



## REPORT FOR ACTION

### **1455 Royal York Road– Zoning By-law Amendment Application – Preliminary Report**

Date: October 8, 2020

To: Etobicoke York Community Council

From: Director, Community Planning, Etobicoke York District

Ward: 2 - Etobicoke - Central

**Planning Application Number: 20 161756 WET 02 OZ**

**Related Application: 20 161761 WET 02 SA**

**Notice of Complete Application Issued: June 30, 2020**

**Current Use(s) on Site: Vacant, previously an automotive service station.**

#### **SUMMARY**

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This report provides information and identifies a preliminary set of issues regarding the application located at 1455 Royal York Road to permit a four storey building to be used as an assisted living and memory care facility for seniors. The building would contain 94 residential units and have a total residential gross floor area of 7,842 m<sup>2</sup>. The proposal includes a single level underground parking garage with 50 parking spaces. A total of 8 short-term bicycle parking spaces are also proposed at-grade by the building entrance.

Staff are currently reviewing the application. It has been circulated to all appropriate agencies and City divisions for comment. Staff will proceed to schedule a community consultation meeting for the application with the Ward Councillor.

#### **RECOMMENDATIONS**

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The City Planning Division recommends that:

1. Staff schedule a community consultation meeting for the application located at 1455 Royal York Road together with the Ward Councillor.
2. Notice for the community consultation meeting be given to landowners and residents within 120 metres of the application site, and to additional residents, institutions and owners to be determined in consultation with the Ward Councillor, with any additional mailing costs to be borne by the applicant.

## **FINANCIAL IMPACT**

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The City Planning Division confirms there are no financial implications resulting from the recommendations included in this report in the current budget year or in future years.

## **DECISION HISTORY**

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### **Pre-Application Consultation**

A formal pre-application consultation meeting was held with the applicant on October 8, 2019 to discuss complete application submission requirements and to identify issues with the proposal. On June 30, 2020, the applicant submitted the subject application for a four storey residential building to be used as an assisted living and memory care facility for seniors.

## **ISSUE BACKGROUND**

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### **Application Description**

This application proposes to amend City-wide Zoning By-law No. 569-2013 and the former City of Etobicoke Zoning Code for the property at 1455 Royal York Road to permit a four storey apartment building with 94 units. A total residential gross floor area of 7,842 m<sup>2</sup> is proposed; representing a floor space index of 1.63 times the area of the lot. The building would have 94 assisted living and memory care units and 1,377 m<sup>2</sup> of indoor amenity space. The proposed maximum building height is 15.8 metres from established grade to the top of the roof line, not including the parapet or mechanical penthouse. Extensive landscaping and an outdoor amenity space of 520 m<sup>2</sup> are proposed around the building.

Vehicular access to the site is proposed from Chapman Road. The existing accesses from Royal York Road and Renault Crescent would be removed. The proposal includes a single level underground parking garage with 50 parking spaces. A total of 8 short-term bicycle parking spaces are also proposed at-grade by the building entrance. The building would be geared toward senior tenants as an assisted living/memory care facility.

Detailed project information is found on the City's Application Information Centre at: <https://www.toronto.ca/city-government/planning-development/application-information-centre/>

See Attachment 2 of this report, for a three dimensional representation of the project in context and Attachment 3 for the site plan of the proposal.

### **Site and Surrounding Area**

The subject site is currently vacant and was formerly occupied by an automotive service station, which has been demolished. It is located on the east side of Royal York Road, west of Renault Crescent and south of Chapman Road in the Humber Heights-

Westmount Neighbourhood. The site is generally rectangular with a splayed southeast lot line, and is approximately 4,830 m<sup>2</sup> (0.48 hectares) in size with a frontage of approximately 75.7 metres on Royal York Road, 60.8 metres frontage on Chapman Road and 100 metres frontage on Renault Crescent. The southern lot line is approximately 75 metres in length. The site has vehicular access provided from the Royal York Road, Chapman Road and Renault Crescent frontages.

Surrounding land uses include:

North:

To the north along the east side of Royal York Road are detached houses and the Capstone Community Bible Church. The residential area to the northeast is comprised of detached houses. The west side of Royal York Road contains York Memorial Collegiate Institute and further north there is a commercial plaza. The residential area to the northwest is characterized by detached houses.

