not conflict with the Growth Plan (2020). The proposal supports the overall policies of the

Official Plan and Garrison Common North Secondary Plan with an appropriate built form and improved public realm. Staff recommend that Council support approval of the application.

CONTACT

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SIGNATURE



Carly Bowman, M.Sc.Pl., MCIP, RPP
Director, Community Planning
Toronto and East York District

ATTACHMENTS

- Attachment 1: Application Data Sheet
- Attachment 2: Location Map
- Attachment 3: Official Plan Land Use Map
- Attachment 4: Existing Zoning By-law Map
- Attachment 5: Draft Official Plan Amendment
- Attachment 6: Draft Zoning By-law Amendment
- Attachment 7: Site Plan/Draft Plan of Subdivision
- Attachment 8: South Elevation
- Attachment 9: North Elevation
- Attachment 10: 3D Perspective Looking Northeast
- Attachment 11: 3D Perspective Looking South

Attachment 1: Application Data Sheet

Municipal Address: 822 RICHMOND ST W Date Received: July 13, 2022

Application Number: 22 175863 STE 10 OZ

Application Type: OPA & Rezoning

Project Description: The proposal seeks to replace the 1-storey commercial building and surface parking with an 8-storey residential building containing 26 rental residential units.

Applicant	Agent	Architect	Owner
HULLMARK DEVELOPMENTS LTD		ATELIER BARDA	HM PF (822-838 RICHMOND) LTD

EXISTING PLANNING CONTROLS

Official Plan Designation:	Neighbourhoods	Site Specific Provision:	Area 2, Garrison Common North Secondary Plan
Zoning:	R (d1.0)(x77); I1 D3	Heritage Designation:	Y
Height Limit (m):	18	Site Plan Control Area:	Y

PROJECT INFORMATION

Site Area (sq m): 1350 Frontage (m): 24 Depth (m): 31

Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):	300		419	419
Residential GFA (sq m):			2,965	2,965
Non-Residential GFA (sq m):	522			
Total GFA (sq m):	522		2,965	2,965
Height - Storeys:	1		8	8
Height - Metres:	5		25	25

Lot Coverage Ratio (%)	55.98	Floor Space Index:	3.96
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Floor Area Breakdown	Above Grade (sq m)	Below Grade (sq m)
Residential GFA:	2,965	
Retail GFA:		
Office GFA:		
Industrial GFA:		
Institutional/Other GFA:		

Residential Units by Tenure	Existing	Retained	Proposed	Total
Rental:			26	26
Freehold:				
Condominium:				
Other:				
Total Units:			26	26

Total Residential Units by Size

	Rooms	Bachelor	1 Bedroom	2 Bedroom	3+ Bedroom
Retained:					
Proposed:	8	3	12	3	
Total Units:	8	3	12	3	

