

266 Royal York Road – Zoning By-law Amendment Application – Preliminary Report

Date: May 12, 2022

To: Planning and Housing Committee

From: Chief Planner and Executive Director, City Planning

Wards: Ward 3 - Etobicoke-Lakeshore

Planning Application Number: 21 236250 WET 03 OZ

Related Applications: 21 236297 WET 03 SB and 21 252097 WET 03 SA

Date of Complete Application Issued: April 25, 2022

SUMMARY

This report provides information and identifies a preliminary set of issues regarding an application to amend city-wide Zoning By-law 569-2013 and the former City of Etobicoke Zoning Code for the lands municipally known as 266 Royal York Road. The application includes lands designated Mixed Use Areas and Core Employment Areas, and proposes to permit a 36-storey mixed use building on the eastern portion of the site fronting Royal York Road and an eight-storey self-storage warehouse on the western portion of the site with a shared three-level below grade parking garage. The proposed mixed use building would contain 869 square metres of retail space at-grade and a total of 826 residential units. In total, the proposed development would have a gross floor area of 64,430 square metres, of which 49,561 square metres would be for residential uses and 14,869 square metres for non-residential uses.

In addition to the Zoning By-law Amendment application, a Draft Plan of Subdivision application has been submitted to create three blocks.

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

RECOMMENDATIONS

The Chief Planner and Executive Director, City Planning recommends that:

1. Staff schedule a community consultation meeting for the application located at 266 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.
3. Should the proposal be determined to include any non-permitted uses on lands designated as Core Employment Areas, or the applicant amends the proposal to include any non-permitted uses on lands designated as Core Employment Areas, that staff be directed to review the application concurrently and in the context of the Municipal Comprehensive Review as a request to convert employment lands.

FINANCIAL IMPACT

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

DECISION HISTORY

266 and 268 Royal York Road - Conversion Request

On August 3, 2021, the applicant submitted a Conversion Request application to the City for the lands municipally known as 266 and 268 Royal York Road requesting to redesignate the western portion of the lands from Core Employment Areas to Mixed Use Areas to permit residential uses. At its meeting of March 25, 2022, the Planning and Housing Committee considered a Preliminary Assessment of the Conversion Request (No. 099) and authorized the Chief Planner and Executive Director, City Planning to use the Preliminary Assessment as the basis of consultation. The Committee decision and Preliminary Assessment may be viewed here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2022.PH32.8>

THE SITE

Description

The site is generally flat and irregular in shape and has an area of 8,529 square metres and an approximate frontage of 47 metres along Royal York Road. The site has an approximate depth of 127 metres on the north property line and an approximate total depth of 184 metres along the south property lines.

Existing Uses

A two-storey industrial building currently occupies the site. The site also contains a driveway along the north property line that leads to a surface parking lot and outdoor storage area at the rear of the property.

Official Plan Designation

The eastern portion of the site fronting onto Royal York Road is designated Mixed Use Areas and the western portion of the site is designated Core Employment Areas. Royal York Road is defined as a Major Street with a planned right-of-way width of 27 metres. See Attachment 5 for the land use designations of the Official Plan. The Toronto Official Plan policies may be found here:

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

Zoning:

The eastern portion of the site fronting onto Royal York Road is zoned C (Commercial) under the former City of Etobicoke Zoning Code. This zoning category permits a range of uses including but not limited to car sales lot, bank, office, place of worship, club, funeral parlour, hotel, library, parking lot, school, restaurant, retail store, supermarket and a dwelling unit over a commercial use. The maximum height of a building in which dwelling units are permitted above a commercial use is three storeys.

Under city-wide Zoning By-law 569-2013, the western portion of the site is zoned Employment Industrial [E 1.0 (x54)]. This zoning category permits a range of uses including but not limited to industrial sales and service, certain manufacturing uses, public works yard, production studio, warehouse and wholesaling use. The eastern portion of the site is not subject to city-wide Zoning By-law 569-2013.

The city-wide Zoning By-law 569-2013 can be found here:

<https://www.toronto.ca/citygovernment/planning-development/zoning-by-law-preliminary-zoning-reviews/zoningby-law-569-2013-2/>

ISSUE BACKGROUND

Application Description

The applicant proposes to amend city-wide Zoning By-law 569-2013 and former City of Etobicoke Zoning Code for 266 Royal York Road to permit a 36-storey (121 metres in height including the mechanical penthouse) mixed use building with a 12-storey podium on the eastern portion of the site, containing 869 square metres of retail space at-grade and a total of 826 dwelling units. An eight-storey self-storage warehouse (29.3 metres in height) is proposed on the western portion of the site. The proposed development would have a total gross floor area of 64,430 square metres, of which 49,561 square metres would be for residential uses and 14,869 square metres for non-residential uses.

