

**457-457 Richmond Street West - Zoning Amendment  
Application - Preliminary Report**

<b>Date:</b>	March 10, 2017
<b>To:</b>	Toronto and East York Community Council
<b>From:</b>	Director, Community Planning, Toronto and East York District
<b>Wards:</b>	Ward 20 – Trinity-Spadina
<b>Reference Number:</b>	16 268947 STE 20 OZ

**SUMMARY**

This application proposes to redevelop the site at 451-457 Richmond Street West with a 19-storey mixed-use building containing retail uses at grade and 139 residential units above.

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

A community consultation meeting was held on February 28, 2017. The final report is targeted for the fourth quarter of 2017, subject to any required information being provided by the applicant in a timely manner.

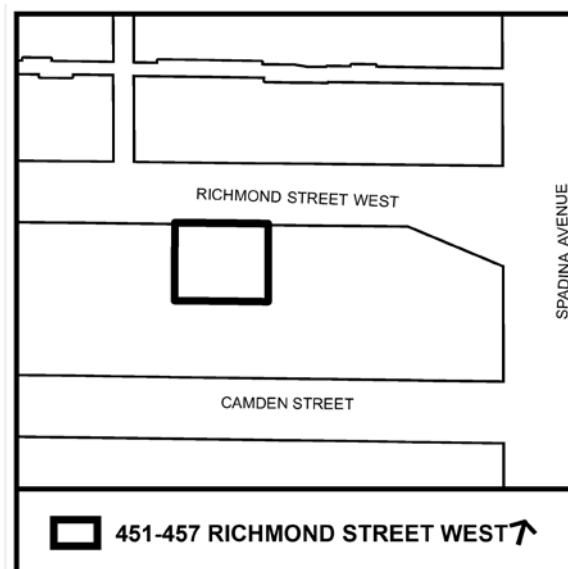
**RECOMMENDATIONS**

**The City Planning Division recommends that:**

1. Notice for the public meeting under the Planning Act 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 on September 21, 2016 with the applicant to discuss complete application submission requirements.

## ISSUE BACKGROUND

### Proposal

The application proposes to demolish the building located at 457 Richmond Street West and redevelop the site with a 19-storey building having a height of 57 metres, including a wrapped mechanical penthouse. The building will contain retail uses at grade, 139 residential units located on floors 2-19 and two-levels of below grade parking containing 26 parking spaces. A total of 139 bicycle parking spaces will also be located within the parking garage. Indoor amenity space will be located at the rear of the building, on the ground floor and a small, outdoor amenity area is proposed adjacent to this. A total of 23 square meters of indoor amenity space and 278 square metres of outdoor amenity space is proposed.

The proposed residential unit breakdown is as follows:

Type of Residential Unit	Number of Units	Percentage of Total
Bachelor	40	29
One-Bedroom	55	40
Two-Bedroom	27	19
Three-Bedroom	17	12
Total	139	100

A slightly recessed parking and loading entrance will be accessed via Richmond Street West, at the eastern end of the site. The residential entrance, also slightly recessed from the front façade, will be located at the opposite, western end of the building and the retail entrance will be located in between.

The base-building portion of the proposal will be 12-storeys, or 36.75 metres in height. It will extend to the front and side property lines and will be setback 5.6 meters from the rear property line starting at the third storey. An additional setback of approximately 3.18 metres will be provided at the centre of the building at the rear to accommodate the ground level outdoor amenity space. Floors 13-19 will be stepped back an average of 3.4 metres from the front façade, 5.66 metres from the west side façade and the rear and east side walls will line-up with the base building below. The proposed sidewalk width is approximately 3.2 metres.

### Site and Surrounding Area

The site, located on the south side of Richmond Street West half way between Spadina Avenue on the east and Brant Street on the west, has a frontage of approximately 31.82 metres and a depth of approximately 26.6 metres for a total lot area of 845 square metres. The site currently contains a community parking lot and a 2.5-storey commercial building constructed in the early 1950s.