South:

Directly to the south is a two-storey local commercial plaza with professional offices. South of the plaza is an existing 4-storey Humbervale Place seniors' residence which is connected to the Humbervale United Church and Montessori School. Further to the south, is All Saints Catholic Elementary School and All Saints Roman Catholic Church. The west side of Royal York Road between La Rose Avenue and Chapman Road is comprised of the rear yards of detached houses.

East:

The residential area to the east is characterized by detached houses. Further to the east is Humber Creek, Westmount Junior Public School, Westmount Park and Westmount Outdoor Pool.

West:

To the west is a residential area characterized by detached houses. Further west is Green Meadows Park.

## **Provincial Policy Statement and Provincial Plans**

Land use planning in the Province of Ontario is a policy led system. Any decision of City Council related to this application is required to be consistent with the Provincial Policy Statement (2020) (the "PPS"), and to conform with applicable Provincial Plans which, in the case of the City of Toronto, include: the Growth Plan for the Greater Golden Horseshoe (2020) and, where applicable, the Greenbelt Plan (2017). The PPS and all Provincial Plans may be found on the Ministry of Municipal Affairs and Housing website.

## **Toronto Official Plan Policies and Planning Studies**

The City of Toronto Official Plan is a comprehensive policy document that guides development in the City, providing direction for managing the size, location and built form compatibility of different land uses and the provision of municipal services and facilities. Authority for the Official Plan derives from the *Planning Act* of Ontario. The

PPS recognizes the Official Plan as the most important document for its implementation. Toronto Official Plan policies related to building complete communities, including heritage preservation and environmental stewardship may be applicable to any application. Toronto Official Plan policies may be found here:

<https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/>

The current application is located on lands shown as *Neighbourhoods* on Map 14 of the Official Plan (see Attachment 4: Official Plan Land Use Map). *Neighbourhoods* are considered physically stable areas made up of residential uses in lower scale buildings such as detached houses, semi-detached houses, duplexes, triplexes and townhouses, as well as interspersed walk-up apartments that are no higher than four storeys. Development in *Neighbourhoods* will respect and reinforce the existing physical character of each geographic neighbourhood, including the pattern of streets, blocks and lanes, parks and public building sites, prevailing size and configuration of lots, prevailing heights, massing, scale, density and dwelling type of nearby residential properties.

### **Zoning By-laws**

The site is subject to both City-wide Zoning By-law No. 569-2013 and the former City of Etobicoke Zoning Code.

Under City-wide Zoning By-law No. 569-2013, the site is zoned Commercial Local Zone 2.0(x185) and Residential Detached Zone (f13.5;a510;d0.45) (see attachment 5: Zoning By-law Map). The CL zone permits retail and office uses and a variety of personal service uses. The RD zone permits detached dwellings.

Under the former City of Etobicoke Zone Code, the site is zoned Limited Commercial Zone (CL) and Second Density Residential Zone (R2). The CL zone permits limited residential uses, personal services and institutional uses. The R2 zone permits detached dwellings.

City-wide Zoning By-law No. 569-2013 can be found here: <https://www.toronto.ca/city-government/planning-development/zoning-by-law-preliminary-zoning-reviews/zoning-by-law-569-2013-2/>

### **Design Guidelines**

The following design guideline(s) will be used in the evaluation of this application:

- Townhouses and Low-Rise Apartment Guidelines;
- Accessibility Design Guidelines; and
- Toronto Green Standard.
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The City's Design Guidelines may be found here: <https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/design-guidelines/>

## Site Plan Control

The application is subject to Site Plan Control. A Site Plan Control application has been submitted under application number 20 161761 WET 02 SA and is currently under review.

## COMMENTS

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### Reasons for the Application

Amendments to City-wide Zoning By-law No. 569-2013 and the former City of Etobicoke Zoning Code are required to establish appropriate uses and development standards related to building type, building height, coverage, setbacks, density, loading and landscaping. Other areas of non-compliance may be identified through the review of the application.

### ISSUES TO BE RESOLVED

The application has been circulated to City divisions and public agencies for comment. At this stage in the review, the following preliminary issues have been identified:

### Provincial Policies and Plans Consistency/Conformity

The application will be evaluated against the *Planning Act* and applicable Provincial Plans to establish the application's consistency with the PPS (2020) and conformity with the Growth Plan (2020).