In addition to the Zoning By-law Amendment application, a Draft Plan of Subdivision application has been submitted to create three blocks which consist of the following:

- Block 1 would consist of the proposed eight-storey self-storage warehouse building, the western portion of the shared below-grade parking garage, new driveway, and a loading space for the residential component of the proposed mixed-use building;
- Block 2 would consist of the proposed 36-storey mixed-use building and the eastern portion of the shared below-grade parking garage; and
- Block 3 would consist of a road widening of 3.44 metres fronting Royal York Road that is proposed to be conveyed to the City.

Density: 7.72 times the area of the lot.

Dwelling Units: The proposed 826 dwelling units include 619 one-bedroom (75%), 124 two-bedroom (15%) and 83 three-bedroom (10%) units.

Access, Parking and Loading: Vehicular and loading access to the proposed buildings would be provided by a new driveway entrance on Royal York Road along the south property line of the site and would extend through the site along the rear property line. A total of 414 vehicular parking spaces are proposed within a shared three-level below grade parking garage. Vehicular parking spaces that would serve the residential component of the mixed use building are located within the shared parking garage on the western portion of the site designated Core Employment Areas.

A total of 948 bicycle parking spaces are proposed, including 744 long-term residential spaces, 83 long-term non-residential spaces and 83 short-term residential spaces.

Four internalized Type 'B' loading spaces are proposed on the ground floor of the proposed self-storage warehouse. Two Type 'G' loading spaces are proposed to service the mixed use building, one of which is internalized on the ground floor of the building and the other is located outside of the building on the lands designated Core Employment Areas.

A road widening of 3.44 metres fronting Royal York Road is proposed to be conveyed to the City in order to satisfy the Official Plan requirement of a 27-metre wide right-of-way in this area. The area of the site would be 8,348 square metres with the proposed conveyance.

Additional Information: See Attachments 1, 2, 4 and 7 of this report for a three-dimensional representation of the project in context, a site plan of the proposal and Application Data Sheet, respectively. Detailed project information including all plans and reports submitted as part of the application can be found on the City's Application Information Centre at www.toronto.ca/266RoyalYorkRd.

Provincial Policy Statement and Provincial Plans

Any decision of 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: A Place to Grow:

Growth Plan for the Greater Golden Horseshoe (2020). The PPS and all Provincial Plans may be found on the Ministry of Municipal Affairs and Housing website.

Growth Plan for the Greater Golden Horseshoe (2020)

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020) (the "Growth Plan (2020)") came into effect on August 28, 2020. This new plan replaces the previous Growth Plan for the Greater Golden Horseshoe, 2019. The Growth Plan (2020) continues to provide a strategic framework for managing growth and environmental protection in the Greater Golden Horseshoe region, of which the City forms an integral part. The Growth Plan (2020) establishes policies that require implementation through a Municipal Comprehensive Review (MCR), which is a requirement pursuant to Section 26 of the *Planning Act*.

Policies not expressly linked to a MCR can be applied as part of the review process for development applications, in advance of the next MCR. These policies include:

- Directing municipalities to make more efficient use of land, resources and infrastructure to reduce sprawl, contribute to environmental sustainability and provide for a more compact built form and a vibrant public realm;
- Directing municipalities to engage in an integrated approach to infrastructure planning and investment optimization as part of the land use planning process;
- Achieving complete communities with access to a diverse range of housing options, protected employment zones, public service facilities, recreation and green space, and better connected transit to where people live and work;
- Retaining viable lands designated as employment areas and ensuring redevelopment of lands outside of employment areas retain space for jobs to be accommodated on site;
- 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 (2020), 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 (2020) 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 Council in respect of the exercise of any authority that affects a planning matter shall conform with the Growth Plan (2020). Comments, submissions or advice affecting a planning matter that are provided by Council shall also conform with the Growth Plan (2020).

Planning for Major Transit Station Areas

The Growth Plan (2020) as amended contains policies pertaining to population and employment densities that should be planned for in major transit station areas (MTSAs) along priority transit corridors or subway lines. MTSAs are generally defined as the area within an approximately 500 to 800 metre radius of a transit station, representing about

a 10-minute walk. The subject site is located within approximately 200 metres of the Mimico Station on the GO – Lakeshore Line.

