TORONTO

REPORT FOR ACTION

17, 25 and 75 Vickers Road – Zoning By-law Amendment Application – Final Report

Date: May 3, 2019

To: Etobicoke York Community Council

From: Director, Community Planning, Etobicoke York District

Ward: 3 - Etobicoke-Lakeshore (Previously Ward 5)

Planning Application Number: 18 124934 WET 05 OZ

SUMMARY

This application proposes to amend the former City of Etobicoke Zoning Code and repeal Site Specific By-law No. 1082-2014 (OMB) in order to replace and expand the existing Metro Inc. distribution centre at 25 Vickers Road with a new warehouse distribution centre at 17, 25 and 75 Vickers Road.

The development would contain a total gross floor area of approximately 50,172 m² for a refrigerated warehouse storage facility, distribution centre and administrative office uses. The application proposes vehicular access via Vickers Road and a total of 321 vehicle parking spaces (of which 9 parking spaces would be barrier free) located atgrade and within a 2-level underground parking garage. In addition, parking for 238 trailers is proposed around the periphery of the site.

Two phases of development are proposed to allow for continuous business operations. The three existing industrial buildings on the site would be progressively demolished through each phase of the construction process. The proposed new facility would accommodate approximately 600 employees once fully operational.

This application has been deemed Gold Star (enhanced service to focus development review and expedite high impact investment/job creation projects within the City). It should also be noted that this site is subject to an application under the *Planning Act* for Site Plan Control Approval (File Number 18 124927 WET 05 SA). An application in this regard was submitted on March 5, 2018. The submission materials have been circulated to all appropriate agencies and City Divisions and reviewed concurrently with this Zoning By-law Amendment application.

The proposed development is consistent with the Provincial Policy Statement (2014) and conforms with both the Growth Plan for the Greater Golden Horseshoe (2017) and the City of Toronto Official Plan.

This report reviews and recommends approval of the application to amend the former City of Etobicoke Zoning Code and repeal Site Specific By-law No. 1082-2014 (OMB).

Staff are of the opinion the proposed development is appropriate in this location.

RECOMMENDATIONS

The City Planning Division recommends that:

- 1. City Council amend the former City of Etobicoke Zoning Code for the lands at 17, 25 and 75 Vickers Road substantially in accordance with the Draft Zoning By-law Amendment attached as Attachment No. 7 to this report.
- 2. 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 recommendations in this report have no financial impact.

DECISION HISTORY

On March 10, 2005, the owner of the land municipally known as 5555 Dundas Street West (the Honeydale Mall site), submitted Official Plan and Zoning By-law Amendment applications for a mixed use redevelopment comprised of 2,400 residential units, along with retail, commercial and office uses.

On March 24, 2005, The Great Atlantic & Pacific Company of Canada (A&P Canada), which was subsequently acquired by Metro Inc., filed an Official Plan Amendment application for the lands municipally known as 5559 Dundas Street West and 25 Vickers Road (part of the subject lands) to permit the lands to be re-developed with offices at 25 Vickers Road and mixed use development with heights ranging from 3 to 22-storeys at a density of 2.3 times the area of the lot at 5559 Dundas Street West. Further, in December, 2006, the owner of the lands submitted a Zoning By-law Amendment application which proposed that 25 Vickers Road be zoned Class 1 Industrial to permit office development, although no development concept was submitted.

Both owners subsequently appealed these applications to the Ontario Municipal Board.

The Dundas-427 Planning Framework Study

Given the scale of the above applications, the City initiated a Planning Framework Study in 2007 to assess the future uses and built form of the lands on the north and south side of Dundas Street West between Highway 427 and Shorncliffe Road. The "Dundas-427 Planning Framework Study" was undertaken by a consultant team hired and managed by the City to determine the appropriate land uses, densities, building heights and built form for the redevelopment of the *Mixed Use Areas* and *Employment Areas* located north of the CPR Railway Line between Highway 427 and Shorncliffe

Road. The Planning Framework Study was completed in 2011 and concluded that multiple 1 to 6-storey and 6 to 8-storey buildings for employment uses would be the appropriate built form for 25 Vickers Road as identified on the Concept Demonstration Plan from the Planning Framework Study (see Attachment 1: Concept Demonstration Plan from The Dundas-427 Planning Framework Study).

There was extensive community consultation throughout the Study with input from the land owners including A&P (Metro Inc.). As a result of the study, the City adopted Official Plan Amendment 156 for the lands south of Dundas Street West (including all the subject lands) and Official Plan Amendment 157 for the lands north of Dundas Street West.

Official Plan Amendment 156 (SASP 367)

Official Plan Amendment 156 (By-law No. 990-2011) applies to the lands on the south side of Dundas Street West between Highway 427/Vickers Road and Shorncliffe Road (including both the Honeydale Mall and Metro Inc. properties). OPA 156 implements the recommendations from the Planning Framework Study and was intended to resolve the related Official Plan Amendment applications submitted by Honeydale Mall and Metro Inc.

OPA 156 established a mid-rise built form context for the redevelopment of the Dundas Street West frontage with the land use being primarily residential to the east of The East Mall and office/employment to the west of The East Mall (where the subject lands are located).

Development is to be supported by a public street network and organized around a centrally located public park which is to be located on the east side of The East Mall (see Attachment 2: Highway 427/Dundas Street West Study Map 1 of OPA 156). Built form and public realm policies provide direction to inform the preparation of implementing zoning. Policies on transportation, phasing, community services and facilities, municipal infrastructure and holding provisions identify key matters to be addressed in the development of the lands.

Official Plan Amendment 156:

- Amended the Official Plan by redesignating the lands on the south side of Dundas Street West and east of The East Mall to Mixed Use Areas, while maintaining the Employment Areas designations on the lands west of The East Mall (including all of the subject lands);
- Amended the Urban Structure Map 2 of the Official Plan by removing the Avenues overlay and replacing it with Employment Districts for the subject lands;
- Added roads to Schedule 2 Planned but Unbuilt Roads of the Official Plan to reflect the key public roads and road segments that are required to support development;
- Added Site and Area Specific Policy 367 that identifies key objectives for development and established policies related to public realm and built form,

transportation and development phasing, community services and facilities, municipal infrastructure and holding zones; and

 Included Map 1 which illustrates the structure plan for the area identifying public streets and a centrally located public park.

Subsequent to the approval of OPA 156, Site Specific Zoning By-laws for the lands subject to the Zoning By-law Amendment applications south of Dundas Street West were approved by the Ontario Municipal Board. The implementing zoning for 25 Vickers Road was enacted as By-law No. 1082-2014 (OMB).

Bloor-Danforth Subway Extension

The lands municipally known as 5559 Dundas Street West (immediately east of the subject site) were previously identified as a potential future site for The East Mall subway station intended for the future extension of the Bloor-Danforth subway line. The "Bloor-Danforth Subway Westerly Extension Environmental Assessment" was approved in 1994 and proposed a 3.7 km extension of the Bloor-Danforth Subway from Kipling Station westerly to a terminal station at the Queensway/West Mall intersection and a future local station at The East Mall. The extension of GO bus service from Kipling Station to a potential future station at 5559 Dundas Street West was also proposed. Since the Environmental Assessment, no further work has been completed. However, the possibility of this future extension remains.

Proceedings of Subject Application

A pre-application meeting was held on May 17, 2017. The application was submitted on March 5, 2018. A notice of complete application was issued on October 9, 2018.

At its meeting of June 26-29, 2018, City Council considered a Request for Interim Directions Report dated May 14, 2018 from the Director of Community Planning, Etobicoke York District (Item EY31.11). City Council directed City staff to continue to negotiate with the applicant to resolve the outstanding issues detailed in the report. A copy of the Interim Directions Report and decision of City Council can be accessed at this link:

http://app.toronto.ca/tmmis/viewAgendaltemHistory.do?item=2018.EY31.11

PROPOSAL

Application Description

The Zoning By-law Amendment application seeks to amend the former City of Etobicoke Zoning Code and repeal Site Specific By-law No. 1082-2014 (OMB) to replace and expand the existing Metro Inc. distribution centre at 25 Vickers Road with a new warehouse distribution centre at 17, 25 and 75 Vickers Road.