- North: Immediately north of the site across the street is a development proposal at 452-458 Richmond Street West for 'James', an 18-storey mixed-use building measuring 61.1 metres in height which is currently subject to a hearing before the Ontario Municipal Board. Just east of this, also on the north side of Richmond Street West is a small surface parking lot and the Morgan, a 16-storey mixed-use building which fronts onto Spadina Avenue. To the west of the proposed James development is a seven-storey commercial building, three, 2.5-storey row houses and a six-storey residential condominium development at 500 Richmond Street West.
- East: Adjacent to the site on the east side is Fabrik, a mixed-use development approved by the Ontario Municipal Board which contains three height elements and steps down in height from its tallest, 18-storey, element located closest to Spadina, to 14-storeys in the middle to 12-storeys for the portion closest to the subject site.
- West: Adjacent to the site on the west side is a small surface parking lot, a two-storey commercial building and a 12-storey former commercial building which has been converted to residential uses at the south-east corner of Richmond Street West and Brant Street.
- South: Immediately south of the subject site, fronting the north side of Camden Street, is a 12-storey mixed-use building at 32 Camden Street. To the east of this are a series of two and three-storey storey commercial buildings and an eight-storey building fronting Spadina Avenue. To the west of 32 Camden Street is a three-storey commercial building and a 10-storey residential building followed by an eight-storey residential building.

## **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, by the *Planning Act*, 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, as the case may be, 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

Toronto's Official Plan locates the subject site within the *Downtown*. In Chapter Two – Shaping City, the downtown is identified as an area offering opportunities for substantial employment and residential growth, but in a manner which is not anticipated to be uniform. Rather, it is expected that the physical setting of many areas will remain unchanged and that policies and 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.

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.

The site is designated as a *Regeneration Area* in the Official Plan, the boundaries of which correspond with the boundaries of the King-Spadina Secondary Plan area. The *Regeneration Area* designation permits a wide range of uses, including the proposed residential and commercial uses. Section 4.7.2 of the Official Plan provides development criteria in *Regeneration Areas*, which is to be guided by a Secondary Plan. The Secondary Plan will provide guidance through urban design guidelines related to each *Regeneration Area's* unique character, greening, community improvement and community services strategies, and a heritage strategy identifying important resources, conserving them and ensuring new buildings are compatible with adjacent heritage resources, and environmental and transportation strategies.

## King-Spadina Secondary Plan

The King-Spadina Secondary Plan provides a framework for reinvestment and development. The fundamental intent of the Plan is to encourage reinvestment for a wide range of uses in the context of a consistent built form that relates to the historic building stock as well as the pattern of streets, lanes and parks.

In particular, the policies in Section 3.6, General Built Form Principles, specify that:

- New buildings will locate along the front property line in such a way that they define and form edges along the streets, parks, public squares, and mid-block pedestrian routes;

- Lower levels of new buildings associated with the pedestrian realm will be sited and organized such that they enhance the public nature of streets, open spaces and pedestrian routes;
- Servicing and parking are encouraged to be accessed from lanes rather than streets;
- New development will be designed to minimize pedestrian/vehicular conflicts;
- New buildings will be sited and massed to provide adequate light, view, and privacy for neighbouring properties;
- New buildings will achieve a compatible relationship with the built form context through height, massing, scale, setbacks, stepbacks, roof line and profile, and architectural character and expression;
- New buildings will be designed to minimize wind and shadowing impacts on the street, parks or open spaces;
- Streetscape and open space improvements will be coordinated in new development; and,
- Heritage buildings will be retained, restored, conserved and rehabilitated.

### **King-Spadina Secondary Plan Review**

King Spadina is one of the highest growth areas in the downtown and it has a strongly influential heritage character. The Secondary Plan is currently under review and a final report on the Secondary Plan area is anticipated in 2017. An estimated 50,000 people will live in King Spadina and the area will accommodate space for an estimated 50,000 jobs. The review recognizes that the Secondary Plan area has evolved from an area of employment (non-residential uses) into an area with a range of uses including residential. The updated Secondary Plan will recognize 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 strong heritage and character of the area.

### **King-Spadina Heritage Conservation District**

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 King-Spadina. A team led by Taylor-Hazell Architects developed the study, and was subsequently retained to complete the Plan. The first phase of the study involved the identification of potential heritage conservation districts. In May 2014, the Toronto Preservation Board endorsed and HCD Study for King-Spadina, along with City staff recommendations to proceed with two HCD plans for King-Spadina, divided along Peter Street. Through the development of policies for the districts and the community consultation process, the project team has determined that a single HCD for the entire district is more appropriate due to its consistent architectural character and development history.