The Growth Plan (2020) requires that, at the time of the next municipal comprehensive review (MCR), the City update its Official Plan to delineate MTSA boundaries and demonstrate how the MTSA's plan for the prescribed densities. On June 29, 2020, City Council approved a work plan (Item No. PH14.4) for the Growth Plan Conformity and MCR of the Toronto Official Plan and established August 4, 2020 as the commencement of the City's MCR. Regarding MTSA's, the MCR work plan includes a three-phased implementation approach to delineate and set density targets for the 160+ MTSA's in Toronto. The Minister has set July 1, 2022 as the deadline for the MCR to be completed.

Delineated Protected Major Transit Station Areas (PMTSA's) will be a subset of all 160+ MTSA's that the City can delineate before the MCR is concluded. In order to delineate PMTSA's before the MCR is concluded, the City must put into place a detailed planning framework for PMTSA's that identifies permitted uses of land and minimum densities with respect to buildings and structures within the delineated area. The level of specificity is akin to provisions contained within an area zoning by-law, which is not required for MTSA's. Bill 108 allows municipalities to apply Inclusionary Zoning to PMTSA's. The Mimico GO Station area is included in Phase 2 of the MTSA's implementation as a PMTSA.

COMMENTS

Reason for the Application

The proposal requires an amendment to city-wide Zoning By-law 569-2013, as amended, and the former City of Etobicoke Zoning Code in order to vary several performance standards as they relate to density, height, setbacks and parking spaces, among others, and to permit a self-storage warehouse.

An amendment to the Official Plan is also required to permit the development proposal as the Official Plan does not permit lands designated as Core Employment Areas to be used for vehicular parking spaces, loading spaces and/or locker/storage space that would serve the residential component of the proposed mixed-use building. Should the proposal continue to include any non-permitted uses on lands designated as Core Employment Areas, staff will review the application concurrently and in the context of the Municipal Comprehensive Review as a request to convert employment lands.

ISSUES TO BE RESOLVED

The application has been circulated to City divisions and public agencies for comment. Staff will review this application to determine its consistency with the Provincial Policy Statement, conformity with the Growth Plan, and conformity to the Official Plan.

City Council has declared a Climate Emergency, and set goals to achieve a net zero greenhouse gas emissions by 2050 or sooner. To support strong communities and a high quality of life, development should positively contribute to its neighbourhood, including efforts toward climate change mitigation and resilience.

At this stage in the review, the following preliminary issues have been identified:

- Appropriateness of the proposed uses;
- Appropriateness of the proposed building heights, densities, massing, siting, scale and floor plate size;
- Appropriateness of the proposed transition, separation distances, setbacks, step-backs, angular plane and shadow impacts as well as the relationship to adjacent properties;
- Proposed mix of units and their sizes to ensure housing is provided for a broad range of households, including families with children;
- Appropriateness of the location and quantity of indoor and outdoor amenity space;
- Appropriateness of the proposed driveway, access, site circulation, location and quantity of vehicular, loading and bicycle parking spaces;
- Appropriateness of the increase in density and the impact to existing services in the area, including infrastructure, public transit, roads, and community services and facilities;
- Appropriateness of the transition to neighbouring sensitive land uses including major transportation infrastructure, schools, parks and neighbourhoods;
- Compatibility with existing nearby industrial uses and major transportation infrastructure (rail corridor and yard that houses VIA Rail Toronto Maintenance Centre and Go Transit Willowbrook Rail Maintenance Facility) and ensuring residential uses are adequately mitigated from any adverse impacts including noise and air emissions;
- Potential noise and vibration impacts and consideration for safety in proximity to rail corridor and rail maintenance facilities;
- Appropriateness of the proposed tree removal and planting plans;
- Appropriate regard for applicable City guidelines;
- Provision of parkland (on-site or cash-in-lieu);
- Provision of Toronto Green Standard Version 3.0 Tier 1 requirements, and encouraged to pursue Tier 2, 3 or 4;
- Enrollment pressures for accommodation at local schools;
- Inclusion of a range and mix of housing options, including affordable housing; and
- In the event the City accepts in-kind benefits from the applicant pursuant to Section 37 of the *Planning Act*, the City's Fair Wage Policy and Labour Trades Contractual Obligations will apply to such work.