The new one-storey warehouse distribution centre (including a mezzanine level) would have a total gross floor area of 50,172 m² (which equates to a Floor Space Index equal to 0.42 times the area of the lot) and a building height of 21 m and 25 m. The proposed building would contain 47,893 m² of floor area to be used as a refrigerated storage facility and distribution centre (approximately 95% of the building area) with 1,874 m² of floor area to be used as an administrative office (approximately 4% of the building area). In addition, a total area of 405 m² would contain the operations mezzanine. The proposed new facility would accommodate approximately 600 employees once fully operational.

The proposed building setbacks would vary due to the irregular shape of the subject lands as well as the proposed building envelope. The minimum setbacks from the proposed building to the property lines would be: 53.6 m on the west; 81.9 m on the north; 6 m on the south and 67.7 m on the east.

The application proposes a total of 321 vehicle parking spaces (85 surface parking spaces and 236 parking spaces within a 2-level underground parking garage). Of the 85 surface parking spaces, 9 parking spaces would be barrier free. Also proposed is a total of 3 loading spaces, 101 loading docks for incoming and outgoing shipments, 27 staging spaces for tractor-trailers and 211 parking spaces for trailers. In addition, a total of 40 bicycle parking spaces (7 short-term spaces at-grade and 30 long-term spaces within the underground parking garage) are proposed.

The application proposes approximately 227 trees and 9,150 m² of landscaped open space located mainly along the periphery of the north, west and a portion of the south limits of the subject lands. In addition, exterior amenity spaces would be provided along the pedestrian path to the main office entrance. Further, the proposed employee cafeteria would have direct access to a roof top terrace.

Refer to Attachment 3: Application Data Sheet as well as Attachments 8 to 12 for the proposed Site Plan and Building Elevations.

Phasing of Demolition and Construction

The new building would be constructed in two phases to allow the existing produce warehouse at 25 Vickers Road to continue to operate during construction. Phase 1 would primarily occur on the 17 and 75 Vickers Road portions of the lands. The existing vacant industrial buildings are being demolished and would be replaced by a 27,350 m² Phase 1 portion of the new building. The estimated timing for Phase 1 building construction is 15 to 18 months from commencement.

Following the completion of construction of the Phase 1 building, the operations at the existing 25 Vickers Road building would be migrated into the new Phase 1 building and the existing structure at 25 Vickers Road would be demolished. Following this demolition, the Phase 2 portion of the new warehouse distribution centre comprising 22,822 m² of floor area would be constructed, along with the completion of the new trailer parking areas, circulation driveways and landscaping for the entire site. The estimated timing for the 25 Vickers demolition/Phase 2 construction is 15 to 18 months.

Site Access and Streetscaping

Vehicular access to the site is proposed from four locations along Vickers Road. The existing full-movement driveway would be reconfigured into two separate driveways, including one outbound only truck egress at the current driveway location and one inbound (slip lane) only truck entrance about 9 m south of the truck egress. A secondary truck driveway access (ingress only) is proposed at the southwest corner of the property. This driveway is also proposed as the fire route for the subject lands. Further north from this driveway, would be a full-movement access used for visitor and employee vehicles to the proposed surface parking lot and underground parking garage.

The proposal includes constructing a new continuous public sidewalk (measuring a minimum of 2.1 m wide) along Vickers Road that would connect to the existing public sidewalk on The East Mall and provide for improved landscape elements on the adjacent boulevards. It should be noted that the applicant would be required to repave the existing sidewalk along The East Mall frontage, in new concrete, and to eliminate the existing asphalt.

Site and Surrounding Area

The subject lands are comprised of 3 contiguous parcels municipally known as 17, 25 and 75 Vickers Road in the southwest quadrant of Vickers Road and The East Mall (see Attachment 4: Location Map). The lands are bounded by Highway 427/Vickers Road, Dundas Street West, The East Mall and the Canadian Pacific Railway.

The subject lands are irregular in shape and the grade varies, with the topography generally sloping down from the east side to the west side of the site. The subject lands have a combined area of 118,268 m² and an approximate frontage of 620 m and depth of 483 m. There are two storm sewer easements on the lands in favour of the City which run parallel to The East Mall for approximately the south half of the lands. Metro Inc. owns 25 Vickers Road and 17 and 75 Vickers Road are owned by a related Metro Inc. company. The properties were occupied by three stand-alone industrial/warehouse buildings. The property at 25 Vickers Road is occupied by a warehouse distribution centre and offices and 17 and 75 Vickers Road were occupied by vacant industrial buildings presently being demolished. It should be noted that the subject lands are located in proximity to four major highways (Highway 427 provides access to Highway 410, and both the Queen Elizabeth Way and the Gardiner Expressway).

The surrounding land uses are as follows:

North: Dundas Street West and a large commercial shopping centre beyond (Cloverdale Mall).

East: The East Mall and office uses (Metro Inc. offices), commercial uses (Food Basics grocery store) and industrial uses (Metro warehouse) beyond. The lands at the southeast corner of Dundas Street West and The East Mall (municipally known as 5559 Dundas Street West) have been identified as a potential future site for The East Mall subway station intended for the future extension of the Bloor-Danforth Subway line.

South: Industrial site used for sorting construction debris/soil, the Canadian Pacific Railway and various one-storey industrial/office buildings beyond.

West: Immediately adjacent to the west is Highway 427. On the west side of Highway 427 is a three tower office complex along the Highway corridor and low density industrial/commercial uses beyond.

Reasons for the Application

The application seeks to amend the former City of Etobicoke Zoning Code and repeal Site Specific By-law No. 1082-2014 (OMB) in order to replace and expand the existing Metro Inc. distribution centre at 25 Vickers Road with a new warehouse distribution centre at 17, 25 and 75 Vickers Road. Repealing Site Specific By-law No. 1082-2014 (OMB) is required to remove the current development standards (including the holding provisions) for a portion of the subject lands (being 25 Vickers Road) and to replace them with an amended zoning by-law which would include development standards as necessary to accommodate this proposal which recognizes the consolidation of the three properties. Overall, this would maintain consistency with the underlying Class 2 Industrial (I.C2) zoning classification.

APPLICATION BACKGROUND

Application Submission

The following reports/studies were submitted in support of the application:

- Planning Rationale;
- Stage 1 and Stage 2 Archaeological Assessment;
- Traffic Impact Study;
- Functional Servicing and Stormwater Management Report;
- Hydrogeological Assessment:
- · Geotechnical Investigation;
- Phase 1 and Phase 2 Environmental Site Assessment;
- Arborist Report and Tree Preservation Plan;
- Toronto Green Development Standard Checklist and Statistics; and
- Public Consultation Strategy Report.

The above reports/studies are available at the following Application Information Centre (AIC) link:

https://www.toronto.ca/city-government/planning-development/application-information-centre.

Agency Circulation

The application together with the applicable reports noted above, have been circulated to all appropriate agencies and City Divisions. Responses received have been used to

assist in evaluating the application and to formulate appropriate Zoning By-law standards and conditions of Site Plan Control approval.

Community Consultation

The applicant submitted a Public Consultation Strategy Report prepared by Lakeshore Group dated March, 2018 as part of the complete application submission requirements. The strategy outlined the applicant's intent to engage with the community, City staff, relevant agencies, the Ward Councillor and all interested stakeholders throughout the planning process.

A community consultation meeting was held on October 9, 2018 at St. Elizabeth Catholic School (5 Redcar Avenue). Approximately 9 members of the public attended along with the applicant, their consulting team and City staff. These members inquired about traffic volumes and environmental impacts related to smoke and exhaust from idling trucks when queuing on-site.

POLICY CONSIDERATIONS

Provincial Land-Use Policies: Provincial Policy Statement and Provincial Plans

Provincial Policy Statements and geographically specific Provincial Plans, along with municipal Official Plans, provide a policy framework for planning and development in the Province. This framework is implemented through a range of land use controls such as Zoning By-laws, Plans of Subdivision and Site Plans.

