

**259 and 270 The Kingsway and 1144 Royal York Road -  
Humbertown Plaza – Secondary Plan Review**

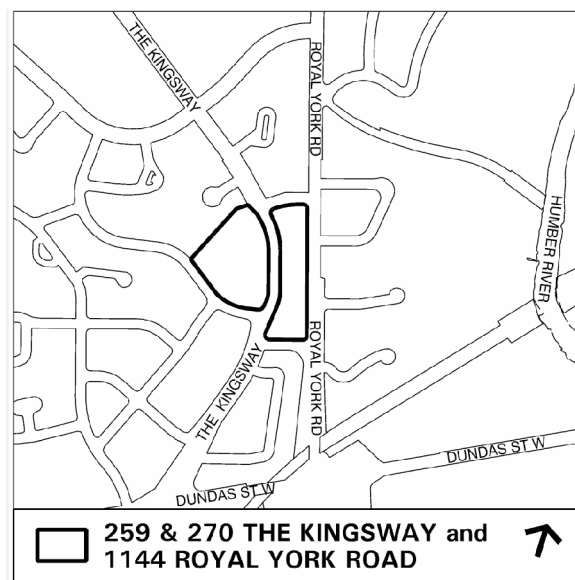
<b>Date:</b>	April 27, 2012
<b>To:</b>	Etobicoke York Community Council
<b>From:</b>	Director, Community Planning, Etobicoke York District
<b>Wards:</b>	Ward 4 – Etobicoke Centre
<b>Reference Number:</b>	12 111249 WET 04 OZ

**SUMMARY**

A preliminary report prepared by City Planning staff was before Etobicoke York Community Council (EYCC) on March 20, 2012 advising of an application to permit the redevelopment of the existing Humbertown Plaza as a mixed-use development. This proposed development comprises of commercial uses on the ground floor and second floor, as well as five (5) residential buildings containing 654 residential units and 28 townhouse units, with a height of 21 storeys.

EYCC directed City Planning to report to Etobicoke York Community Council on May 15, 2012, on the feasibility of conducting a Secondary Plan review or area specific zoning by-law or policy to be created for the Humbertown Plaza expansion, including the existing apartment neighbourhood area located immediately north of Humbertown, as well as the northerly portion of Dundas Street West.

City Planning has discussed this matter with representatives of the local community, including the local Councillor. After a thorough assessment of existing Official Plan policies, staff have determined that a Secondary Plan review is not required for the proposed Humbertown Plaza redevelopment, including the existing



neighbourhood of apartment buildings located immediately north of Humbertown, as well as the northerly portion of Dundas Street West.

## **RECOMMENDATIONS**

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### **The City Planning Division recommends that:**

1. Etobicoke York Community Council direct the Director, Community Planning, Etobicoke York District to continue processing the zoning amendment application for the lands at 259 and 270 The Kingsway and 1144 Royal York Road, as outlined in this report, dated April 27, 2012, and that a secondary plan review is not required at this time.

### **Financial Impact**

The recommendations in this report have no financial impact.

## **DECISION HISTORY**

On March 20, 2012, Etobicoke York Community Council considered a Preliminary Report for the redevelopment of Humbertown Plaza and adopted the following recommendations:

1. Schedule a community meeting for the lands at 259 and 270 The Kingsway, and 1144 Royal York Road together with the Ward Councillor;
2. Directed that Notice for the community consultation meeting be given to landowners and residents within 120 metres of the site, and expanded in consultation with the Councillors for Wards 4 and 5, with the additional cost to be borne by the applicant;
3. Directed that Notice for the public meeting under the *Planning Act* be given according to the regulations under the *Planning Act*; and
4. Requested the Director, Community Planning, Etobicoke York District, to report to the Community Council on May 15, 2012, on the feasibility of conducting a Secondary Plan review or area specific zoning by-law or policy to be created for the Humbertown Plaza expansion, including the existing apartment neighbourhood area located immediately north of Humbertown, as well as the northerly portion of Dundas Street West.

Two (2) consultation meetings were convened by the proponent with City Planning and the Executive of the Humber Valley Village Residents Association (the "Association") on May 10, 2011 and December 6, 2011. The proposal presented at the first meeting included the expanded retail / commercial floor space, as well as 700 residential dwelling units. Scale, density and height of the proposed redevelopment were also identified as a concern.