Additional Issues

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

CONTACT

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SIGNATURE

Gregg Lintern, MCIP, RPP
Chief Planner and Executive Director
City Planning

ATTACHMENTS

City of Toronto Drawings

Attachment 1: 3D Model of Proposal in Context, Looking Northwest

Attachment 2: 3D Model of Proposal in Context, Looking Northeast

Attachment 3: Location Map

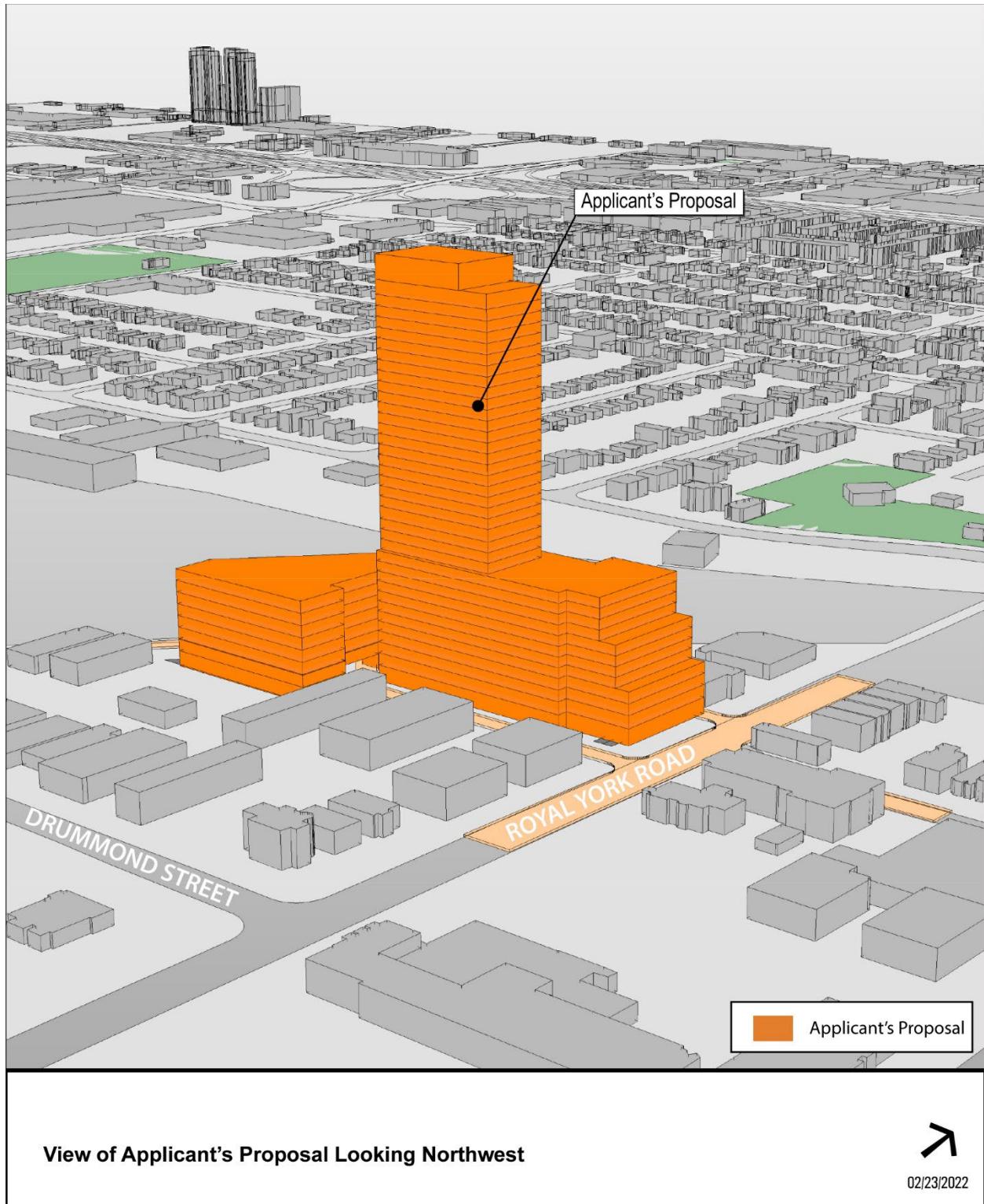
Attachment 4: Site Plan