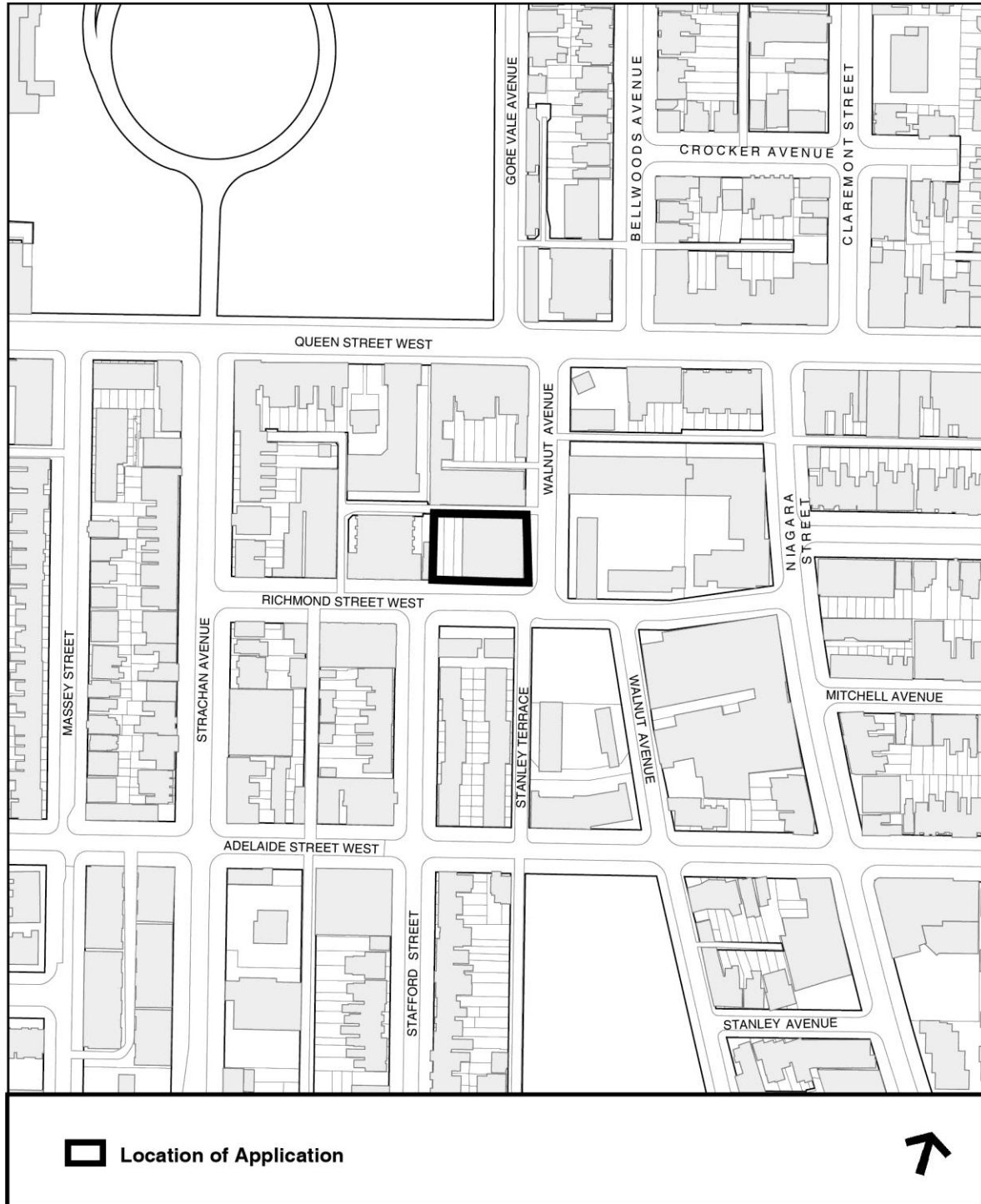
Parking and Loading

Parking Spaces:	16	Bicycle Parking Spaces:	27	Loading Docks:	
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Attachment 2: Location Map