## **ISSUE BACKGROUND**

### **Proposal**

The application for the plaza proposes to amend Site Specific By-law 1990-178 of the former City of Etobicoke Zoning Code to permit a mixed-use development comprising commercial uses on the ground floor and second floor, as well as five (5) residential buildings containing 654 residential units, and 28 townhouse units. The residential buildings will range in height from 11 storeys to 21 storeys, while the townhouse dwellings will be 4 storeys in height.

The proposed total gross floor area of all buildings is 81 640 square metres, resulting in a floor space index of 2.2 times the area of the lot. A parking supply of 1,442 spaces is proposed varying from surface parking, underground parking and the requisite parking for the townhouse units.

The Humbertown Plaza site is approximately 3.6 hectares in size and is dissected by The Kingsway. Currently, the site is occupied by a 2 storey commercial plaza on the westerly parcel, and smaller commercial buildings on the easterly parcel.

The subject lands are surrounded by 4 storey walk up apartments, single detached houses, and 14 to 17 storey apartment buildings to the north and southeast.

### **Policy Framework**

#### **Secondary Plans**

Chapter 5 of the Toronto Official Plan ("Plan") outlines a variety of tools that the City can use to implement its Plan. More specifically, Section 5.3.1- Secondary Plans: Policies for Local Growth Opportunities, notes that these plans establish local development policies to guide growth and change in a defined area of the City.

Section 5.2.1.2 of the Plan identifies that "Secondary Plans will generally be prepared, in consultation with the community, for areas demonstrating one or more of the following characteristics:

- a) Large areas of vacant or underutilized land which would benefit from comprehensive planning to enable suitable development or redevelopment;
- b) Areas targeted for major public or private investment; and
- c) Areas where development is occurring, or proposed, at a scale, intensity or character which necessitates reconsideration or reconfiguration of local streets, block plans, public works, open space or other public service facilities".

## **Mixed Use Areas**

Section 4.5 – "*Mixed Use Areas*" are areas where there is a broad array of residential uses, offices, retail and services, institutions, entertainment, recreation and cultural activities, and parks and open spaces. "*Mixed Use Areas*" will absorb most of the anticipated increase in retail, office and service employment in Toronto in the coming decades, as well as much of the new housing".

Section 4.5.2c) and d) – "*Mixed Use Areas*" states that new buildings will be located and massed to provide a transition between areas of different development intensity and scale and to adequately limit shadow impacts on adjacent *Neighbourhoods*.

Section 4.5.2e) further requires that new buildings are to frame the edges of streets and parks with good proportion and maintain sunlight and comfortable wind conditions for pedestrians.

## **Neighbourhoods/Apartment Neighbourhoods**

Section 2.3.1, Policy 1 states *Neighbourhoods* and *Apartment Neighbourhoods* are considered to be physically stable areas. Development within *Neighbourhoods* and *Apartment Neighbourhoods* will be consistent with this objective and will respect and reinforce the existing physical character of buildings, streetscapes and open space patterns in these areas" (see Attachment 1).

Section 2.3.1- Healthy Neighbourhoods, Policy 3 identifies that "where significant intensification of land adjacent to a *Neighbourhood* or *Apartment Neighbourhoods* is proposed, Council will determine, at the earliest point in the process, whether or not a Secondary Plan, area specific zoning by-law or area specific policy will be created in consultation with the local community following an Avenue Study, or area based study".

Policy 2 of Section 2.3.1 also states "developments in *Mixed Use Areas* that are adjacent or close to *Neighbourhoods* will be compatible with those *Neighbourhoods*; provide a gradual transition of scale and density, as necessary to meet the objectives of this Plan through stepping down of buildings towards and setbacks from those *Neighbourhoods*."

## **Dundas Avenue Study**

In July 2006, City Council adopted the recommendations of the "Avenue Study Implementation Report- Dundas Street West, between Royal York Road and the Humber River", and subsequently enacted amendments to the Official Plan and former City of Etobicoke Zoning Code. These amendments resulted in establishing development criteria along the *Avenue* and included a density/floor space index of 3 times the area of the lot, and a maximum height of 6 storeys, subject to the provision of a Section 37 agreement.