The Provincial Policy Statement (2014)

The Provincial Policy Statement (2014) (the "PPS") provides policy direction provincewide on land use planning and development to promote strong communities, a strong economy, and a clean and healthy environment. It includes policies on key issues that affect communities, such as:

- The efficient and wise use and management of land and infrastructure over the long term in order to minimize impacts on air, water and other resources;
- Protection of the natural and built environment;
- Building strong, sustainable and resilient communities that enhance health and social well-being by ensuring opportunities exist locally for employment;
- Providing opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses;
- Residential development promoting a mix of housing; recreation, parks and open space; and transportation choices that increase the use of active transportation and transit; and
- Encouraging a sense of place in communities, by promoting well-designed built form and by conserving features that help define local character.

The provincial policy-led planning system recognizes and addresses the complex interrelationships among environmental, economic and social factors in land use planning. The PPS supports a comprehensive, integrated and long-term approach to planning, and recognizes linkages among policy areas.

The PPS is issued under Section 3 of the *Planning Act* and all decisions of City Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the PPS. Comments, submissions or advice affecting a planning matter that are provided by City Council shall also be consistent with the PPS.

The PPS recognizes and acknowledges the Official Plan as an important document for implementing the policies within the PPS. Policy 4.7 of the PPS states that: "The Official Plan is the most important vehicle for implementation of this Provincial Policy Statement. Comprehensive, integrated and long-term planning is best achieved through Official Plans".

Provincial Plans

Provincial Plans are intended to be read in their entirety and relevant policies are to be applied to each situation. The policies of the Plans represent minimum standards. City Council may go beyond these minimum standards to address matters of local importance, unless doing so would conflict with any policies of the Plans.

All decisions of City Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the PPS and shall conform with Provincial Plans. All comments, submissions or advice affecting planning matters that are provided by City Council shall also be consistent with the PPS and conform with Provincial Plans.

The Growth Plan for the Greater Golden Horseshoe (2017)

The Growth Plan for the Greater Golden Horseshoe (2017) (the "Growth Plan") provides a strategic framework for managing growth and environmental protection in the Greater Golden Horseshoe region, of which the City forms an integral part, including:

- Establishing minimum density targets within strategic growth areas and related
 policies directing municipalities to make more efficient use of land, resources and
 infrastructure to reduce sprawl, cultivate a culture of conservation and promote
 compact built form and better-designed communities with high quality built form and
 an attractive and vibrant public realm established through site design and urban
 design standards;
- Directing municipalities to engage in an integrated approach to infrastructure planning and investment optimization as part of the land use planning process;
- Building complete communities with a diverse range of housing options, public service facilities, recreation and green space that better connect transit to where people live and work;
- Retaining viable employment lands and encouraging municipalities to develop employment strategies to attract and retain jobs;

- 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 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 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 City Council in respect of the exercise of any authority that affects a planning matter shall conform with the Growth Plan. Comments, submissions or advice affecting planning matters that are provided by City Council shall also conform with the Growth Plan.

Staff have reviewed the proposed development for consistency with the PPS (2014) and for conformity with the Growth Plan (2017). The outcome of staff analysis and review are summarized in the Comments section of this report.

Toronto Official Plan and Official Plan Policies

The subject lands are currently designated *Employment Areas* in the Official Plan on Land Use Map 15 (see Attachment 5: Official Plan Land Use Map). Section 4.6 of the Official Plan states that "*Employment Areas* are places of business and economic activities vital to Toronto's economy and future economic prospects". Policy 4.6.1 states that uses that support the function of business and economic activity consist of offices...warehousing, distribution...that serve area businesses and workers.

Official Plan Amendment 231

At its meeting of December 16, 17 and 18, 2013, City Council adopted Official Plan Amendment 231 (OPA 231) to implement the results of the Official Plan and Municipal Comprehensive Review with respect to Economic Health Policies and the Policies, Designations and Mapping for Employment Areas. Among other matters, OPA 231 introduced policies to greater protect the City's finite supply of employment land.

OPA 231 was approved by the Minister of Municipal Affairs and Housing in July, 2014 and was subsequently appealed in its entirety to the Ontario Municipal Board (OMB). Portions of the amendment remain under appeal at the LPAT (formerly OMB).

On December 20, 2016, the OMB issued an order partially approving OPA 231, including the *Core Employment Areas* and *General Employment Areas* land use designations.

As there is no-site-specific appeal to OPA 231 for the subject lands, the *Core Employment Areas* designation is in force and effect in conjunction with the *Employment Areas* policies in the Official Plan which remain in effect.

Under OPA 231, the entirety of the subject lands are designated as *Core Employment Areas*. OPA 231 defines *Core Employment Areas* as places for business and economic activities. The term "Core" refers primarily to the employment functions within these areas. Uses that would attract the general public into the interior of an employment area and possibly disrupt industrial operations are not generally permitted in *Core Employment Areas*. The uses permitted within this designation include "manufacturing, warehousing, wholesaling, transportation facilities, offices, research and development facilities, industrial trade schools, media facilities, and vertical agriculture".

OPA 231 establishes policies that encourage the protection and preservation of Employment Areas such as Policies 2.2.4(a) and (b) which establish that Employment Areas will be used exclusively for business and economic activities in order to:

- a) Retain sufficient availability of lands, for both current and future needs, for industrial functions such as manufacturing and warehousing which are permitted only within *Employment Areas* and *Regeneration Areas*; and
- b) Protect and preserve *Employment Areas* for current and future business and economic activities.

Furthermore, Policy 2.2.4.3 outlines the City's priority in encouraging the use of existing employment lands within the City due to a limited supply. This policy states: "A more intensive use of lands in *Employment Areas* for business and economic activities will be encouraged to make better use of a limited supply of lands available for these activities".

In addition, the Official Plan expresses the significance of preserving *Employment Areas* that are located in proximity to major highways. Policy 2.2.4.6 of OPA 231 states:

"Employment Areas in the vicinity of existing major transportation infrastructure such as highway interchanges, ports, rail yards and airports are designated to provide for, and are to be preserved for, employment uses that may rely upon the major transportation infrastructure for the movement of goods".

Section 4.6.5 of OPA 231 provides policies for all *Employment Areas*. Development will contribute to the creation of competitive, attractive, highly functional *Employment Areas* through:

- a) Supporting the existing and planned function of the *Employment Areas*;
- b) Encouraging the establishment of key clusters of economic activity with significant value-added employment and assessment;
- c) Providing a high quality public realm with a connected, easily understood, comfortable and safe network of streets, parks and accessible open spaces;
- d) Integrating the development into the public street network and systems of roads, sidewalks, walkways, bikeways and transit facilities, and establishing new segments where appropriate;

- e) Limiting or mitigating the effects of traffic generated by the development within the *Employment Areas* and adjacent areas;
- f) Providing adequate parking and loading on-site;
- g) Sharing driveways and parking areas wherever possible;
- h) Avoiding parking between the public sidewalk and retail uses;
- i) Mitigating the effects of noise, vibration, dust, odours or particulate matter that will be detrimental to other businesses or the amenity of neighbouring areas;
- j) Providing landscaping on the front and any flanking yard adjacent to any public street, park and open space to create an attractive streetscape, and screening parking, loading and service areas;
- k) Treating the boundary between *Employment Areas* and residential lands with landscaping, fencing, or other measures to provide a buffer and minimize adverse impacts; and
- I) Ensuring that where the zoning by-law(s) permit open storage and/or outdoor processing of goods and materials, the open storage and/or processing is:
 - i. Limited in extent;
 - ii. Generally located at the rear of the property;
 - iii. Well screened by fencing and landscaping where viewed from adjacent streets, highways, parks and neighbouring land uses; and
 - iv. Not adversely affecting existing and planned neighbouring land uses in terms of dust, noise and odours.

Site and Area Specific Policy 367

Official Plan Amendment 156 (approved on July 14, 2011) introduced Site and Area Specific Policy No. 367 (SASP 367) to implement the findings of the Dundas-427 Planning Framework Study.