The project team released a draft version of the HCD plan for public comment in October 2016. A copy can be found here:  
[https://hcdtoronto.files.wordpress.com/2016/10/161025\\_ks-hcd-plan-draft1.pdf](https://hcdtoronto.files.wordpress.com/2016/10/161025_ks-hcd-plan-draft1.pdf)

The boundaries of the proposed HCD extend from Richmond Street West to the north, Simcoe Street to the east, sections of Wellington Street West, King Street West and Pearl Street to the south, and Bathurst Street to the west.

At its December 11, 12 and 13th, 2016 meeting, City Council passed By-law 1186-2016 to prohibit the demolition or removal of any buildings or structures on properties that have the potential to contribute to the cultural heritage value of King Spadina for a period of one year pending completion of the study.

Heritage Preservation Services staff will present the final version of the Plan and a recommendation for designation under Part V of the Ontario Heritage Act in the coming months. Further details on the King-Spadina HCD study are available at:  
[http://www.toronto.ca/heritagepreservation/heritage\\_districts.htm](http://www.toronto.ca/heritagepreservation/heritage_districts.htm)

The existing building at 457 Richmond Street has been identified as a 'contributing' building in the King Spadina HCD study.

## **TOcore: Planning Downtown**

TOcore: Planning Downtown is a three-year, inter-divisional study, led by City Planning. Building on Downtown's existing planning framework, TOcore's purpose is to ensure growth positively contributes to Toronto's Downtown as a great place to live, work, learn, play and invest by determining: a) how future growth will be accommodated and shaped, and b) what physical and social infrastructure will be needed, where it will go and how it will be secured.

The new Secondary Plan will update the Downtown planning framework to shape future growth and link growth to the provision of needed infrastructure investments to achieve the city-building vision and policies of Toronto's Official Plan. A series of infrastructure strategies for office, transportation, parks and public realm, community services and facilities, and energy are in development as part of this review, along with a water infrastructure assessment.

City Council adopted the TOcore Proposals Report on December 15, 2016. The Proposals Report provides a vision for Downtown to 2041, five guiding principles and 128 policy directions that will inform the development of the Downtown Secondary Plan. The accompanying staff report also provides updates on the Phase 2 public consultations, population growth projections for Downtown and the status of infrastructure strategies underway that will support the implementation of the new Downtown Secondary Plan. A draft Secondary Plan will be presented to City Council in Q3 2017.

On October 5-7, 2016, City Council adopted Official Plan Amendment (OPA) 352 – Downtown Tall Building Setback Area (currently under appeal). The purpose of OPA 352 is to establish the policy context for tall building setbacks and separation distances between tower portions of tall buildings Downtown. At the same meeting, City Council adopted area specific Zoning By-laws

1106-2016 and 1107-2016 (also under appeal) which provide the detailed performance standards for portions of buildings above 24 metre in height.

The TOcore website is [www.toronto.ca/tocore](http://www.toronto.ca/tocore).

### **OPA 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 1,000m<sup>2</sup> or more of office space, where residential development is proposed. While not in full force and effect, OPA 231 represents City Council's long-term land use planning policy for transit-rich areas.

The property existing building at 457 Richmond Street West contains approximately 1,056 m<sup>2</sup> of office space.

### **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 451-457 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 subject lands fronting Richmond Street West 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 34 metres resulting in a proposed building height of 57 metres (which includes a wrapped 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
- Architectural drawings
- Concept landscape plan
- 3-D Massing Model
- Heritage Impact Assessment
- Sun/Shadow Study
- Pedestrian Level Wind Study
- Arborist Report
- Stage 1 Archeological Resource Assessment
- Toronto Green Standard Checklist
- Functional Servicing Report
- Geohydrology Assessment
- Transportation Impact Study

A Notification of Complete Application was issued on January 11, 2017.

### **Issues to be Resolved**

Staff have identified a number of primary concerns with the proposed development including: building height ; setbacks and massing; heritage conservation; and, office replacement and will be working with the applicant to address these concerns and achieve a proposal which is more compatible with the its surrounding context and which meets the objectives of the King Spadina Secondary Plan.

#### ***Height***

The proposed height of the building, 19-storeys (57 metres), does not conform with the built form principles set out in the King Spadina Secondary Plan requiring new development to be compatible with and to complement its surrounding context. The context that should be maintained in the west precinct includes a midrise typology with a historical warehouse character.

The applicable plan area guidelines articulate that new development should maintain and reinforce the existing building heights of the area in conjunction with the relationships of buildings to one another along the street and the design of buildings at the street level.