Section 2 of the *Planning Act* sets out matters of provincial interest that City Council shall have regard to in making any decision under the *Planning Act*. Relevant matters of provincial interest are: (j) the adequate provision of a full range of housing, including affordable housing; (p) the appropriate location of growth and development; (q) the promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians; and (r) the promotion of built form that is well designed, encourages a sense of place and provides for public spaces that are of high quality, safe, accessible, attractive and vibrant.

The Provincial Policy Statement (PPS) (2020) contains policies related to managing and directing development. It requires that sufficient lands be made available for intensification and redevelopment, that planning authorities identify and promote opportunities for intensification and redevelopment where this can be accommodated taking into account, among other things, the existing building stock and surrounding area.

While the PPS encourages intensification and efficient development, it recognizes that local context is important and that well-designed built form contributes to overall long-term economic prosperity. The PPS indicates that the Official Plan is the most important vehicle for implementing the PPS and planning authorities shall identify appropriate locations for intensification and redevelopment. Policy 4.8 states that zoning and development permit by-laws are important for implementation of the PPS and that

planning authorities shall keep their zoning and development permit by-laws up-to-date with their Official Plan and the PPS.

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020) emphasizes the importance of complete communities where a range of housing options are to be provided; and that new development should provide high quality compact built form and an attractive and vibrant public realm. The Growth Plan provides municipalities the authority to define the location and nature of growth that will occur in intensification areas in a flexible manner suitable to the local context, while still meeting the overriding objectives of the Growth Plan.

The application will be evaluated against the policies and objectives of the *Planning Act*, Provincial Policy Statement (2020) and Growth Plan, especially in regards to the promotion of well-designed built form, providing for a range of housing options and whether the proposal complies with the municipal direction for growth.

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### **Official Plan Conformity**

The site is designated *Neighbourhoods* on Map 14 of the Official Plan.

A cornerstone aim of the Official Plan is to ensure that new development in *Neighbourhoods* respects the existing physical character of the area, reinforcing the stability of the neighbourhood. The stability of *Neighbourhoods'* physical character is one of the keys to Toronto's success. Changes to established *Neighbourhoods* must be sensitive, gradual and "fit" the existing physical character. As per Policy 4.1.5 of the Official Plan, new development in established *Neighbourhoods* will respect and reinforce the existing physical character of each geographic neighbourhood, including in particular:

- Patterns of streets, blocks and lanes, parks and public building sites;
- Prevailing size and configuration of lots;
- Prevailing building heights, massing, scale, number of units and dwelling type of nearby residential properties;
- Prevailing building type(s);
- Prevailing location, design and elevations relative to the grade of driveways and garages;
- Prevailing setbacks of buildings from the street or streets;
- Prevailing patterns of rear and side yard setbacks and landscaped open space; and
- Continuation of special landscape or built-form features that contribute to the unique physical character of the geographic neighbourhood.

Policy 4.1.5 of the Official Plan states that lots fronting onto a major street, and flanking lots to the depth of the fronting lots, are often situated in geographic neighbourhoods distinguishable from those located in the interior of the *Neighbourhood* due to characteristics such as: different lot configurations; better access to public transit; adjacency to developments with varying heights, massing and scale; or direct exposure to greater volumes of traffic on adjacent and nearby streets. In those neighbourhoods,

such factors may be taken into account in the consideration of a more intense form of development to the extent permitted by the Official Plan.

As the size and configuration of the existing property varies from the local lot pattern in terms of lot size, configuration and/or orientation, this proposal will also be reviewed against Policy 4.1.9 of the Official Plan. This policy states that infill development will:

- Have heights, massing and scale that are respectful of those permitted by zoning for nearby residential properties, while taking into account the existing form of development on the infill property;
- Have setbacks from adjacent residential properties and public streets that are proportionate to those permitted by zoning for adjacent residential properties, while taking into account the existing form of development on the infill property;
- Provide adequate privacy, sunlight and sky views for occupants of new and existing buildings by ensuring adequate distance and separation between building walls and using landscaping, planting and fencing to enhance privacy where needed;
- Front onto existing or newly created public streets wherever possible, with no gates limiting public access;
- Provide safe, accessible pedestrian walkways from public streets; and
- Locate, screen and wherever possible enclose service areas and garbage storage and parking, including access to any underground parking, so as to minimize the impact on existing and new streets and on residences.

Staff are reviewing the application to determine its conformity to the Official Plan.