The policy applies to the lands along the south side of Dundas Street West to the Canadian Pacific rail corridor between Highway 427 and Shorncliffe Road (including the subject lands). The area includes *Mixed Use Areas* and *Employment Areas*. In the *Mixed Use Areas*, the Dundas Street West frontage is to be redeveloped with mid-rise buildings with the lands to the south to be redeveloped with taller buildings and primarily residential uses supported by a public street network, organized around a centrally located public park. In the *Employment Areas* (where the subject lands are located), office uses and industrial uses are to be developed that are compatible with existing and proposed uses in the surrounding area.

SASP 367 provides policy direction regarding land use, built form, building height, public realm, municipal infrastructure, servicing, transportation, parkland, community services and facilities and Holding zones/provisions. New public streets, water and sanitary

sewer infrastructure, public parkland and community facilities are required to support development in the area.

SASP 367 provides for the development of new roads to service the redevelopment of the subject lands as shown on Attachment 2: Highway 427/Dundas Street West Study, Map 1 (OPA 156). The public street network would be achieved incrementally with redevelopment. Primary and Secondary Streets are shown on Map 1. This includes a new primary public "Street C" as well as a secondary public street which would cross the 25 Vickers Road property. Street C was identified on the subject lands on the assumption that the subject lands would be redeveloped with multiple parcels and buildings in an "Office Campus" style development, where a new access from a public road would be required to appropriately service such development.

The permission for a warehouse distribution centre was maintained in implementing Zoning By-law No. 1082-2014 to recognize the existing warehouse use on the 25 Vickers Road property.

Zoning

The subject lands are subject to the former City of Etobicoke Zoning Code. The northerly portion of the site (municipally known as 25 Vickers Road) is zoned Employment Office Holding, EO-(H) under Site Specific By-law No. 1082-2014 (OMB). The southern portion of the site (municipally known as 17 and 75 Vickers Road) is zoned Class 2 Industrial (I.C2) under the former City of Etobicoke Zoning Code (see Attachment 6: Existing Zoning By-law Map).

Site Specific By-law No. 1082-2014 (OMB) applying to 25 Vickers Road implements the Dundas-427 Planning Framework Study, OPA 156 and SASP 367 as previously noted in this report. As such, By-law No. 1082-2014 (OMB) reflects a vision for the site of multiple parcels of land and blocks with employment/office uses of varying building heights requiring new public streets and infrastructure.

The EO zoning permits a maximum density of 0.6 times the lot area prior to removal of the Holding Symbol, and a minimum density of 1.0 and a maximum density of 2.0 after the removal of the Holding Symbol. The minimum required building height is 3-storeys (10 m) and the maximum permitted building height is 30 m.

The I.C2 zoning does not prescribe a density limit or a building height limit for a warehouse use. The maximum permitted density for an office use is 0.6 times the lot area and the maximum permitted building height for an office use is 5-storeys.

City-wide Zoning By-law No. 569-2013, as enacted by Toronto City Council on May 9, 2013, does not apply to this site as site-specific zoning was established through Site Specific By-law No. 1082-2014 (OMB).

Site Plan Control

The proposed development is subject to Site Plan Control. A Site Plan Control application has been submitted and is being reviewed concurrently with this Zoning By-

law Amendment application. Matters related to final building design and landscaping would be secured through the Site Plan review process, should this application be approved.

COMMENTS

In response to City staff concerns, the applicant revised the proposal. As a result, a 2-level underground parking garage is being proposed instead of a 3-storey above grade parking structure. In addition, through design changes, the applicant addressed issues that were previously raised with regard to the following matters:

- Eliminating essential facilities previously located within the Ontario Ministry of Transportation (MTO) 14 m setback;
- Adjusting the location of the slip ramp to eliminate the encroachment onto municipal land:
- Providing complete visibility and connection of the main office entrance to Vickers Road:
- Improving accessibility including walkways and safe pedestrian crossings that would be continuous throughout the site;
- Creating a comfortable, safe and attractive condition to provide better access to public transit; and
- Providing improvements to the existing streetscape and landscape elements as well as providing for a new public sidewalk.

Provincial Policy Statement and Provincial Plans

The proposal has been reviewed and evaluated against the PPS (2014) and the Growth Plan (2017). Policy documents including the PPS, the Growth Plan and the City's Official Plan must be read in their entirety and relevant policies must be applied to each situation. Staff have determined that the proposal is consistent with the PPS and conforms with the Growth Plan.

Policy 1.3.2.1 of the PPS (2014) states planning authorities shall plan for, protect and preserve employment areas for current and future uses and ensure that the necessary infrastructure is provided to support current and projected needs.

Policy 1.3.2.3 further states planning authorities shall protect employment areas in proximity to major goods movement facilities and corridors for employment uses that require those locations.

The Growth Plan contains policies about how land is to be developed, resources are to be managed and protected and public dollars are to be invested.

Section 2.2.5.1 states economic development and competitiveness in the GGH will be promoted by:

- a) Promoting more efficient use of existing employment areas and vacant and underutilized employment lands and increasing employment densities;
- b) Ensuring the availability of sufficient land, in appropriate locations, for a variety of employment to accommodate forecasted employment growth to the horizon of this Plan:
- c) Planning to better connect areas with high employment densities to transit; and
- d) Integrating and aligning land use planning and economic development goals and strategies to retain and attract investment and employment.

The development of the subject lands with a large scale food warehouse distribution facility that will ultimately employee 600 people supports all the above policies.

Land Use

This application has been reviewed against the Official Plan policies and planning considerations described in the Policy Considerations section of this report as well as the policies of the Toronto Official Plan as a whole. Planning staff are of the opinion that given the existing and the planned context for the subject property and the surrounding area, the continued land use proposed by the applicant is appropriate. It should also be noted the new By-law would comply with the Official Plan designation of the lands.

A warehouse distribution centre is a permitted use under the prevailing Zoning By-laws, and is in keeping with the *Employment Areas* vision as set out in Site and Area Specific Policy 367 (SASP 367). SASP 367 in part provides for office and industrial uses that are compatible with existing and proposed uses in the surrounding area. The proposed new warehouse distribution centre would be located on a larger contiguous portion of land with other active industrial uses to the south that appropriately retain its *Employment Areas* designation in SASP 367. These lands are also physically separated from the remainder of the 'eastern' SASP 367 lands intended for residential uses by the significant grade separation of The East Mall.

Zoning

The Holding provision applying to the EO Zone_establishes requirements to remove the Holding Symbol such as: a Phasing Plan; registration of land division; and updates to the transportation and servicing studies prepared as part of the Dundas-427 Planning Framework Study to ensure redevelopment of the lands occurs in an orderly fashion and all required infrastructure is provided.

In contrast, this application proposes one large warehouse distribution centre spanning across 25 Vickers Road as well as the adjacent 17 and 75 Vickers Road lands. It should be noted that both the EO and the I.C2 zoning classifications applying to the subject lands permit a warehouse distribution centre as-of-right. However, the removal of the EO-(H) classification from the lands municipally known as 25 Vickers Road would result in the property retaining the previous zoning classification of Class 1 Industrial (I.C1). Therefore, the intent of the recommended Draft Zoning By-law Amendment is to provide

a uniform zoning classification of Class 2 Industrial (I.C2) on all the subject lands which currently exists on adjacent lands and the surrounding area.

Traffic Impact and Parking

The applicant submitted Traffic Impact Studies prepared by Stantec Consulting Ltd. dated March 2, 2018, November 29, 2018, and April 9, 2019 to reflect revisions to the proposal.

The Traffic Impact Study proposed parking for the development in accordance with the requirements of City of Toronto Zoning By-law No. 569-2013. Based on these requirements, the revised proposal would require a total of 280 vehicle parking spaces on-site, of which 252 spaces would be for the warehouse use and 28 spaces for the office use. The proposed parking spaces would be provided at the following minimum ratios.

Requirement for business and administrative offices:

• 1.5 parking spaces per 100 m².