Attachment 5: Official Plan Land Use Map

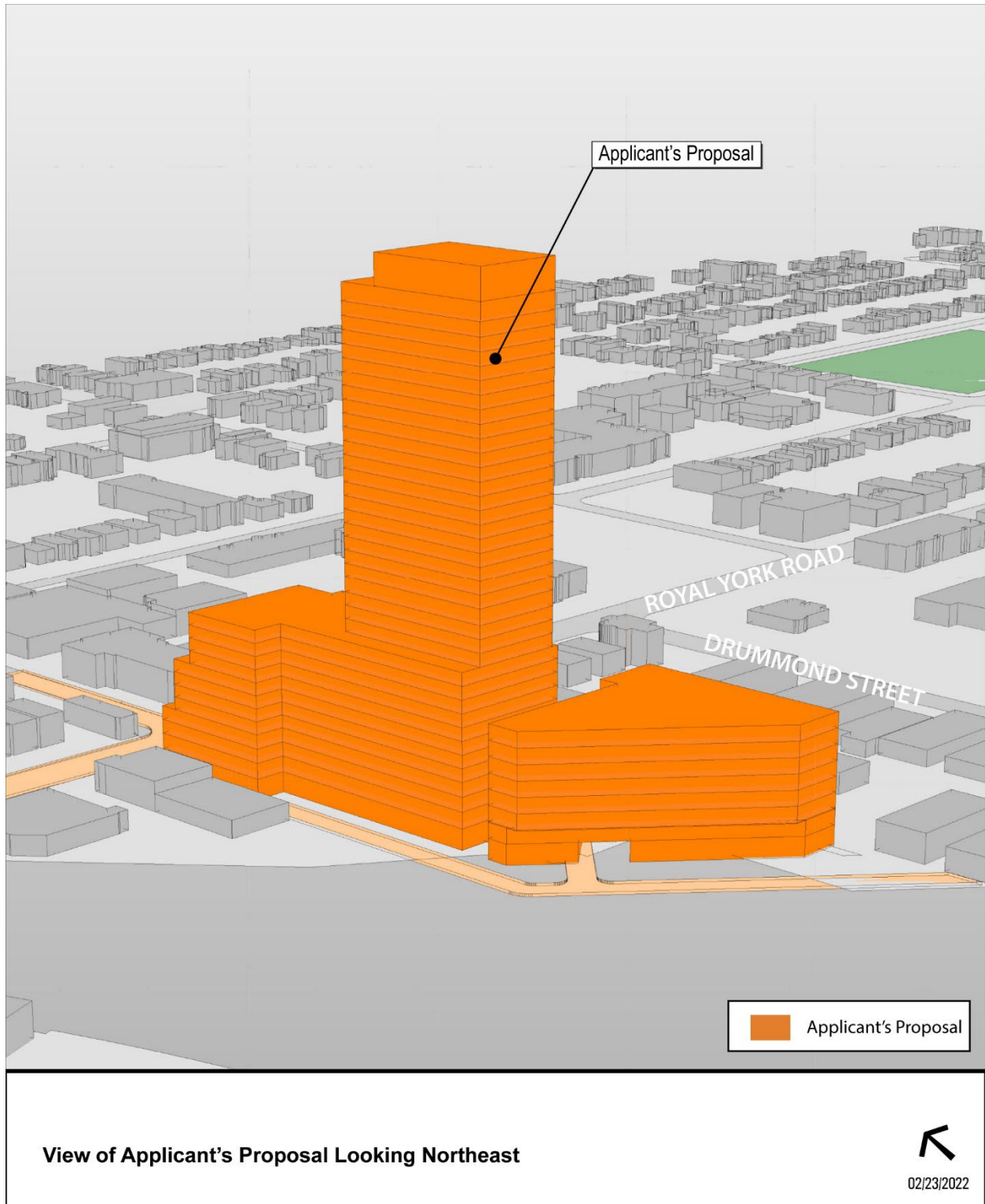
Attachment 6: Zoning Map

Attachment 7: Application Data Sheet

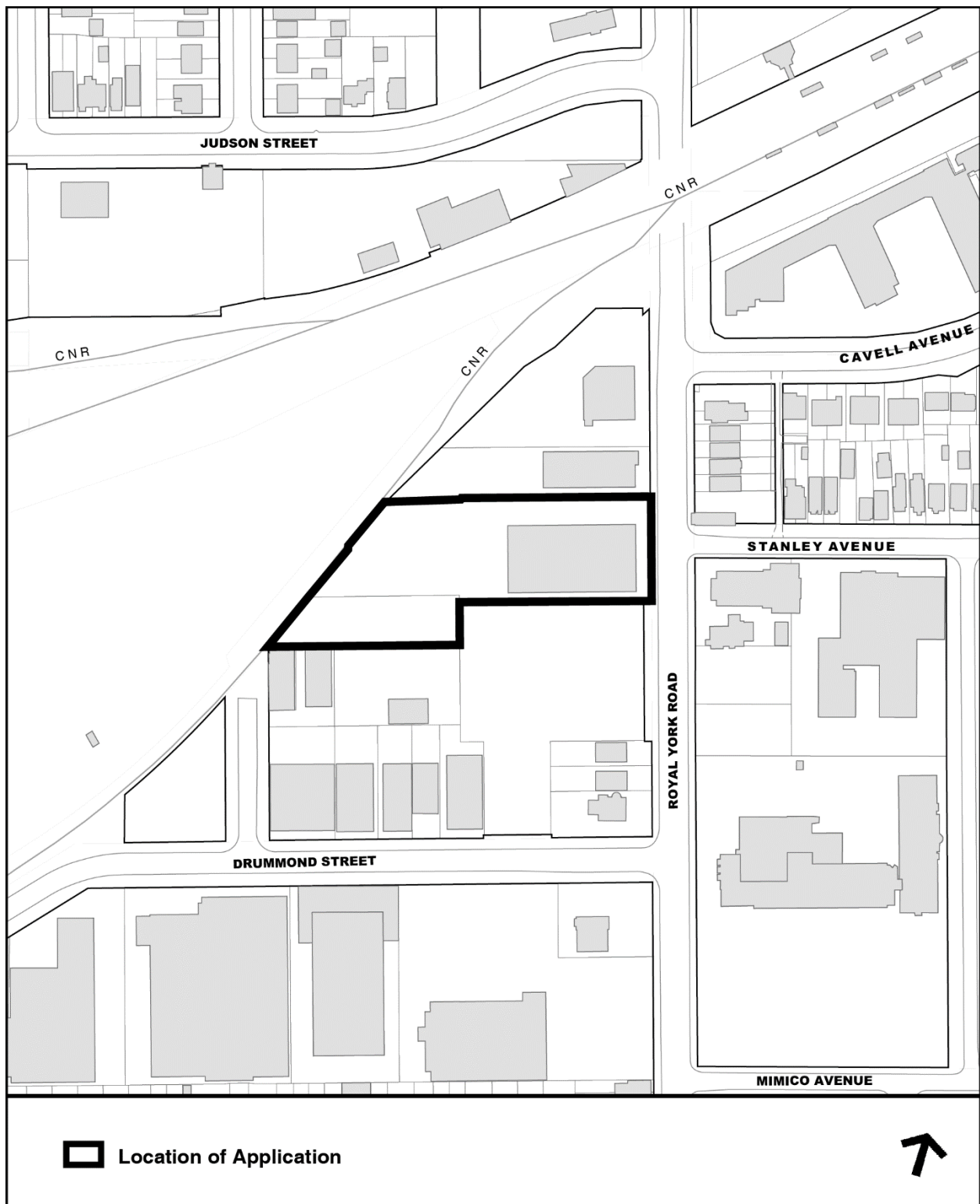
Attachment 1: 3D Model of Proposal in Context, Looking Northwest



