

Sheppard Avenue East Planning Review – Status Report

Date: May 18, 2021

To: North York Community Council

From: Acting Director, Community Planning, North York District

Wards: Ward 17 - Don Valley North

Planning Application Number: 19 254260 NNY 17 OZ

SUMMARY

This report provides a status on the review of the Sheppard Avenue East Planning Review and summarizes the analysis completed to date, issues that have currently been identified and next steps for this study as directed by North York Community Council on March 1, 2021. This report also proposes draft delineations for the Major Transit Station Areas for consultation to be considered in the context of the review of major transit station areas through the City-wide Growth Plan conformity exercise. The purpose of the study is to examine whether the existing policies provide for appropriate density, height and other policy considerations in the Sheppard East Subway Corridor Secondary Plan. The study will also evaluate whether there is potential for appropriate, grade-related, low-rise intensification opportunities on existing older two-storey and three-storey townhouse and apartment building sites in the vicinity of Talara Drive and Highway 401 that are designated *Neighbourhoods* and *Apartment Neighbourhoods*.

RECOMMENDATIONS

The City Planning Division recommends that North York Community Council:

1. Direct the Chief Planner and Executive Director, City Planning to continue the review and analysis of the policy framework for this segment of Sheppard Avenue East in phases and to facilitate more public engagement.
2. Endorse the Draft Boundaries for Major Transit Station Areas map attached as Attachment 2 to this report for consultation to be considered in the context of the review of major transit station areas through the city-wide Growth Plan conformity exercise.

FINANCIAL IMPACT

The recommendations in this report have no financial impact.

DECISION HISTORY

On June 26, 2018, City Council directed City Planning staff to review the existing policies contained within the Sheppard East Subway Corridor Secondary Plan and the associated Bessarion-Leslie Context Plan for the lands located to the north and south of Sheppard Avenue East between the east side of Bayview Avenue and the east side of Leslie Street.

The decision can be viewed at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.NY31.8>

On June 29, 2020, City Council adopted a report regarding the City's Growth Plan Conformity and Municipal Comprehensive Review (MCR) - Work Plan.

The decision can be viewed at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.PH14.4>

On March 1, 2021, North York Community Council directed City Planning Staff to provide a Status Report on the Sheppard Avenue East Planning Review to North York Community Council.

The decision can be viewed at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.NY22.26>

PROPOSAL

Study Area and Context

City Council directed City Planning staff to conduct a Planning Review of the properties designated *Mixed Use Areas* and *Institutional Areas* in the Toronto Official Plan along Sheppard Avenue East between the east side of Bayview Avenue and Leslie Street.

The Planning Review will analyze the existing and planned built form context to clarify, refine, and/or strengthen the appropriate density and height limitations and other planning and built form policies for these areas. The review will look at any development potential that remains in the corridor and the potential transportation and servicing impacts resulting from any remaining development potential.

The Planning Review will also consider whether there is potential for appropriate, grade related, low-rise intensification opportunities on existing older two-storey and three-storey townhouse and apartment building sites in the vicinity of Talara Drive and Highway 401.

The Planning Review will provide recommendations to clarify, refine, and/or strengthen the existing policy framework, which could include official plan amendments, area-specific planning tools and policies, and area-specific urban design guidelines.

Provincial Policy Statement and Provincial Plans

Any decision of Council related to this study 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.

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 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 MTSAs are planned for the prescribed densities.

There are three subway stations on Line 4 within the study area, Bayview Station, Bessarion Station and Leslie Station. Pursuant to the Growth Plan, the lands around these transit stops will be delineated as major transit station areas through the Municipal Comprehensive Review. These stations are required to be planned to a minimum density target of 200 residents and jobs per hectare. The existing conditions in the Secondary Plan Area, including development recently constructed, approved or under construction, would exceed the minimum density target required by the Growth Plan.