## Proposed Community Engagement

In consultation with the Ward Councillor, staff will be undertaking a community engagement process. A Working Group process has been established by the Councillor's office as a first step. Tentatively three Working Group meetings have been set up. This engagement provides a greater opportunity for all interested parties to be included in the review process. A Community Consultation meeting is targeted for June 2012.

## COMMENTS

Matters to be considered in determining whether a Secondary Plan is required:

### 1) Humbertown Plaza

As identified in this report, the Official Plan sets out criteria required to determine when a Secondary Plan should be undertaken. One of these criteria includes undertaking a Secondary Plan when there is a large area of vacant and underutilized land. The Humbertown Plaza site currently has approximately 12,500 square metres of retail and commercial uses and is not a large area of underutilized land.

### 2) Roads/Blocks/Open Spaces

The Official Plan policies of Section 5.3.1 further state that Secondary Plans should be undertaken in "areas where development is occurring, or proposed, at a scale, intensity or character which necessitates reconsideration or reconfiguration of local streets, block plans, public works, open space or other public service facilities". The redevelopment of Humbertown Plaza will not necessitate a reconsideration or reconfiguration of local streets, blocks, public works, open spaces or other public services. The proposal will retain all of the existing roads in-situ and no new open spaces have been proposed.

### 3) Mixed Use Areas/Apartment Neighbourhoods

Humbertown Plaza is currently designated *Mixed Use Areas* in the Toronto Official Plan which permits a broad array of residential uses, offices, retail and service uses. *Mixed Use Areas* will absorb most of the anticipated retail, office and residential growth in Toronto. Official Plan policy further states that new buildings will be located and massed to provide a transition between areas of different development intensity and scale and to adequately limit shadow impacts on adjacent *Neighbourhoods*.

A Secondary Plan review is not required for a *Mixed Use Areas*, as the designation permits an array of residential and commercial uses; provides direction for transition of new buildings to adjacent land uses and limits the impact of shadows and wind. Appropriate density limits, building heights, location and massing, limits of use and mitigation measures for development in *Mixed Use Areas* can be secured through the rezoning process.

The Official Plan also considers *Apartment Neighbourhoods* to be physically stable areas. It is not anticipated that the redevelopment of the Humbertown Plaza would necessitate the destabilization of the *Apartment Neighbourhoods*.

The introduction of a Secondary Plan for the *Apartment Neighbourhoods* to the north and south of Humbertown Plaza may not promote a desirable type and form of physical development and may result in higher densities and increased building heights based on further assessment.

In assessing development in *Mixed Use Areas*, *Mixed Use Areas* have been identified for growth whereas *Apartment Neighbourhoods* and *Neighbourhoods* have been identified to be stable, as such the nature of conducting a Secondary Plan review for a single site designated *Mixed Use Areas* is not warranted.

#### **4) Dundas Avenue Study**

As noted in this report, the Dundas Avenue Study was adopted by City Council in 2006. Given the study is recent and included a thorough public consultation process as well as land use assessment, (including building heights and densities) additional review for this portion of Dundas Street West is not required.

#### **5) Detailed Studies/Public Engagement Process**

A Secondary Plan review typically includes an extensive public engagement process and detailed assessment of reports and documents. As part of this development application process, City Planning is presently reviewing detailed studies related to transportation, land use, community services and facilities, retail market analysis and environmental assessment. City Planning further requested detailed studies and reports on built form (transition, scale, density) as well as sun, shadow and wind impacts.

As noted earlier, City Planning in consultation with the Councillor has undertaken a public engagement process with the establishment of a series of Working Group meetings with members of the public and the area neighbourhood associations. The first of the Working Group meetings will be held on May 7, 2012. The purpose of the Working Group meetings is to focus the concerns and issues and set out a process to review these matters with the proponent and the community and address the scope of the specific issues resulting from the proposed development. A Community Consultation meeting is anticipated to be held in early June.

Throughout this process City Planning will be guided by all the relevant Official Plan policies, including measures to ensure appropriate transition to the adjacent *Neighbourhoods* and *Apartment Neighbourhoods* and respect and reinforce the existing physical character and promote the stability of the established neighbourhoods.

Through this extensive planning process, and in consultation with the local community and the landowner, it is anticipated that an appropriate development will emerge.