### **Built Form, Planned and Built Context**

The built form will also be assessed based on the City's Official Plan policies and the City's Design Guidelines. An evaluation will be made to confirm whether the proposal is contextually appropriate and fits within its planned and built context. In particular, staff will be evaluating:

- Appropriateness of the proposed building type and form;
- Appropriateness of the proposed building height;
- Appropriateness of the proposed building density;
- Appropriateness of the proposed building massing and setbacks;
- Potential shadow impacts of the development;
- Transition impacts, if any, to adjacent areas;
- Location of proposed indoor and outdoor amenity space; and
- Impacts on the public realm.

### **Townhouse and Low-Rise Apartment Guidelines**

In March 2018, Toronto City Council adopted the Townhouse and Low-Rise Apartment Guidelines. The Guidelines are intended to help implement the policies of the Official Plan by achieving the appropriate design for new townhouse and low-rise apartment development applications. They address infill townhouse developments as well as developments on larger sites and the more complex and intense types of low rise, multi-

unit housing. The Guidelines cover a range of issues including site context, site organization, building types, building design, and the public and private realms. The objective of the Townhouse and Low-Rise Apartment Guidelines is to enhance the quality of the living environment, establish a balance between stable residential neighbourhoods and appropriate infill development, and provide best practices in the creation and evaluation of development proposals. The Townhouse and Low-Rise Apartment Guidelines will be considered in the review of this proposal.

## **Tree Preservation**

The application is subject to the provisions of the City of Toronto Municipal Code, Chapter 813 Articles II (Street Trees By-law) and III (Private Tree By-law).

Official Plan policies have been adopted by City Council to increase tree canopy coverage. City Council has adopted the objective of increasing the existing 27 percent tree canopy coverage to 40 percent. Policy 3.4.1 (d) states that "to support strong communities, a competitive economy and a high quality of life, public and private city-building activities and changes to the built environment, including public works, will be environmentally friendly based on: d) preserving and enhancing the urban forest by: i) providing suitable growing environments for trees; ii) increasing tree canopy coverage and diversity, especially of longlived native and large shade trees; and iii) regulating the injury and destruction of trees".

The applicant has submitted an Arborist Report, prepared by Terrastory Environmental Consulting Inc. which is under review by City staff. The Arborist Report indicates a total of 21 trees within or immediately adjacent to the site. Of the trees inventoried, six (6) private trees greater than 30 centimetres diameter at breast height require removal to facilitate implementation of the proposed development plan. Three (3) private trees greater than 30 centimetres diameter at breast height on the adjacent property to the south are anticipated to experience root disturbance.

The submitted Landscape Plan proposes 22 new trees on private property. Staff would work with the applicant to address the provision of trees and the requirement to add to the City's tree canopy.

## **Housing**

Section 3.2.1 of the Toronto Official Plan contains policies pertaining to the provision, maintenance and replacement of rental housing.

Policy 3.2.1.1 of the Official Plan states that a full range of housing, in terms of form, tenure and affordability, across the City and within neighbourhoods, will be provided and maintained to meet the current and future needs of residents. A full range of housing, the policy states, includes supportive housing and housing that meets the needs of people with physical disabilities.

The application supports Policy 3.2.1.1 and contributes to a full range of housing, as it proposes to construct a new assisted living facility comprised of 94 supportive housing units for seniors.

## **Affordable and Supportive Housing**

The City's new [HousingTO 2020-2030 Action Plan](#) provides a blueprint for action across the housing spectrum – from homelessness to long-term care for seniors – and establishes a target of creating 40,000 new affordable rental units, of which 18,000 are to be supportive housing units, over the next 10 years.

Given this application proposes to create 94 new supportive housing units for seniors, there is a significant public interest in including affordable units within the proposed development.

## **Infrastructure/Servicing Capacity**

The application will be reviewed to determine if there is sufficient infrastructure capacity (roads, transit, water, sewage, hydro, etc.) to accommodate the proposed development. The applicant submitted a Functional Servicing and Stormwater Management Report prepared by GHD and a Preliminary Geotechnical Investigation Report prepared by GHD. The purpose of these reports is to evaluate existing subsurface conditions and the effects of the development on the City's municipal servicing infrastructure and watercourses, and to identify and provide the rationale for any new infrastructure or upgrades to existing infrastructure necessary to adequately service the proposed development. The studies are currently under review by Engineering and Construction Services staff.