Policy 2.2.4.2 of the Growth Plan requires the boundaries of major transit station areas to be delineated by municipalities in a transit supportive manner to maximize the number of users within walking distance of the station. Policy 5.2.3.2 provides for the implementation of strategic growth areas like major transit station areas pursuant to a municipal comprehensive review pursuant to Section 26 of the Planning Act. The Growth Plan requires municipalities to achieve this conformity by 2022. On June 29, 2020, City Council provided direction on the approach to undertake a Section 26 review of major transit station areas.

An outcome of the analysis undertaken so far during the Sheppard Avenue East Planning Review Study is the ability for staff to advance a draft boundary for intensification around the three major transit station areas within the Secondary Plan Area along Sheppard Avenue East between Bayview Avenue and Leslie Street. The proposed draft major transit station areas boundaries can be found in Attachment 2 to this report. As previously discussed, should this boundary be adopted for the major transit station areas as part of the City's Growth Plan conformity exercise, the existing

and planned density on these lands will exceed the required minimum density targets. The Secondary Plan will provide for additional managed, transit-supportive intensification. It is recommended that Community Council endorse the draft boundary found in Attachment 2, to form part of the review of major transit station areas through a city-wide Growth Plan conformity exercise, and make it available for consultation.

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/>

Sheppard East Subway Corridor Secondary Plan (SESCSP)

The Sheppard East Subway Corridor Secondary Plan was approved in 1999 in anticipation of the construction of the Sheppard Avenue (Line 4) Subway, which was completed in 2002. The land use policy context anticipates and encourages intensification along this segment of Sheppard Avenue East and this segment is identified as an Avenue on Map 2 – Urban Structure in the Official Plan.

The lands fronting this segment of Sheppard Avenue East, from east of Bayview Avenue to Leslie Street contain lands designated *Apartment Neighbourhoods*, *Neighbourhoods*, *Parks and Open Space Areas* as well as *Mixed Use Areas* on Map 19 and in the Official Plan.

The *Mixed Use Areas* designation permits a broad range of commercial, residential and institutional uses, and includes policies and criteria to guide development. New development should comply with the development criteria in *Mixed Use Areas* as outlined in the Official Plan.

Sheppard East Subway Corridor Secondary Plan identifies a number of Key Development Areas along this segment of Sheppard Avenue East and includes a number of objectives for directing growth in the study area, such as:

- supporting the goals and objectives of the Official Plan including the urban structure policies and the *Neighbourhoods* and *Apartment Neighbourhoods* policies which limit intensification in stable residential areas;
- key development areas are primarily designated as *Mixed Use Areas*;
- residential communities which area outside the areas appropriate for reurbanization in close proximity to the subway stations, are to be protected and enhanced as stable residential communities;

- development will be transit supportive with the highest densities generally located closest to the rapid transit stations, and to a lesser extent along arterial road frontages; and
- development will be of a high quality urban design, and will create compatible transitions in height and scale between higher density *Mixed Use Areas* and those existing designated stable residential areas which are to be protected and retained.

The Sheppard East Corridor Secondary Plan can be found here:

<https://www.toronto.ca/wp-content/uploads/2017/11/9805-cp-official-plan-SP-9-SheppardEast.pdf>

Amendments to the Sheppard East Subway Corridor Secondary Plan

This segment of Sheppard Avenue East has seen a number of developments throughout the previous decades since the introduction of the Sheppard East Subway Corridor Secondary Plan. Recent approvals and LPAT hearings have set a new level of development in the area. There are currently a number of active applications in the area. More recent development applications are seeking increases to the six-storey height limit along Sheppard Avenue East as well as seeking increases to the permitted densities in the Secondary Plan.

Current Applications to Amend the Sheppard East Subway Corridor Secondary Plan

Currently, there are five active applications to amend the SESCSP: 589 Sheppard Avenue East and 7-9 Barberrry Place, 680-688 Sheppard Avenue East, 699 Sheppard Avenue East, 1181 Sheppard Avenue East and 71 Talara Drive.