The proposed building height matches the tallest element of the adjacent Fabrik building located immediately east of the subject site at 431-445 Richmond Street West. However, while the Fabrik building has a maximum height of 18 storeys (57 metres), this height is located closer to Spadina Avenue and then the building substantially steps down in height to 14 storeys (42.53 metres) and then to 12 storeys (35.53 metres) as it moves west into the west precinct.

Staff are also concerned with the proposed 12-storey street-wall height of 36.75 metres, with taller elements above. From a built form perspective, the policy framework seeks to establish a lower streetwall more in keeping with the existing lower-scaled buildings in the west precinct. A taller canyon-like 12-storey streetwall could set a negative precedent and this is not the desired built form for the west precinct.

### ***Stepbacks and Massing***

The proposed building is located right on the east side property line, with stepbacks of approximately 3.4 metres and 5.6 metres from the front façade and the west side lot line respectively, and a rear stepback of 5.6 metres starting at the third storey. Such stepback standards are generally applied to a midrise typology but are not appropriate for tall buildings. While a tall building is not supportable on this site, if a tall building was being contemplated, it should better respond to the Tall Building Design Guidelines and to Official Plan Amendment 352 requiring specific building setback and separation distance standards. Further review of this proposal will establish the appropriate relationships to the adjacent properties, including side yard and rear yard setbacks.

### ***Heritage Conservation***

The development does not propose to maintain the existing building on the site which has been identified as contributing in the King Spadina Heritage Conservation District Study. Findings in the applicant's Heritage Impact Assessment conclude that the site is not of cultural heritage value or significance. The City's Heritage Preservation Services staff are in the process of reviewing the proposed development and associated Heritage Impact Assessment.

### ***Office Replacement***

The subject site is located in a transit rich area and currently contains just over 1000 square metres of office space, and therefore requires compliance with the office replacement policies contained in Official Plan Amendment 231. In its current form, the development does not propose to replace any of the existing office uses.

In addition to the above, the following issues will also need to be addressed:

- Consistency with the Provincial Policy Statement and the Growth Plan for the Greater Golden Horseshoe.
- Consistency with the emerging policies of the King-Spadina Secondary Plan Review, the King-Spadina Heritage Conservation District Study and the TOcore initiatives.
- Impacts on the pedestrian realm (including appropriate streetscape treatments and sidewalk widths) that may result from the intensity and scale of the proposed development and the relationship of the building at grade.

- Evaluation of the wind and shadow impacts created by the proposal on the site and surrounding area.
- Parking, site servicing and truck movement issues raised by Engineering and Construction Services and Transportation Services staff.
- Suitability of the proposed location of indoor amenity space and the adequacy and suitability of the proposed amount and location of the outdoor amenity space.
- Compliance with the Tier 1 performance measures of the Toronto Green Standard.
- Appropriate Section 37 benefits should the proposal be recommended for approval.