Attachment 3: Official Plan Land Use Map




Official Plan Land Use Map 18

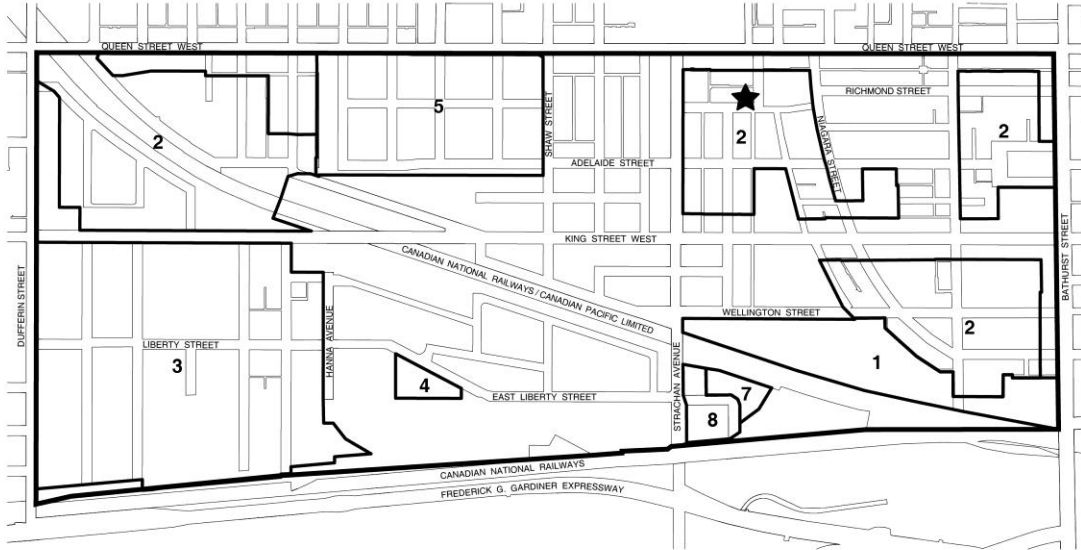
822-838 Richmond Street West

File # 22 175863 STE 10 02

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


 Not to Scale
 Extracted: 07/20/2022

Attachment 4: Garrison Common North Secondary Plan



Garrison Common North Secondary Plan

822-838 Richmond Street West

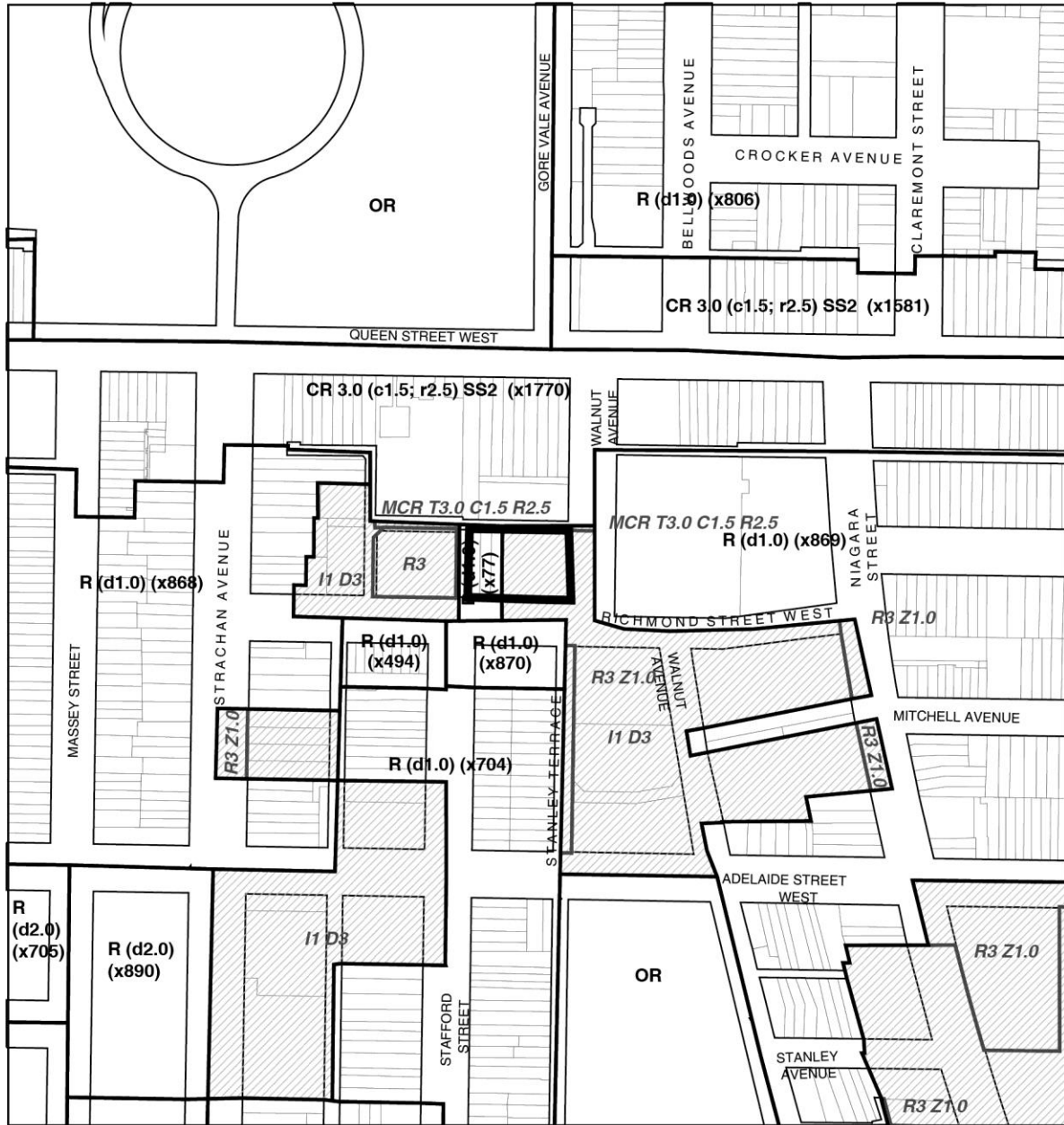
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MAP 14-1 Site and Area Specific Policies

-  Secondary Plan Boundary
-  Site and Area Specific Policies
-  Subject Site


Not to Scale
10/30/2023

Attachment 5: Existing Zoning By-law Map



Zoning By-law 569-2013

822-838 Richmond Street West

File # 22 175863 STE 10 0Z

 Location of Application	 See Former City of Toronto By-law No. 438-86
R Residential	R3 Residential District
CR Commercial Residential	MCR Mixed-Use District
OR Open Space Recreation	I1 Industrial District

↑
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Extracted: 07/20/2022

Attachment 6: Draft Official Plan Amendment\

City of Toronto
By-law ____-2023

To adopt Amendment No. 700 to the Official Plan for the City of Toronto with respect to the lands municipally known in the year 2021 as 822, 828, 834, 836 and 838 Richmond Street West.