The Official Plan and Zoning By-law Amendment application for 589 Sheppard Avenue East and 7 and 9 Barberrry Place (file no. 20 233673 NNY 17 OZ) proposes a new 14 storey mixed use building, with retail and residential uses. The development will have gross floor area of 15,096 square metres. The relocation of the Thomas Clark House (heritage building) to the northwest corner of the development site is also proposed. Additional details can be found at the following link to the preliminary report: <http://www.toronto.ca/legdocs/mmis/2021/ny/bgrd/backgroundfile-165402.pdf>

The Official Plan and Zoning By-law Amendment application for 680-688 Sheppard Avenue East (file no. 19 248099 NNY 17 OZ) proposes a 24 storey residential building with a 8-10 storey mid-rise component and a 7-9 storey base building along Sheppard Avenue East containing 527 residential units, including 35 rental replacement units. The total gross floor area would be 38,163 square metres of which 695 square metres is proposed for a new day nursery. Additional details can be found at the following link to the preliminary report: <http://www.toronto.ca/legdocs/mmis/2020/ny/bgrd/backgroundfile-145139.pdf>

The Official Plan and Zoning By-law Amendment application for 699 Sheppard Avenue East (file no. 19 192154 NNY 17 OZ) proposes a 12 storey mixed use building with 169 residential units and a total gross floor area of 10,829m². Vehicular access to the site

would be provided by a single driveway via Sheppard Avenue East. The proposed development would provide a total of 115 parking spaces located in a two-level underground garage. A total of 238 bicycle parking spaces are proposed. Additional details can be found at the following link to the preliminary report:

<https://www.toronto.ca/legdocs/mmis/2019/ny/bgrd/backgroundfile-139091.pdf>

The Official Plan and Zoning By-law Amendment Application for 1181 Sheppard Avenue East (file no. 19 264391 NNY 17 OZ) proposes a mixed use development containing 36,085 square metres of office space, 4,996 square metres of retail space, a 740 square metre day nursery, and 513 residential units. The office component would be located in a 22 storey building, and the residential component would be located in a 25 storey building, with mixed use in the base building. Additional details can be found at the following link to the preliminary report:

<http://www.toronto.ca/legdocs/mmis/2020/ny/bgrd/backgroundfile-145140.pdf>

The Official Plan and Zoning By Law Amendment application for 71 Talara Drive proposes a 27-storey residential building containing a 5-storey base building fronting onto Talara Drive. The proposal includes a total of 285 residential dwelling units, 29 of which would be rental replacement units, with a total gross floor area of 21,745.3 square metres. The proposal contains 207 parking spaces, provided within a 5-level underground parking garage, as well as 3 proposed spaces at-grade for visitor parking. The materials submitted for this application can be viewed at the following link:

<http://app.toronto.ca/AIC/index.do?folderRsn=OwFTZ6OQ%2BRcfC8de0nwd3w%3D%3D>

COMMENTS

Reasons for the Study

The Sheppard Avenue East Focused Review, Bayview Avenue to Leslie Street, is to review and analyze the permitted densities, scale and development standards on lands designated *Mixed Use Areas* and *Institutional Areas* along the segment of Sheppard Avenue East from the west side of Bayview Avenue to the east side of Leslie Street to assess future development potential. The study will also evaluate whether there is potential for appropriate, grade-related, low-rise intensification opportunities on existing older two- and three-storey townhouse and apartment building sites in the vicinity of Talara Drive and Highway 401 that are designated *Neighbourhoods* and *Apartment Neighbourhoods*. The planning study will review the existing policy framework for built form, open space, and public realm, multi-modal transportation, servicing, and community services and facilities specific to the Study Area.

The objectives are that the study process and supporting documents, inclusive of a robust public engagement process, could form the basis for an update to the policies of the existing Sheppard East Subway Corridor Secondary Plan, a Site and Area Specific Policy, and/or potentially, Urban Design Guidelines, Context Plans, and other planning tools for the Corridor.