## **CONCLUSION**

In conclusion, a Secondary Plan is not required for the re-development of Humbertown Plaza, including the *Apartment Neighbourhoods* to the north, as well as the northerly portion of Dundas Street West. As detailed in this report, the current application submission materials in combination with an extensive public engagement process will provide opportunity for significant input into the assessment of the application and its merits. Additionally, Section 5.2.1.2 of the Plan identifies the criteria under which a Secondary Plan should be prepared, and in this case, none of the criteria demonstrate that this particular implementation mechanism is required.

The Final Report will include a detailed review of the land use elements, community design, transportation and the context within which this site is located. The Report will also include a summary of the extensive public engagement process that is proposed through the Working Group. As such, a detailed site-specific Zoning By-law Amendment for the Humbertown Plaza proposal will be prepared.

## **CONTACT**

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## **SIGNATURE**

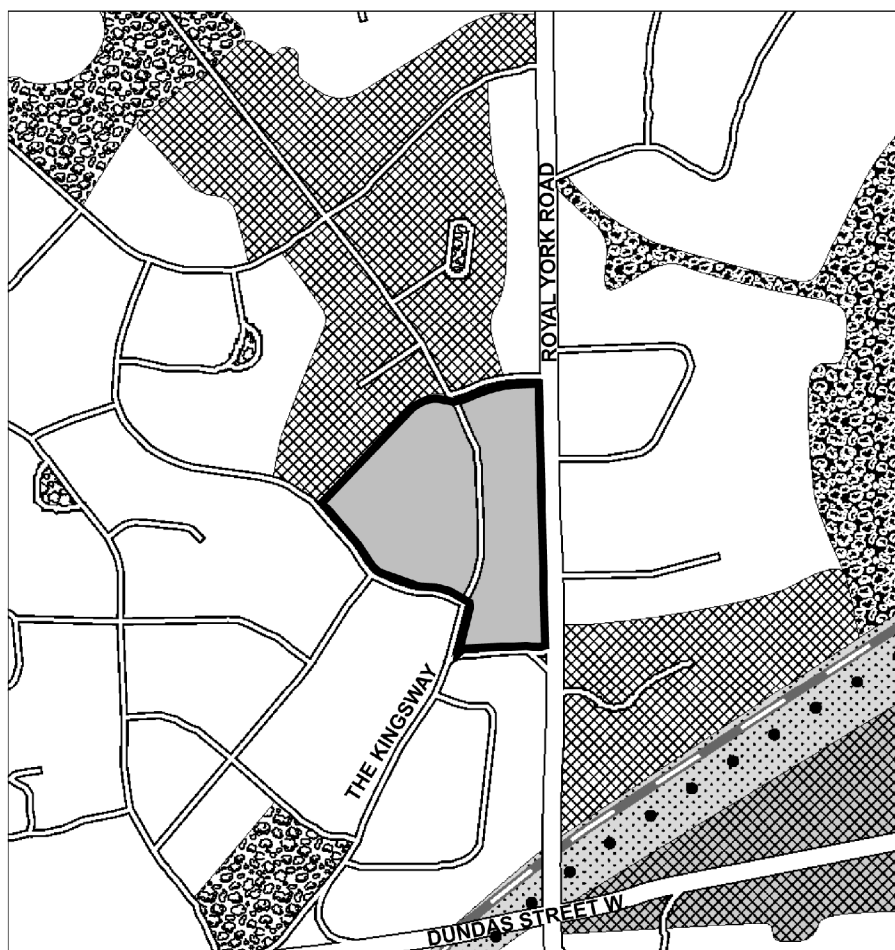
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Thomas C. Keefe  
Director, Community Planning  
Etobicoke York District

## **ATTACHMENTS**

Attachment 1: Land Use Designations, Toronto Official Plan

# Attachment 1 – Land Use Designations, Toronto Official Plan



**TORONTO** City Planning  
**Land Use Designations, Toronto Official Plan**

259 & 270 The Kingsway and  
 1144 Royal York Road  
 File # 12 111249 WET 04 QZ

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|--------------------------|--------------------------|
| Site Location            | Parks & Open Space Areas |
| Neighbourhoods           | Natural Areas            |
| Apartment Neighbourhoods | Parks                    |
| Mixed Use Areas          | Utility Corridors        |

↑  
 Not to Scale  
 04/30/12