Requirement for warehouse use:

- 1.0 parking spaces per 100 m² of gross floor area up to 2,750 m²; plus
- 0.5 parking spaces for each 100 m² of gross floor area in excess of 2,750 m².

The application proposes a total of 321 vehicle parking spaces (85 surface parking spaces and 236 parking spaces within a 2-level underground parking garage). Of the 85 surface parking spaces, 9 parking spaces would be barrier free.

In addition, the applicant is proposing three Type 'A' loading spaces to service the development, measuring a minimum of 17 m long, 3.5 m wide, and having a vertical clearance of 4.4 m.

Further, the Toronto Green Standard requires a minimum of 10 bicycle parking spaces (7 short-term and 3 long-term). The information submitted by the applicant indicates a total of 40 bicycle parking spaces would be provided (7 short-term spaces located atgrade and 30 long-term spaces located within the underground parking garage). This represents sufficient bicycle parking spaces to meet the Toronto Green Standard requirements.

Transportation Services staff concur with the proposed vehicular/bicycle parking and loading supply. The Draft Zoning By-law Amendment, included as Attachment 7 to this report, incorporates the above vehicle parking space requirements. The final details (layout, configuration and circulation) of the surface parking lot, the parking area for tractor-trailers/trailers/loading docks, and the underground parking garage would be secured through the Site Plan review process, should this application be approved.

It should be noted that as part of the Site Plan review process, the transportation consultant would be required to address the following matters:

 Signal optimization is proposed for the Dundas Street West and The East Mall intersection during the AM and PM peak hours.

Transportation Services staff are requesting further information regarding how the proposed increase in cycle length will affect signal timing coordination along The East Mall.

• Signal optimization was indicated for The East Mall and East Mall Crescent intersection during the PM peak hour.

Transportation Services staff are requesting a summary of proposed signal timings which illustrates the specific phase(s) for which timing changes are proposed, with both existing and proposed timings.

Road Widening

Transportation Services staff have advised that The East Mall right-of-way is required to be widened. The applicant is required to convey to the City a strip of land measuring 0.4 m in width along the public road frontage to satisfy the Official Plan requirement of a 27 m right-of-way. This widening would be secured through the Site Plan review process, should this application be approved. It should be noted that the proposed building envelope and underground parking garage would not extend into the right-of-way limits. Also, a Record of Site Condition and a Peer Review of the Phase 1 and Phase 2 Environmental Site Assessment is not required for this development as the proposed land use is not changing and the width of the conveyance is less than 1.0 m wide.

Ontario Ministry of Transportation (MTO)

The western portion of the subject lands is located within the MTO 14 m setback area. A portion of this area is shown to be used for parking spaces for trailers, ingress and egress driveways as well as the slip ramp for trucks queuing to enter the site. In the future, if MTO were to expropriate the lands within the 14 m setback, the proposed warehouse distribution centre would continue to function despite the loss of these parking spaces for trailers. The ingress and egress driveways would be shortened and the slip ramp would be relocated on the site.

Servicing

The applicant submitted Functional Servicing and Stormwater Management Reports as well as Hydrogeological Assessments (Revision 3 Final Report) prepared by Stantec Consulting Ltd. dated April 5, 2019 and April 1, 2019 to reflect revisions to the proposal.

Toronto Water staff reviewed the revised materials and studies and have identified a concern with the groundwater discharge capacity into the City's sewer system. The applicant's engineering consultants (Stantec Consulting Ltd.) are required to determine a solution that would manage the groundwater discharge, both during and post construction. Toronto Water staff provided the applicant's engineering consultants with a number of options that would manage this groundwater condition. It should be noted

that discharge of private water into City sewers is prohibited under Chapter 681 of the City of Toronto Municipal Code.

As a result, the proposed underground parking structure is to be designed and constructed to watertight standard so as to eliminate any discharge of private water into City sewers. In the event that the underground structure is designed to watertight standards, but due to site constraints, it is necessary to discharge a limited flow of private water into the City's trunk sanitary sewer, the applicant is to submit an application to the City and obtain all the necessary exemptions in the form of a discharge agreement or permit, provided that such discharge does not (under any circumstances) exceed 3 litres per second.

The ultimate servicing solution for the subject lands would be secured through the Site Plan review process, should this application be approved.

Archaeological Assessment

The subject lands are within the Interim Screening Areas for Archaeological Potential identified in the Archaeological Master Plan of the City. The applicant submitted Stage 1 and Stage 2 Archaeological Assessment Reports prepared by Archaeological Research Associates Ltd. dated May 18, 2018 and June 13, 2018, in support of the application. The reports conclude that no archaeological resources were encountered and no further study is required. Heritage Preservation Services staff have reviewed this assessment and have no objection to the proposed development, however, would secure post-approval conditions through the Site Plan review process, should this application be approved.

Ravine Protection

It should be noted that the subject lands do not fall within Toronto and Region Conservation Area (TRCA's) regulated area and as such a TRCA permit under Ontario Regulation 166/06 is not required for construction on these lands. However, under TRCA's Memorandum of Understanding with the City of Toronto, any development applications made under the *Planning Act* for sites 5 hectares or greater, are circulated to TRCA for purposes of reviewing stormwater management. The subject lands represent approximately 12 hectares. TRCA staff have requested further clarification regarding the submitted stormwater management plan. This would be addressed prior to the final approval of the Site Plan Control application, should this application be approved.

Tree Preservation

City of Toronto By-laws provide for the protection of trees situated on both private and City property. Urban Forestry staff reviewed the application with respect to the City Street Tree By-law and the Private Tree By-law, Municipal Code Chapter 813, Trees, Articles II and III.

An Arborist Report (Existing Tree Inventory/Preservation Plan) prepared by SBK Landscape Architecture dated April 5, 2019, was submitted in support of the revised application. This report indicates that the proposed development would require removal and/or injury of at least four (4) protected privately-owned trees and seven (7) City-owned trees. It should be noted that the proposed development proposes to protect two (2) City-owned trees. Further, the Landscape Plan proposes 57 new trees on the City road allowance and approximately 200 shade trees on private lands.

Urban Forestry staff do not object to the proposed development and Zoning By-law Amendment. The number and location of trees on-site would be finalized through the Site Plan review process, should this application be approved, including the provision of a sufficient number of trees to meet the Toronto Green Standard (TGS) requirements. In addition, Urban Forestry staff would secure the necessary security deposits for tree protection, tree planting and appraised tree value.

Toronto Green Standard

Council has adopted the four-tier Toronto Green Standard (TGS). The TGS is a set of performance measures for green development. Applications for Zoning By-law Amendments, 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. Performance measures for the Tier 1 development features that would be secured through the Zoning By-law include the provisions of adequate vehicle parking and cycling infrastructure on the lands alongside provision for the storage and collection of recycling and organic waste.

Other applicable TGS performance measures would be secured through the Site Plan review process, should this application be approved.

Conclusion

The proposal has been reviewed against the policies of the PPS (2014), the Growth Plan (2017) and the Toronto Official Plan. Staff are of the opinion that the proposal is consistent with the PPS (2014) and does not conflict with the Growth Plan (2017). Furthermore, the proposal is in keeping with the policies of the Toronto Official Plan, particularly as it relates to development that will contribute to the creation of competitive, attractive, highly functional *Employment Areas*. Staff worked with the applicant to address and resolve the following key concerns: eliminating the proposed 3-storey above grade parking structure; and improving pedestrian connectivity to and through the subject lands to provide better access to public transit. In addition, the proposed new warehouse distribution centre would improve the appearance of the lands from the public streets and accommodate approximately 600 employees once fully operational.

Staff are recommending that City Council amend the zoning for the lands at 17, 25 and 75 Vickers Road to provide for the significant food warehouse distribution centre as described in this report.