Whereas authority is given to Council under the Planning Act, R.S.O. 1990, c.P. 13, as amended, to pass this By-law; and

Whereas Council of the City of Toronto has provided adequate information to the public and has held at least one public meeting in accordance with the Planning Act;
The Council of Toronto hereby enacts:

1. The attached Amendment 700 to the City of Toronto Official Plan is hereby adopted pursuant to the Planning Act, as amended.

Enacted and passed on [Date]

AMENDMENT NO. 700 TO THE OFFICIAL PLAN

LANDS MUNICIPALLY KNOWN IN THE YEAR 2021 AS 822, 828, 834, 836 AND 838 RICHMOND STREET WEST

The Official Plan of the City of Toronto is amended as follows:

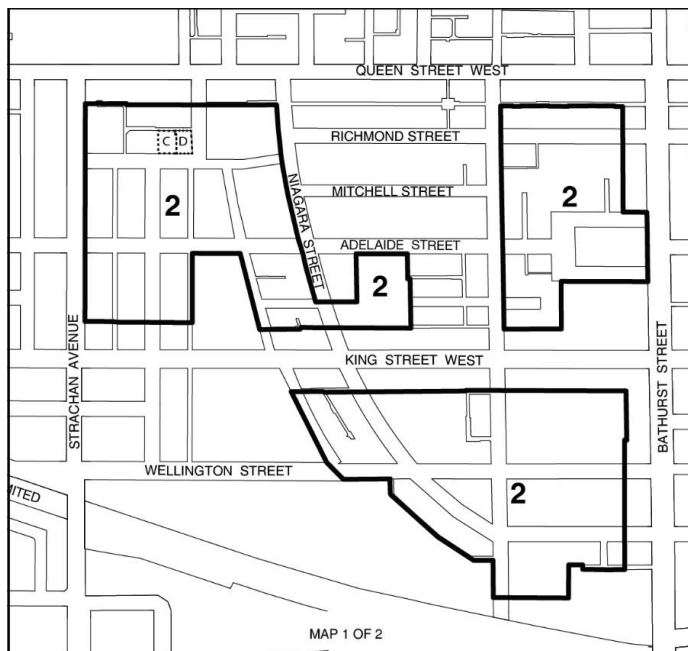
1. Chapter 6, Section 14, Garrison Common North Secondary Plan, is amended by adding the following policies to Section 10, Site and Area Specific Policies Area 2:

a) On lands municipally known as 828, 834, 836, and 838 Richmond Street West, shown as “C” on Area 2 Map 1 of 2 below, an apartment building is permitted with a maximum height of 8 storeys and a density of 4 times the area of the lot.”

b) On lands municipally known as 822 Richmond Street West, shown as “D” on Area 2 Map 1 of 2 below, the existing building on the property should be retained and conserved on-site as it contributes to the heritage character of the surrounding area and non-residential use is permitted.

2) Chapter 6, Section 14, Garrison Common North Secondary Plan, Section 10, Site and Area Specific Policies, Area 2, Map 1 of 2, is amended to identify “Area C” and “Area D”, as shown in Schedule 1 below:

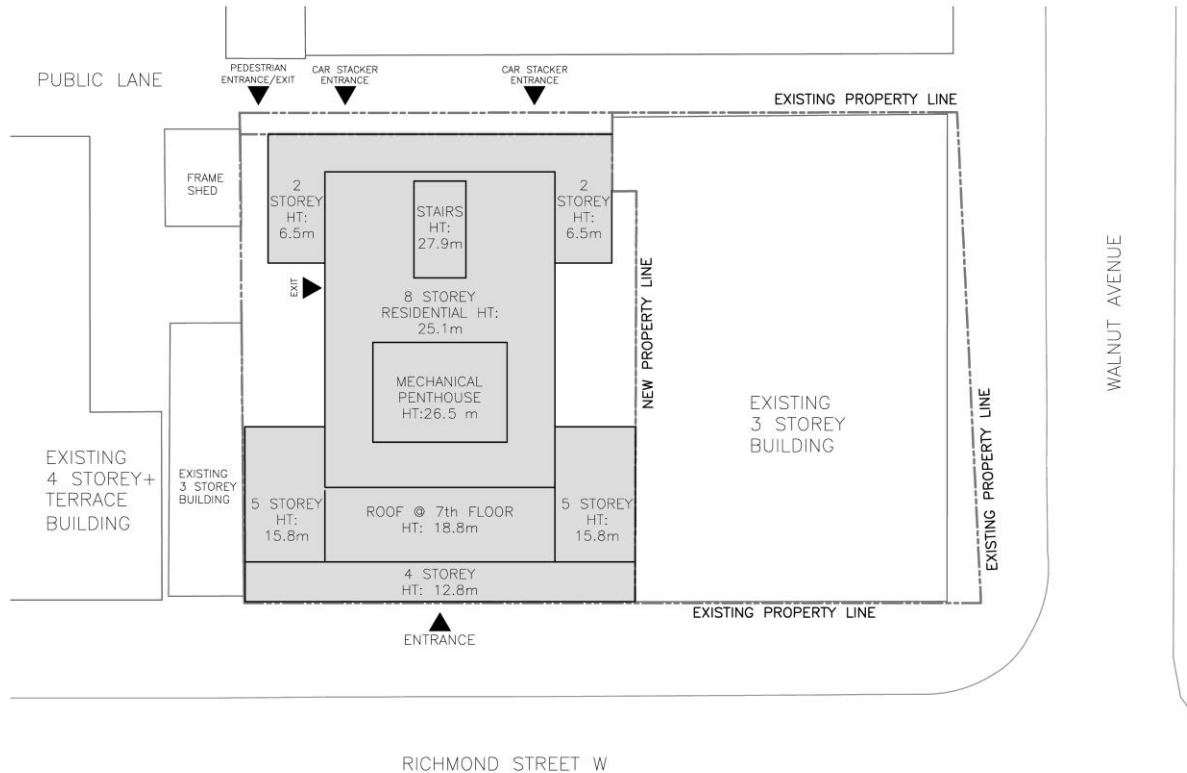
Schedule 1



Attachment 7: Draft Zoning By-law Amendment

The Draft Zoning By-law Amendment will be made available prior to Toronto and East York Community Council.