## **Traffic Impact**

The applicant submitted a Parking, Loading and Transportation Operations Assessment, prepared by BA Group. The purpose of the study is to evaluate the effects of the development on the transportation system, and also to identify any transportation improvements that are necessary to accommodate the travel demands and impacts generated by the proposal. This report is currently under review by Transportation Services staff.

## **Toronto Green Standard**

City Council has adopted the four-tier Toronto Green Standard (TGS). The TGS is a set of performance measures for green development. Applications for Zoning By-law Amendments, Draft Plans of Subdivision and Site Plan Control are required to meet and demonstrate compliance with Tier 1 of the Toronto Green Standard. Tiers 2, 3 and 4 are voluntary, higher levels of performance with financial incentives. Tier 1 performance measures are secured on site plan drawings and through a Site Plan Agreement or Registered Plan of Subdivision.

The applicant submitted the TGS Checklist indicating they are pursuing Tier 1 performance measures. Staff are reviewing the TGS Checklist for compliance with the Tier 1 performance measures. Planning staff will encourage the applicant to pursue Tier 2 or higher performance measures through the application review process.

## **Section 37 Community Benefits**

The Official Plan provides for the use of Section 37 of the *Planning Act* to pass by-laws for increases in height and/or density not otherwise permitted by the Zoning By-law in return for the provision by the applicant of community benefits in the form of capital facilities. It is standard to secure community benefits in a Section 37 Agreement which is then registered on title.

The proposed 4-storey building, having a GFA of 7,842 m<sup>2</sup>, does not meet the Official Plan minimum size threshold of 10,000 m<sup>2</sup> of gross floor area for consideration of Section 37 benefits.

## **Other Matters**

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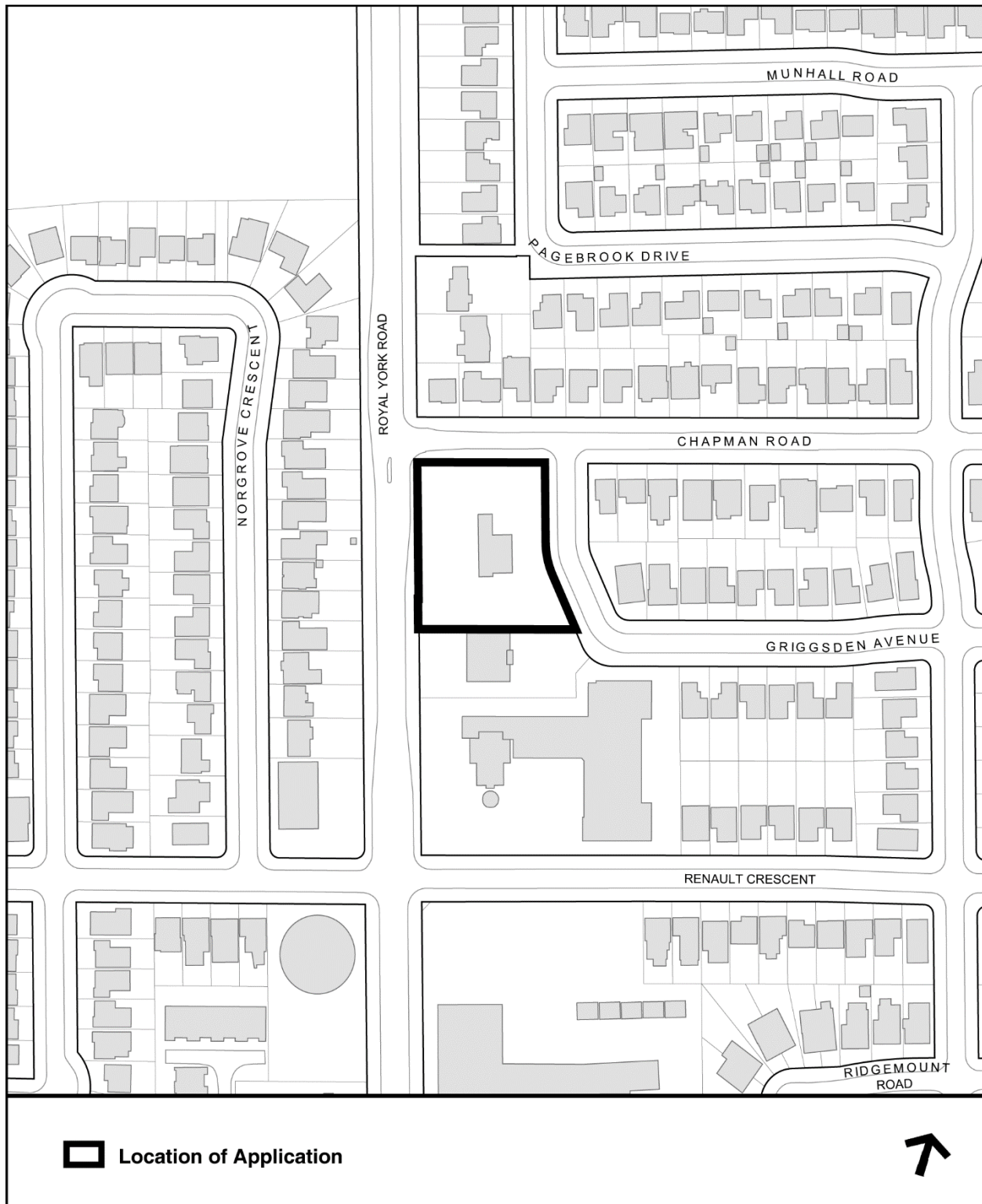
Neil Cresswell, MCIP, RPP  
Director of Community Planning  
Etobicoke York District