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

## **CONTACT**

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## **SIGNATURE**

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

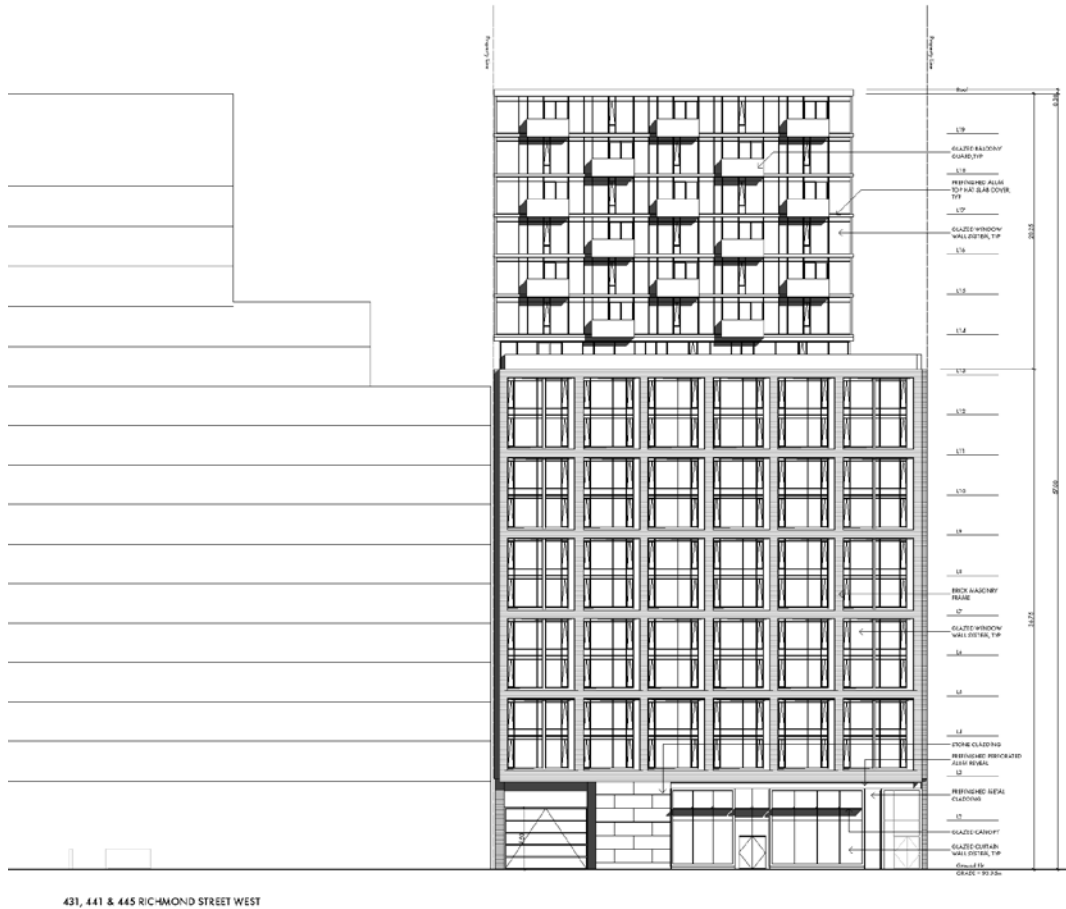
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## **ATTACHMENTS**

Attachment 1: Site Plan  
Attachment 2: North Elevations  
Attachment 3: East Elevations  
Attachment 4: South North Elevations  
Attachment 5: West Elevations  
Attachment 6: Zoning  
Attachment 7: Application Data Sheet