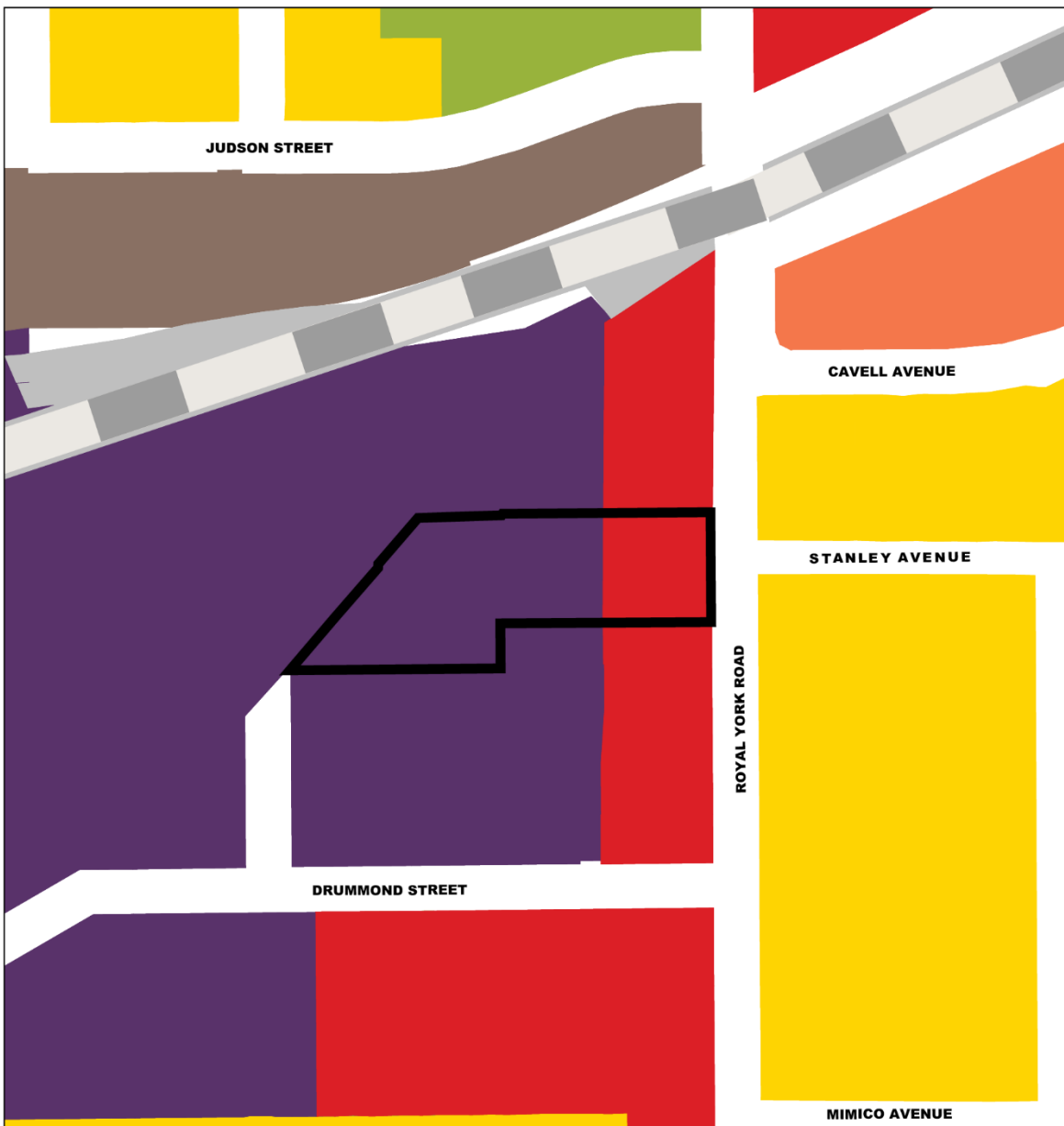
Attachment 2: 3D Model of Proposal in Context, Looking Northeast