CONTACT

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SIGNATURE

Neil Cresswell, MCIP, RPP Director of Community Planning Etobicoke York District

ATTACHMENTS

City of Toronto Data/Drawings

Attachment 1: Concept Demonstration Plan from The Dundas-427 Planning

Framework Study

Attachment 2: Highway 427/Dundas Street West Study, Map 1 (OPA 156)

Attachment 3: Application Data Sheet

Attachment 4: Location Map

Attachment 5: Official Plan Land Use Map Attachment 6: Existing Zoning By-law Map

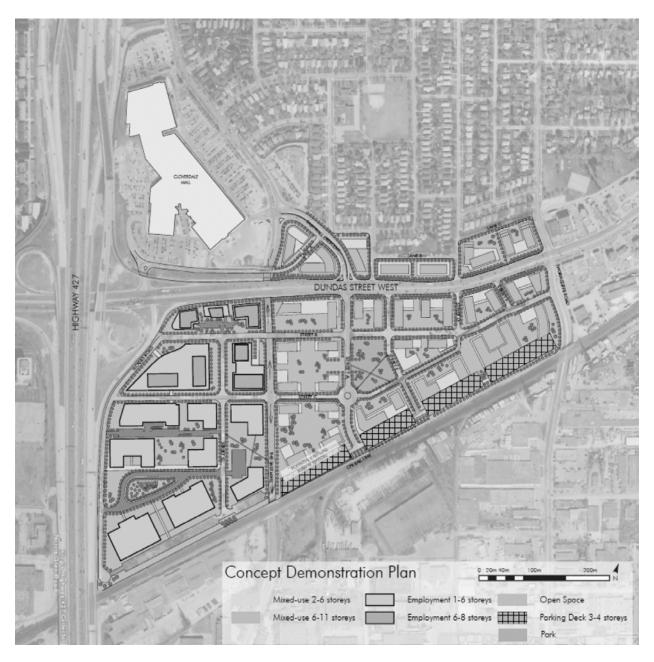
Attachment 7: Draft Zoning By-law Amendment

Applicant Submitted Drawings

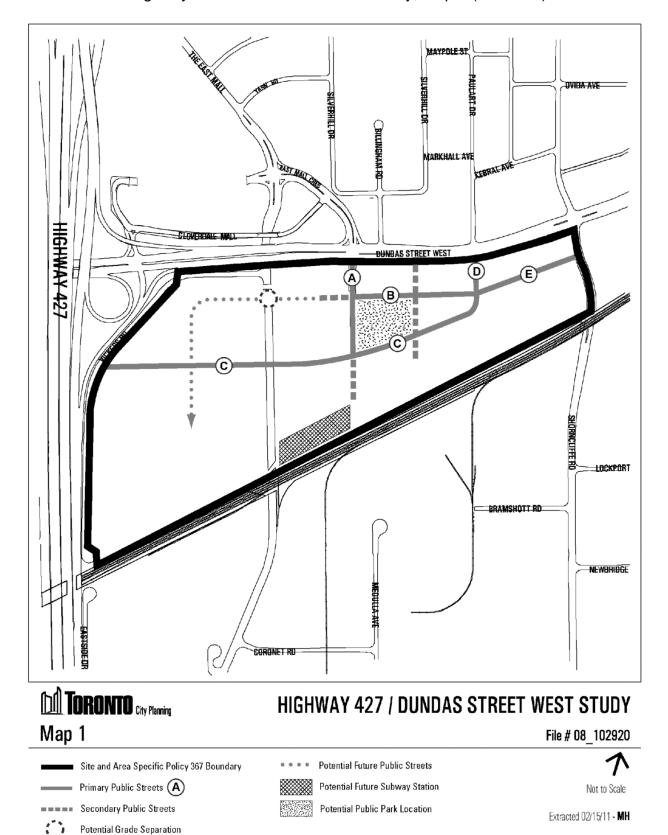
Attachment 8: Site Plan

Attachment 9: North Elevations Attachment 10: South Elevations Attachment 11: East Elevations Attachment 12: West Elevations

Attachment 1: Concept Demonstration Plan from The Dundas-427 Planning Framework Study



Attachment 2: Highway 427/Dundas Street West Study, Map 1 (OPA 156)



Attachment 3: Application Data Sheet

Municipal Address: 17, 25 and 75 Date Received: March 5, 2018

VICKERS ROAD

Application Number: 18 124934 WET 05 OZ

Application Type: Rezoning

Project Description: To amend the former City of Etobicoke Zoning Code and repeal

Site Specific By-law No. 1082-2014 (OMB) which seeks to replace and expand the existing Metro Inc. distribution centre at 25 Vickers Road with a new warehouse distribution centre at 17,

25 and 75 Vickers Road.

Applicant Agent Architect Owner

RICHARD RICHARD GKC METRO ONTARIO PENNYCOOKE PENNYCOOKE ARCHITECTS REAL ESTATE

LIMITED

EXISTING PLANNING CONTROLS

Official Plan Designation: Employment Site Specific Provision: 1082-2014

Areas (OMB)

Zoning: Employment Heritage Designation: NO

Office (H) and Industrial Class

Height Limit (m): N/A Site Plan Control Area: YES

PROJECT INFORMATION

Site Area (sq m): 118,268 Frontage (m): 620 Depth (m): 483

Building Data Existing Retained Proposed Total 23,743 45,708 45,708 Ground Floor Area (sq m): Residential GFA (sq m): Non-Residential GFA (sq m): 50,172 50,172 50,172 Total GFA (sq m): 45,835 50,172 1 Height - Storeys: 1 21 & 25 21 & 25 Height - Metres:

Lot Coverage Ratio

(%):

38.65

Floor Space Index: 0.42

Floor Area Breakdown

Above Grade (sq m)

Below Grade (sq m)

Residential GFA:

Retail GFA:

Office GFA: 1,874 Industrial GFA: 47,893

Institutional/Other GFA:

Residential Units

Existing

Retained

Proposed

Total

Rental:

Freehold:

by Tenure

Condominium:

Other:

Total Units:

Total Residential Units by Size

Rooms

Bachelor

1 Bedroom

2 Bedroom

3+ Bedroom

Retained:

Proposed:

Total Units:

Parking and Loading

Parking Spaces:

321

Bicycle Parking Spaces:

40

Loading Docks:

101

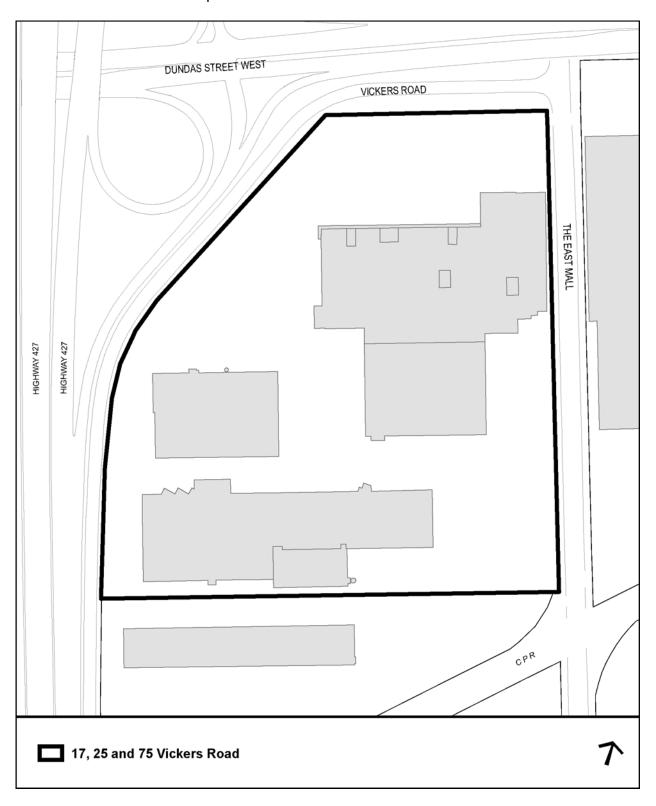
CONTACT:

Sabrina Salatino, Senior Planner, Community Planning

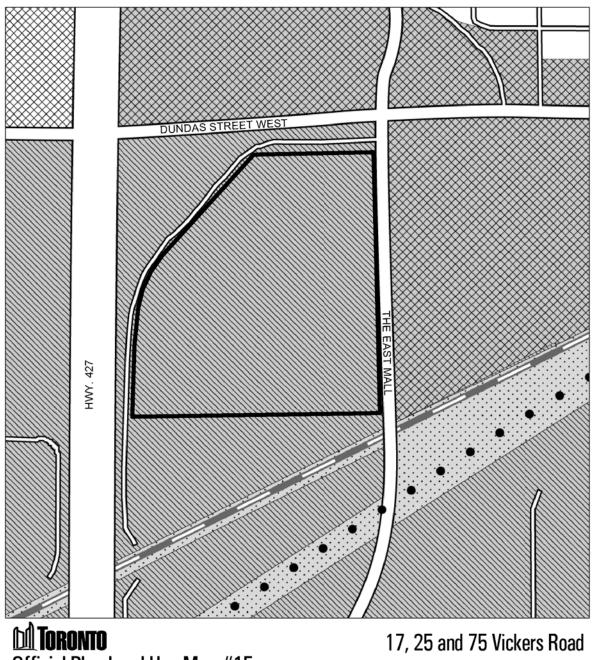
(416) 394-8025

Sabrina.Salatino@toronto.ca

Attachment 4: Location Map



Attachment 5: Official Plan Land Use Map



Official Plan Land Use Map #15

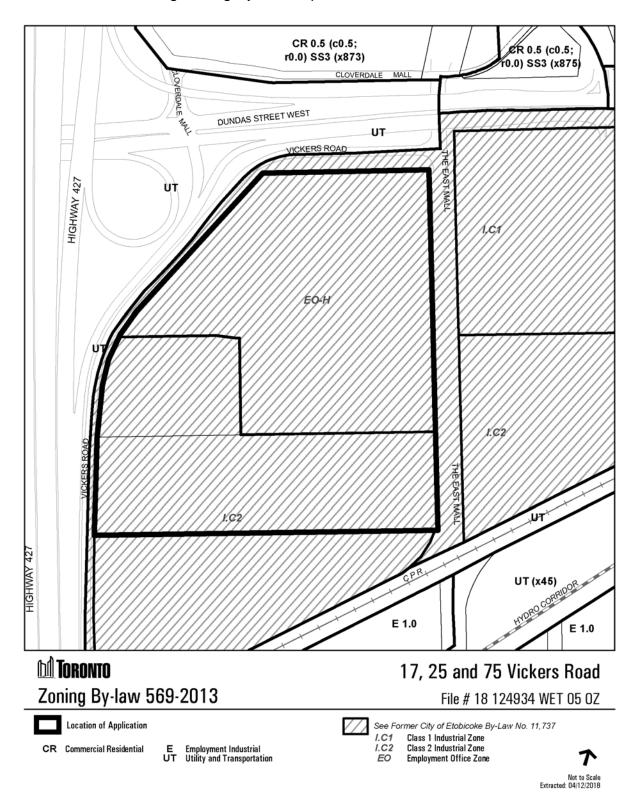
File # 18 124934 WET 05 0Z







Attachment 6: Existing Zoning By-law Map



Attachment 7: Draft Zoning By-law Amendment

Authority: Etobicoke York Community Council Item EYxx.x, as adopted by City of

Toronto Council on xxxxxxx xx, 2019

CITY OF TORONTO

BY-LAW No. xxxx-2019

To amend Chapters 304, 320, and 324 of the Etobicoke Zoning Code with respect to the lands municipally known as 17, 25 & 75 Vickers Road.

Whereas authority is given to Council by Section 34 of 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 the City of Toronto enacts:

- 1. The lands subject to this By-law are outlined by a heavy black line on Schedule A, attached to this By-law.
- 2. By-Law No. 1082-2014(OMB) is repealed.
- 3. The zoning map referred to in § 320-5, Article II of the Zoning Code and originally attached to the Township of Etobicoke By-law No. 11,737 is amended by changing the classification of the lands located in the former Township of Etobicoke as shown in heavy outline on Schedule B, attached to this By-law, from I.C1 Industrial Class 1 to I.C2 Industrial Class 2.
- 4. Notwithstanding Article V General Provisions § 320-18 of the Etobicoke Zoning Code the following provisions apply to the lands subject to this By-law:
 - (i) For business and administrative offices, automobile parking shall be provided at a minimum rate of 1.5 spaces per 100 square metres.
 - (ii) For warehouse uses, automobile parking shall be provided at a minimum rate of 1.0 spaces per 100 square metres of gross floor area up to 2,750 square metres; plus 0.5 spaces per 100 square metres of gross floor area in excess of 2,750 square metres.
 - (iii) An automobile parking space shall be a minimum of 2.6 metres in width by 5.6 metres in length and shall be accessed by a minimum driveway aisle width of 6 metres.

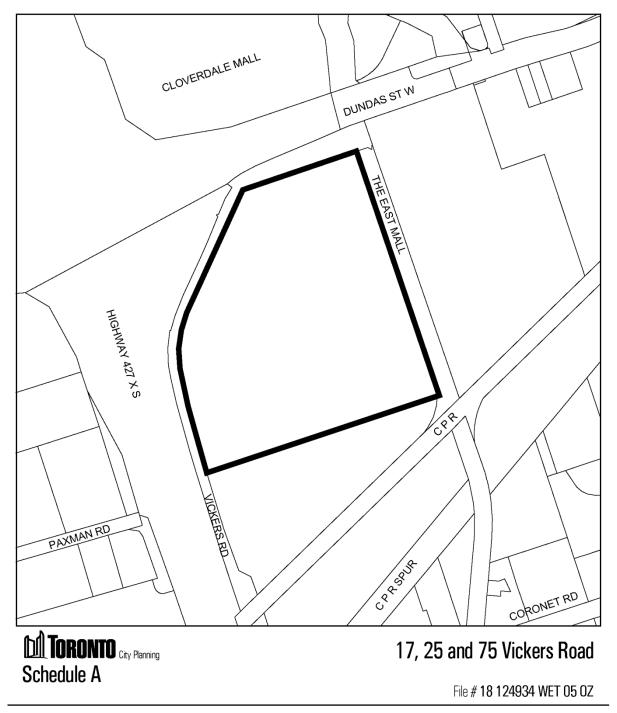
- (iv) A minimum of 200 required automobile parking spaces shall be provided within the below grade parking structure.
- 5. Notwithstanding Article VIII Class 2 Industrial Zone § 304-34 of the Etobicoke Zoning Code section (A), the following additional uses are permitted on the lands subject to this By-law:
 - (A) Business or Administrative Offices (which do not include day-care facilities).
- 6. Notwithstanding Article X General Regulations for Industrial Zones § 304-36 of the Etobicoke Zoning Code section (G) (1) the following set-back requirement shall apply to the lands subject to this By-law:
 - (1) No parking area shall be located closer than 3.0 metres to any lot line abutting a street, except where the building set-back requirement is less than 3.0 metres, in which case the parking area shall not extend beyond the required building line.
- 7. Notwithstanding Article X General Regulations for Industrial Zones § 304-36 of the Etobicoke Zoning Code section (G) (2) the following provision applies to the lands subject to this By-law:
 - (2) Means of vehicular access to and from all properties shall not exceed 20.0 metres in width, excluding corner radii. No two such means of access on any said properties shall be less than 5.0 metres apart.
- 8. Lands which are subject to this By-law shall be subject to Site Plan Control pursuant to Section 114 of the City of Toronto Act, 2006 and Section 41(16) of the *Planning Act*.
- 9. Chapter 324-1 of the Etobicoke Zoning Code is amended by adding the following to a Table of Site Specific By-laws:

BY-LAW NUMBER AND ADOPTION DATE	DESCRIPTION OF PROPERTY	PURPOSE OF BY-LAW
xxxx-2019 XXX X, 2019		

ENACTED AND PASSED this xxxx day of xxxx, A.D. 2019.