## Attachment 2: North Elevation



### North Elevation

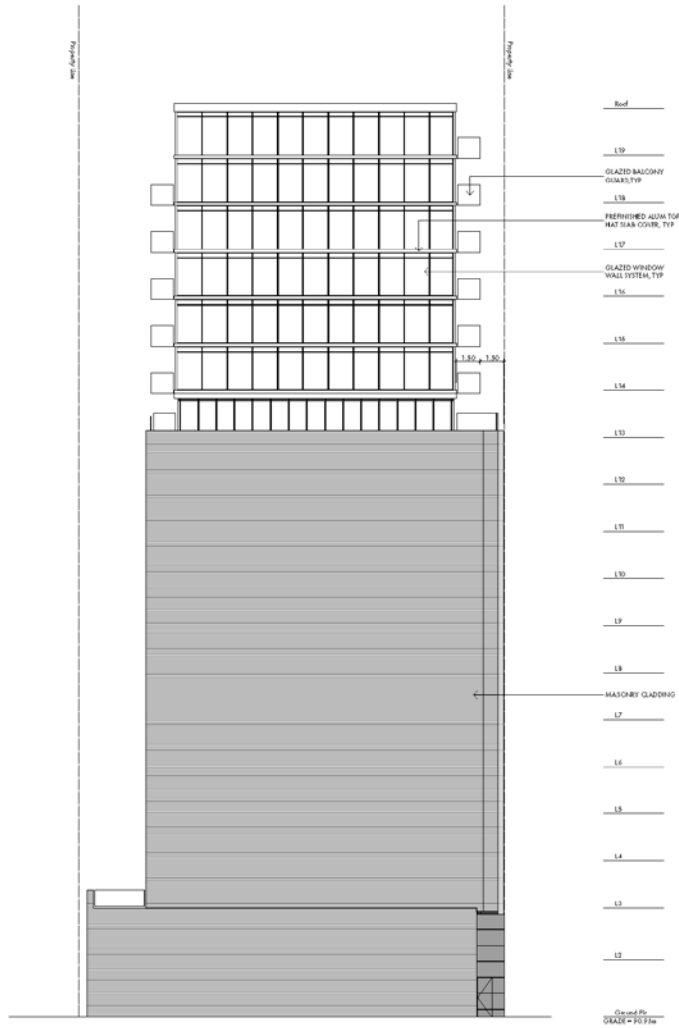
### 451-457 Richmond Street West

Applicant's Submitted Drawing

Not to Scale  
01/13/2017

File # 16 268947 STE 20 0Z

### Attachment 3: East Elevation



EAST Elevation  
SCALE: 1/150

## East Elevation

Applicant's Submitted Drawing

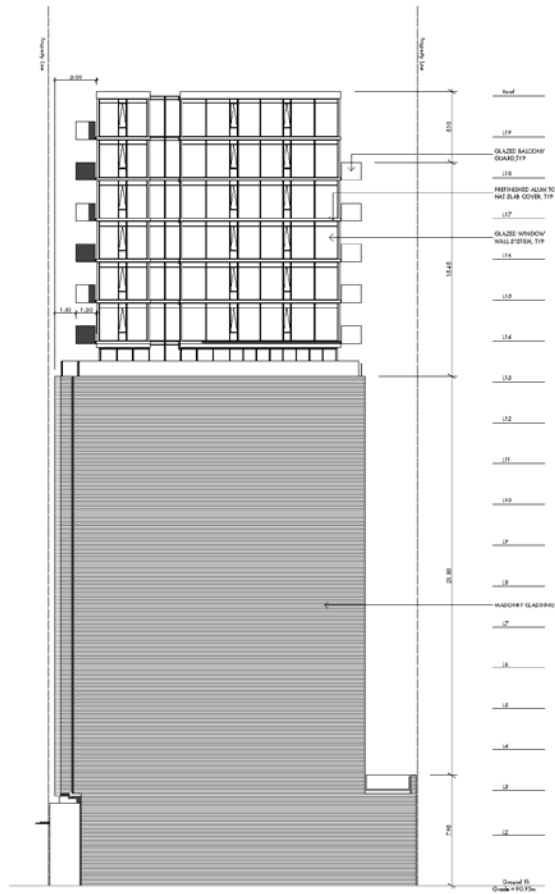
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## 451-457 Richmond Street West