## **ATTACHMENTS**

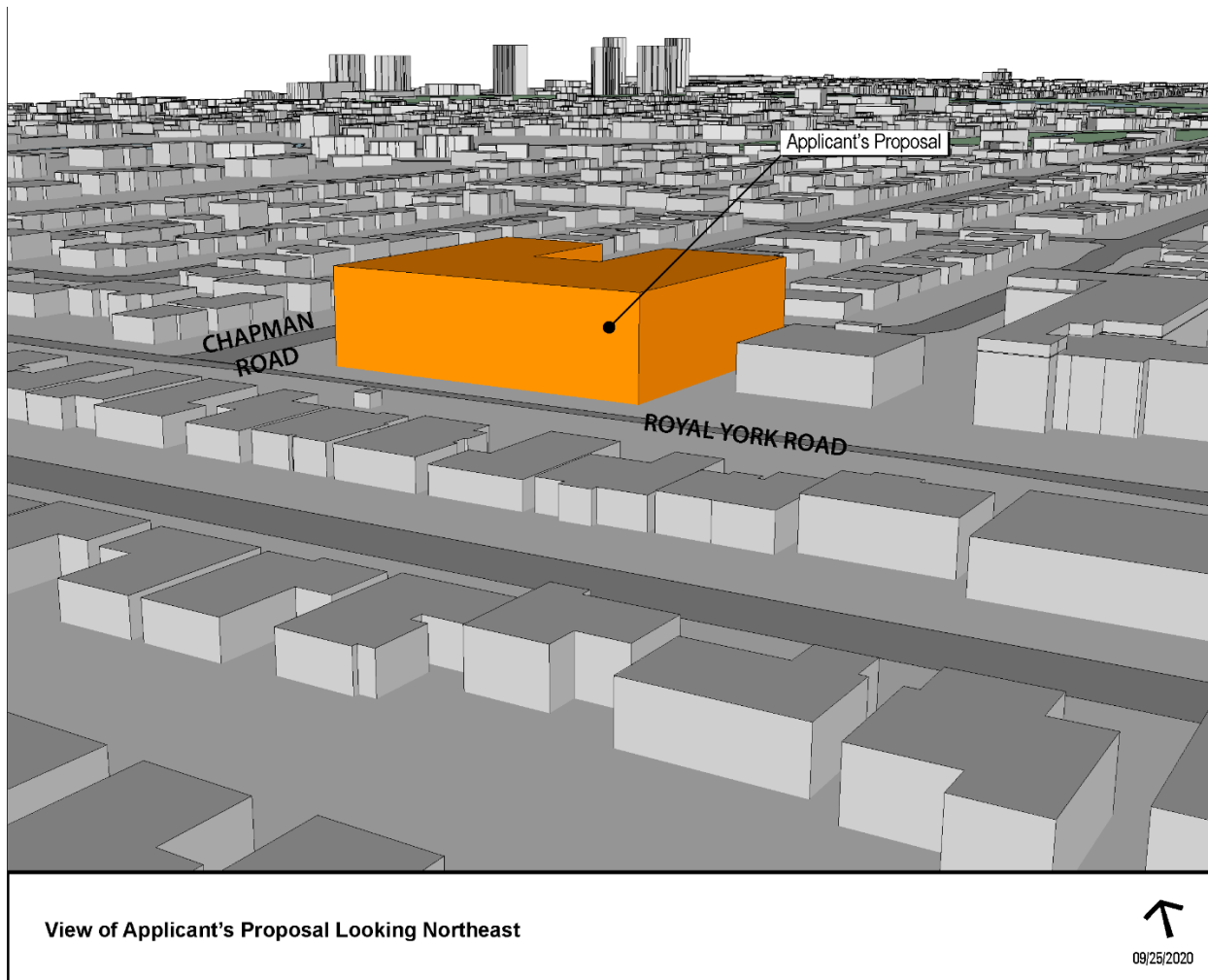
City of Toronto Drawings

Attachment 1: Location Map  
Attachment 2: 3D Model of Proposal in Context  
Attachment 3: Site Plan  
Attachment 4: Official Plan Land Use Map  
Attachment 5: Zoning By-law Map