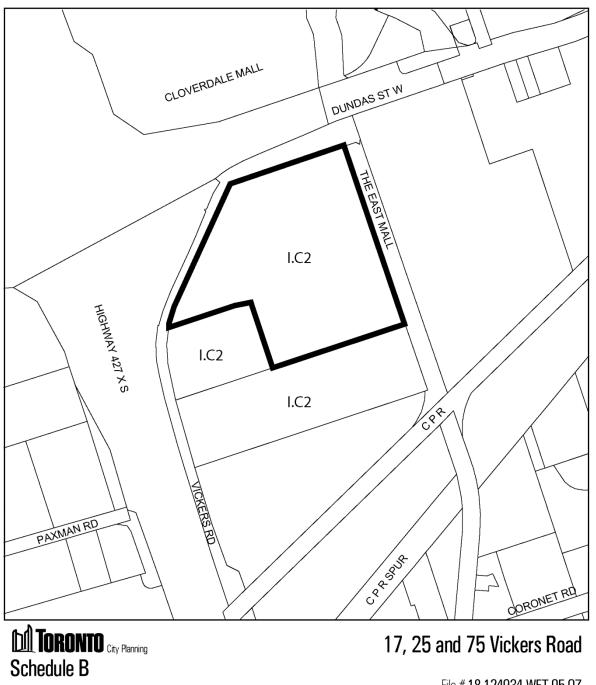
Frances Nunziata, Speaker Ulli S. Watkiss City Clerk

(Seal of the City)



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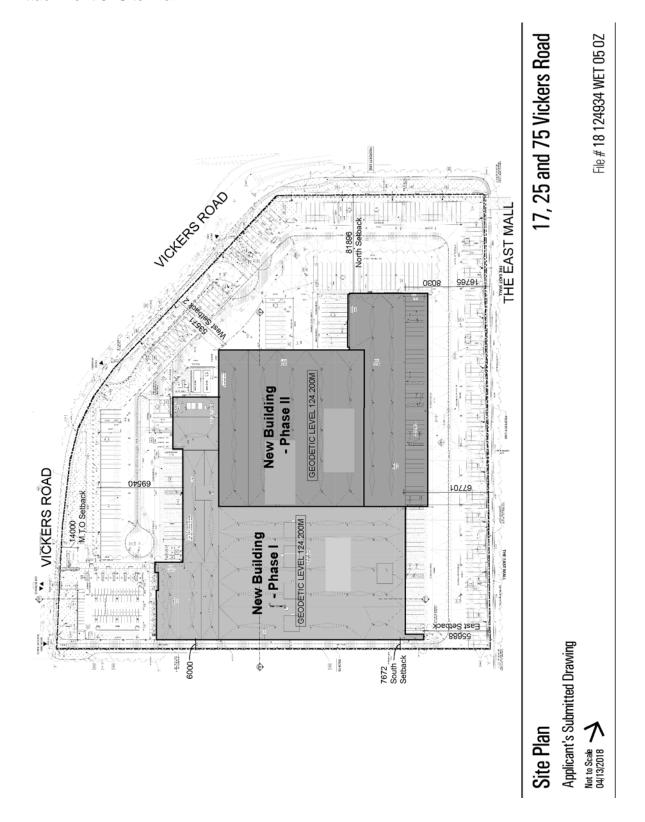
Former Etobicoke By-Law 11,737 Not to Scale 04/25/2019



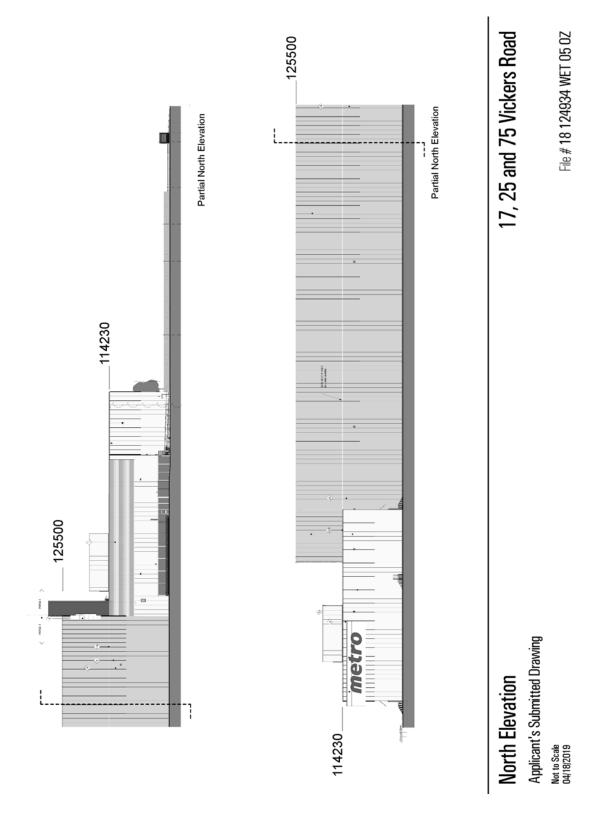
File # 18 124934 WET 05 0Z



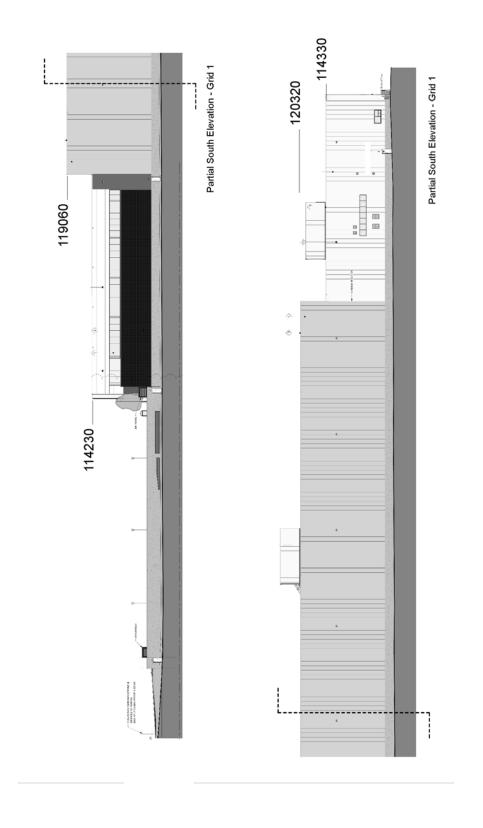
Former Etobicoke By-Law 11,737 Not to Scale 04/25/2019



Attachment 9: North Elevations



Attachment 10: South Elevations

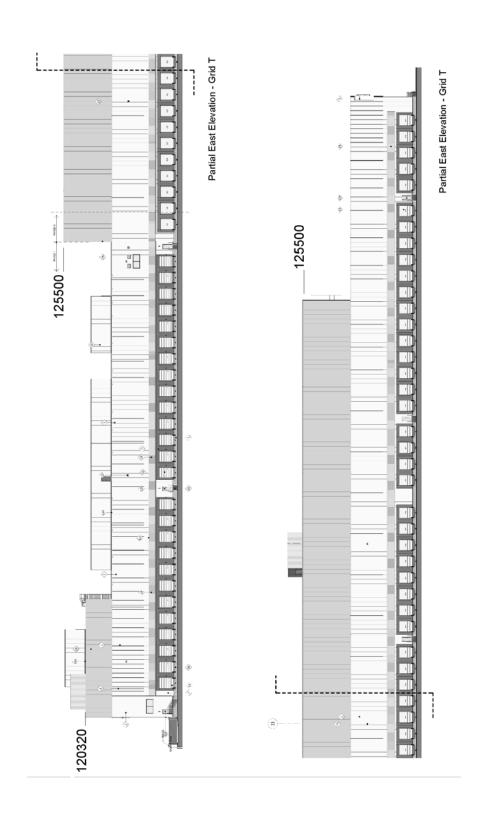


17, 25 and 75 Vickers Road

File # 18 124934 WET 05 0Z

South Elevation
Applicant's Submitted Drawing

Attachment 11: East Elevations



17, 25 and 75 Vickers Road

File # 18 124934 WET 05 0Z

East Elevation
Applicant's Submitted Drawing

Attachment 12: West Elevations