File # 16 268947 STE 20 0Z



# Attachment 5: West Elevation



WEST Elevation  
SCALE: 1/160

## West Elevation

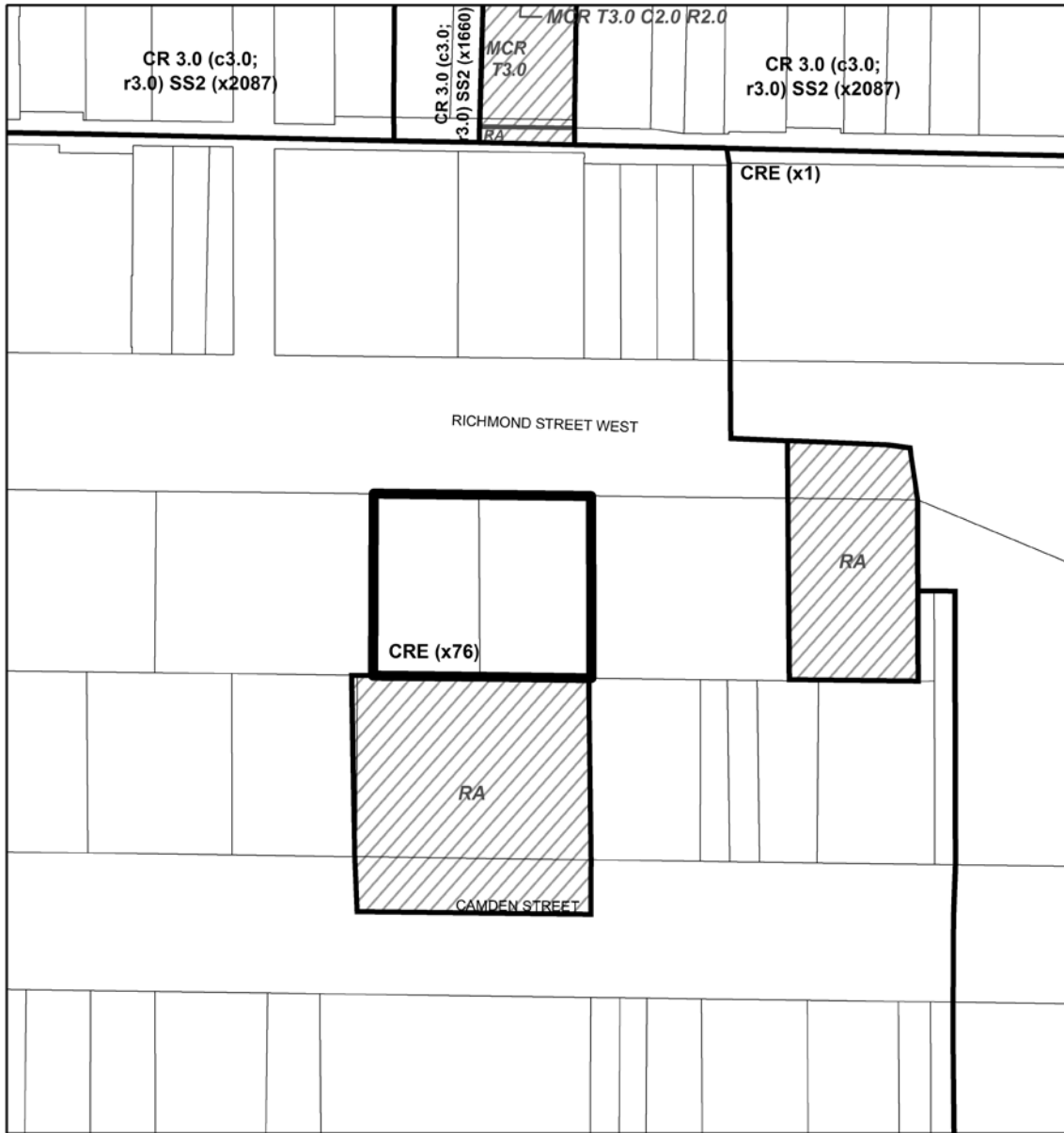
Applicant's Submitted Drawing

Not to Scale  
01/13/2017

## 451-457 Richmond Street West

File # 16 268947 STE 20 OZ

## Attachment 6: Zoning




**Zoning By-Law No. 569-2013**

**451-457 Richmond Street West**

File # 16 268947 STE 20 0Z

 Location of Application  
**CR** Commercial Residential

 See Former City of Toronto By-Law No. 438-86  
**MCR** Mixed-Use District  
**RA** Mixed-Use District  
**CRE** Commercial Residential Employment

  
 Not to Scale  
 Extracted: 01/13/2017



## Attachment 7: Application Data Sheet

Application Type	Rezoning	Application Number:	16 268947 STE 20 OZ
Details	Rezoning, Standard	Application Date:	December 20, 2016

Municipal Address: 457 RICHMOND ST W  
 Location Description: PLAN D 46 LOT 5 \*\*GRID S2012  
 Project Description: Zoning Amendment Application to allow a 19-storey mixed-use building with two levels of underground parking, retail at grade and approximately 139 residential units above.

<b>Applicant:</b>	<b>Agent:</b>	<b>Architect:</b>	<b>Owner:</b>
AIRD AND BERLIS	OPUS MANAGEMENT INC	ARCHITECTS ALLIANCE	457 RICHMOND ST WEST LTD

### PLANNING CONTROLS

Official Plan Designation:	Regeneration Areas	Site Specific Provision:
Zoning:	RA	Historical Status:
Height Limit (m):	23	Site Plan Control Area:

### PROJECT INFORMATION

Site Area (sq. m):	853	Height:	Storeys:	19
Frontage (m):	31.8		Metres:	57
Depth (m):	26.6			
Total Ground Floor Area (sq. m):	795			<b>Total</b>
Total Residential GFA (sq. m):	9733		Parking Spaces:	26
Total Non-Residential GFA (sq. m):	97		Loading Docks	1
Total GFA (sq. m):	9830			
Lot Coverage Ratio (%):	93			
Floor Space Index:	11.5			

### DWELLING UNITS

Tenure Type:	Condo
Rooms:	0
Bachelor:	40
1 Bedroom:	55
2 Bedroom:	27
3 + Bedroom:	17
Total Units:	139

### FLOOR AREA BREAKDOWN (upon project completion)

	Above Grade	Below Grade
Residential GFA (sq. m):	9733	0
Retail GFA (sq. m):	97	0
Office GFA (sq. m):	0	0
Industrial GFA (sq. m):	0	0
Institutional/Other GFA (sq. m):	0	0

<b>CONTACT:</b>	<b>PLANNER NAME:</b>	<b>Joanna Kimont, Planner</b>
	<b>TELEPHONE:</b>	<b>416-392-7216</b>