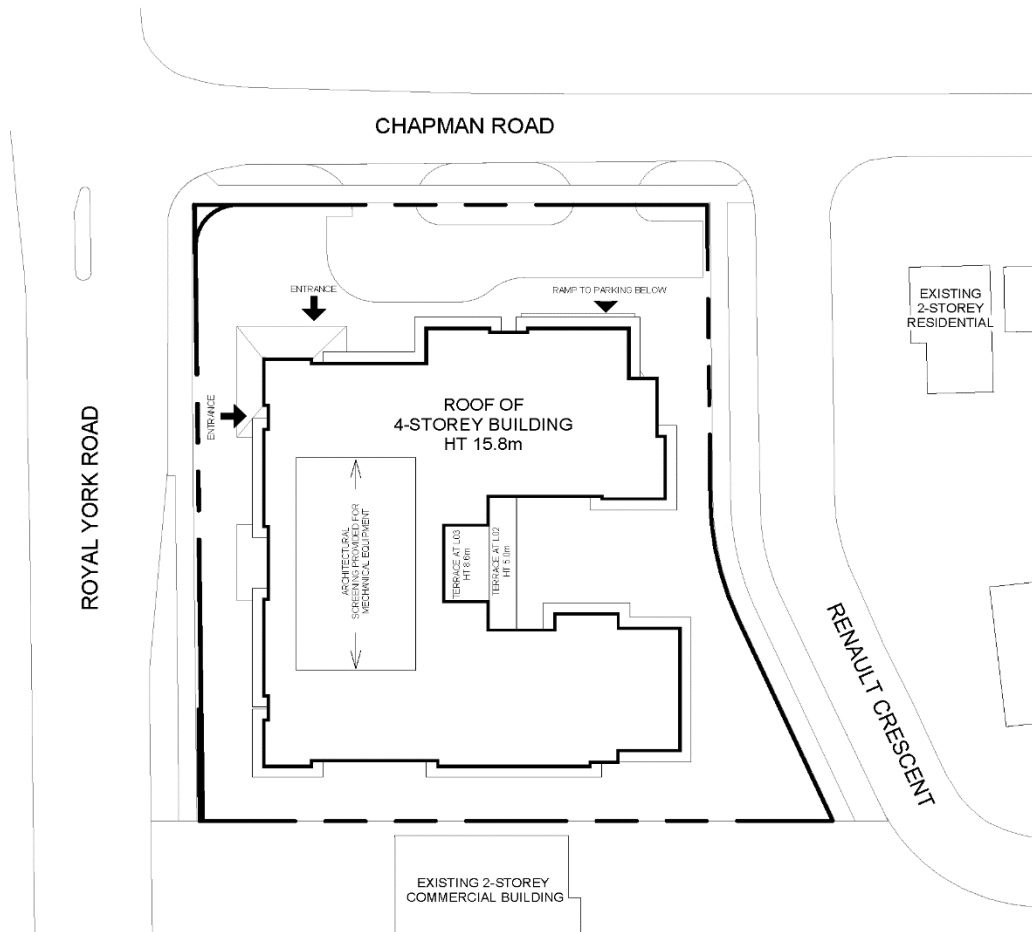
## Attachment 1: Location Map



## Attachment 2 : 3D Model of Proposal in Context



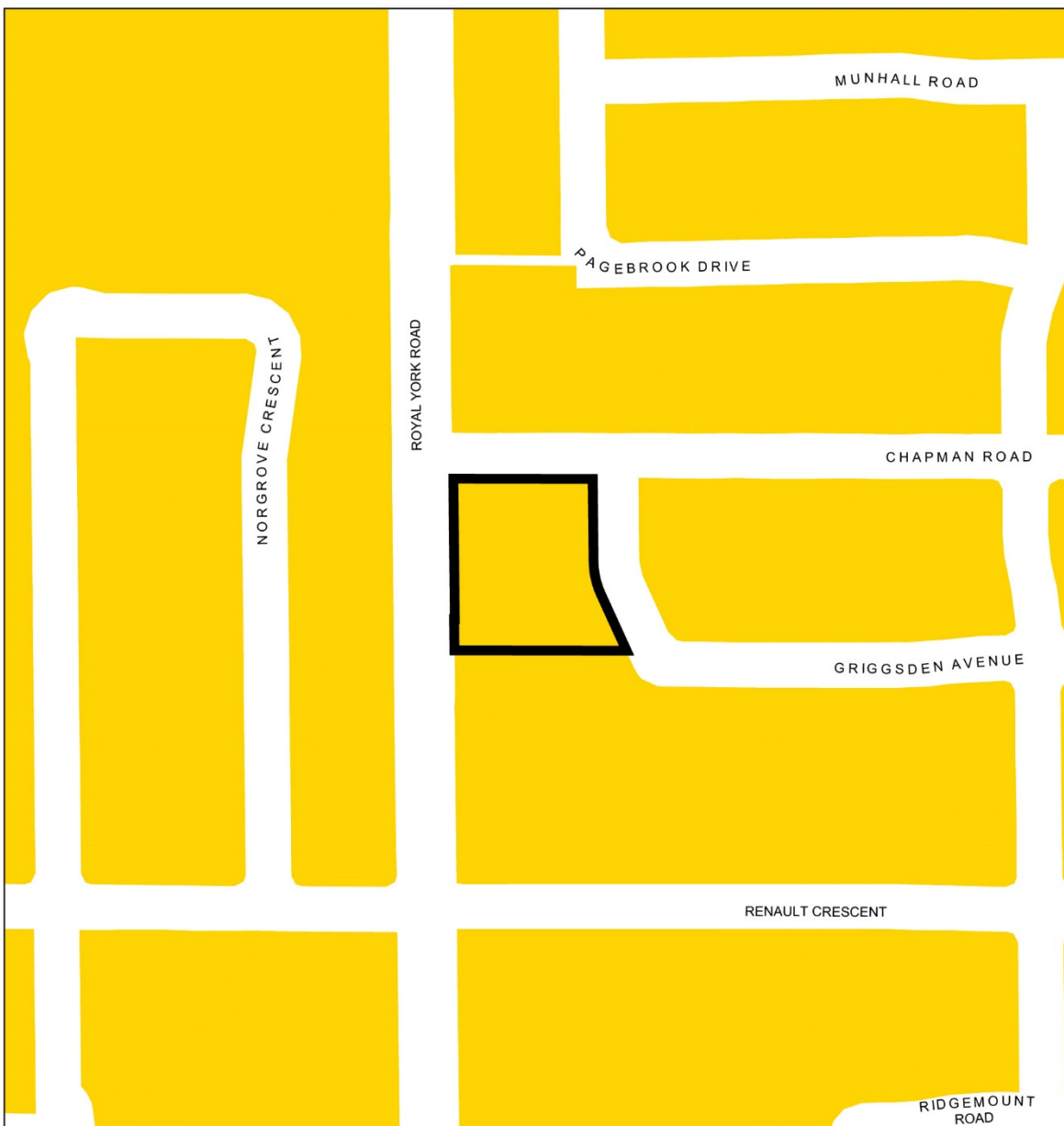
### Attachment 3: Site Plan



Site Plan



## Attachment 4: Official Plan Land Use Map



Official Plan Land Use Map #14

1455 Royal York Road

File # 20 161756 WET 02 0Z



Location of Application

Neighbourhoods



Not to Scale  
Extracted: 08/24/2020

## Attachment 5: Zoning By-law Map