Attachment 3: Location Map



Attachment 5: Official Plan Land Use Map



Official Plan Land Use Map #15

266 Royal York Road

File # 21 236250 WET 03 0Z



Location of Application

Neighbourhoods

Apartment Neighbourhoods

Mixed Use Areas

Parks

Regeneration Areas

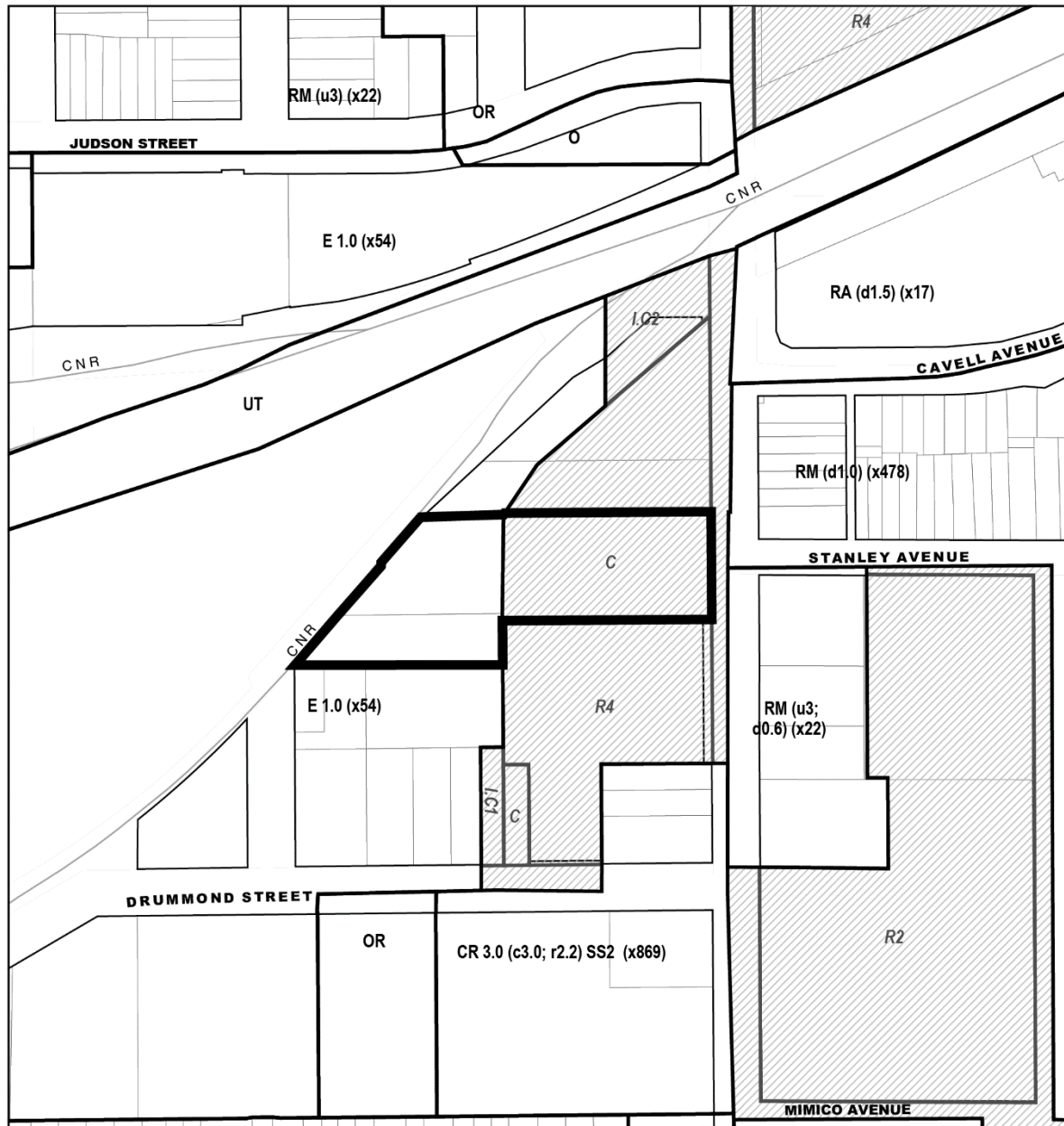
Utility Corridors

Core Employment Areas



Not to Scale
Extracted: 11/15/2021

Attachment 6: Zoning Map



Zoning By-law 569-2013

266 Royal York Road

File # 21 236250 WET 03 0Z



Location of Application

RM Residential Multiple
RA Residential Apartment
CR Commercial Residential
E Employment Industrial
O Open Space
OR Open Space Recreation

UT Utility and Transportation



See Former City of Etobicoke By-Law No. 11,737

R4 Fourth Density Residential Zone
R2 Residential 1, 2, & 3 Family
R4 Residential Multiple
C Commercial
I.C1 Class 1 Industrial Zone
I.C2 Class 2 Industrial Zone



Not to Scale
 Extracted: 11/15/2021

APPLICATION DATA SHEET

Municipal Address: 266 ROYAL YORK ROAD **Date Received:** December 15, 2021

Application Number: 21 236250 WET 03 OZ

Application Type: Rezoning

Project Description: Zoning By-law Amendment application to permit proposed 36-storey mixed use building and eight-storey self-storage warehouse with a shared three-level below grade parking garage.

Applicant	Agent	Architect	Owner
BISHOP STUART			ROYAL YORK REGENCY HOLDINGS INC

EXISTING PLANNING CONTROLS

Official Plan Designation: Mixed Use Areas / Core Employment Areas Site Specific Provision: No

Zoning: C / E 1.0 (x54) Heritage Designation: No

Height Limit (m): Site Plan Control Area: Yes

PROJECT INFORMATION

Site Area (sq m): 8,529 Frontage (m): 47 Depth (m):

Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):				
Residential GFA (sq m):			49,561	49,561
Non-Residential GFA (sq m):	3,298		14,869	14,869
Total GFA (sq m):	3,298		64,430	64,430
Height - Storeys:			8 & 36	8 & 36
Height - Metres:			29.3 & 121	29.3 & 121

Lot Coverage Ratio (%) Floor Space Index: 7.72

Floor Area Breakdown	Above Grade (sq m)	Below Grade (sq m)
Residential GFA:	49,561	
Retail GFA:	869	
Office GFA:		
Industrial GFA:		
Institutional/Other GFA:	14,000	

Residential Units by Tenure	Existing	Retained	Proposed	Total
Rental:				
Freehold:				
Condominium:			826	826
Other:				
Total Units:			826	826

Total Residential Units by Size

	Rooms	Bachelor	1 Bedroom	2 Bedroom	3+ Bedroom
Retained:					
Proposed:			619	124	83
Total Units:			619	124	83

Parking and Loading

Parking Spaces:	414	Bicycle Parking Spaces:	948	Loading Docks:	6
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