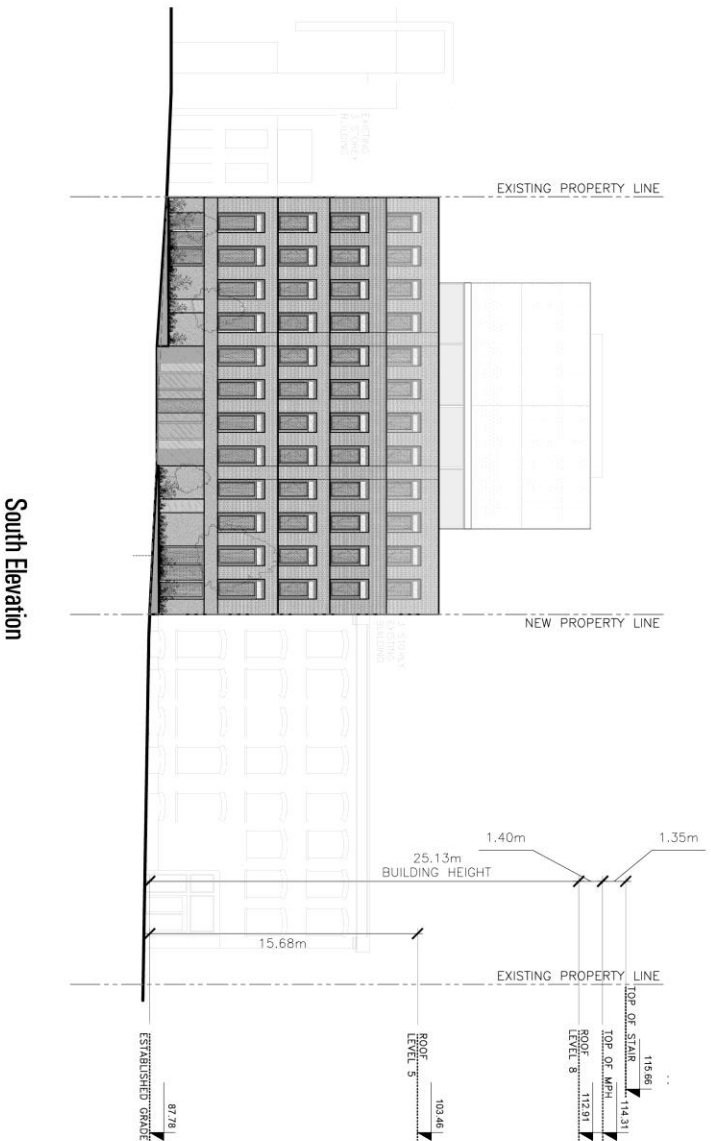
Attachment 8: Site Plan



Site Plan



Attachment 9: South Elevation

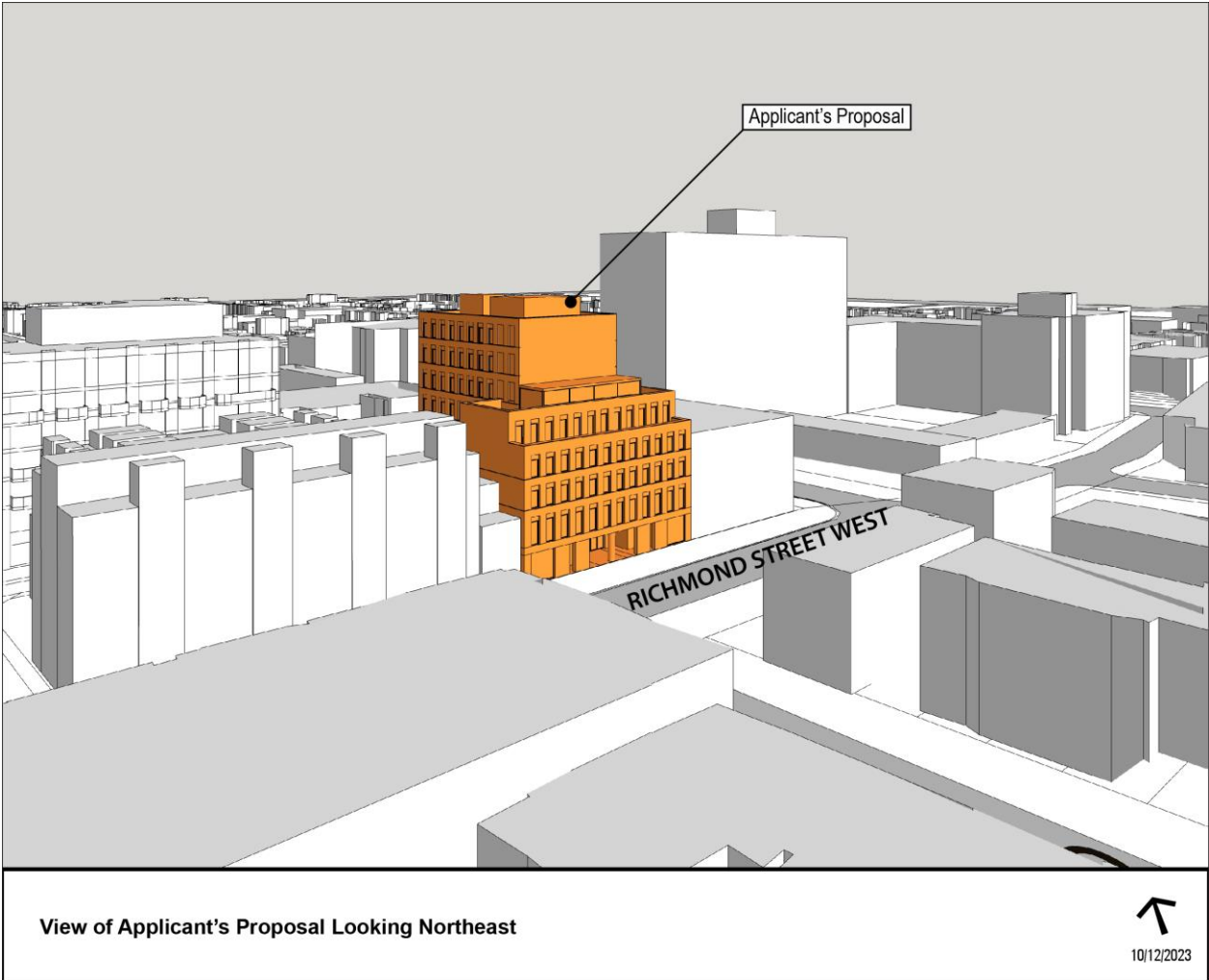


Attachment 10: North Elevation



North Elevation

Attachment 11: 3D Perspective Looking Northeast



Attachment 12: 3D Perspective Looking South