Community Consultation

An open house was held on January 27, 2020, to kick-off the Sheppard Avenue East Planning Review Study. The purpose of the open house was to introduce the study to the local community and seek initial feedback on what strengths, challenges and opportunities there were with respect to built form, public realm/open space and transportation. The open house was combined with the community consultation meeting for the development application at 699 Sheppard Avenue East and was also to seek the community's feedback on that proposed application.

There was a number of issues and concerns raised at that meeting including transportation concerns with respect to congestion, traffic signals, and bike lanes, as well as neighbourhood character with respect to built form, building heights and building types. The amenities provided were also an issue that came up, the lack of parkland and more diverse land uses along Sheppard Avenue East. There were also some concerns raised with the amount of construction and how that would affect water pressure, and power outages.

MATTERS FOR CONSULTATION AND DISCUSSION

Following the public meetings and discussions with external and internal stakeholders, a range of issues were identified for further review:

Built Form, Planned and Built Context

Staff have conducted a background review and analysis of existing conditions within the corridor. There has also been a review and analysis of the density, heights, and other development standards of approved development applications. The review of existing planning policy framework, including the review and analysis of existing policies, context plans, and urban design guidelines regarding densities, heights and other development standards is currently underway. That review will determine whether any refinements to the existing policy framework is required to respond to specific local conditions.

Sanitary Sewer Capacity Assessment

Toronto Water has analyzed the sanitary sewer system capacity in the Sheppard Avenue East corridor, to service current and future development along the corridor. The analysis includes dry and wet weather conditions. Population projections and flow monitoring data were used to calibrate and validate the analysis. The sanitary sewershed area analyzed is shown in Attachment 3.

The capacity analysis found that the Sheppard Avenue East corridor sanitary sewer system is currently at capacity under dry weather conditions. Furthermore, the Sheppard Avenue East corridor sanitary sewer system currently does not have capacity under wet weather conditions and there is a risk of localized surface flooding. The capacity assessment also concluded that adding flows from proposed development will worsen the current capacity condition.

As such, a separate City-Initiated Final Report has been prepared by staff to recommend Holding Provisions on the identified lands. The Report outlines that these properties shall not be used for any purpose other than those uses and buildings that currently exist on the site. Any new uses or buildings, where the use or construction of which, will increase sanitary or private water or groundwater flows to municipal sanitary sewers, will not be permitted until such time that the holding provision has been removed. An amending by-law to remove the “H” symbol, which may be removed from the whole of or a portion of the site, may be enacted by City Council when the conditions of lifting the "H" have been fulfilled to the satisfaction of City Council.

Transportation and Traffic

Additional review and analysis of transportation and traffic constraints needs to be completed. The transportation and servicing plans will focus on confirming the capacity of the existing infrastructure and the ability to accommodate future growth and where necessary, identify infrastructure upgrades.

Next Steps

Staff have initiated the review and analysis of the existing conditions within the corridor. The next steps of the study are to examine all parcels along the corridor and to review the potential development implications, with respect to built form, density, transition, infrastructure, traffic, community facilities, parks and open spaces, etc. Other issues may be also be identified through future public consultation and additional study.

The study will also be supported by continuing with a robust program of public engagement and will include a number of future community meetings, which may take the form of open houses, charrettes, and formal meetings, as well as targeted outreach to key communities.

The next phases of the review of the Sheppard Avenue East Planning Review will continue to build on Council's direction for updates to the existing planning framework to evaluate development within the corridor and to provide appropriate planning and design tools to achieve an attractive and vibrant Avenue, a mix of residential and commercial uses and appropriate transition to adjacent *Neighbourhoods, Apartment Neighbourhoods* and *Parks and Open Space Areas*.

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SIGNATURE

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ATTACHMENTS

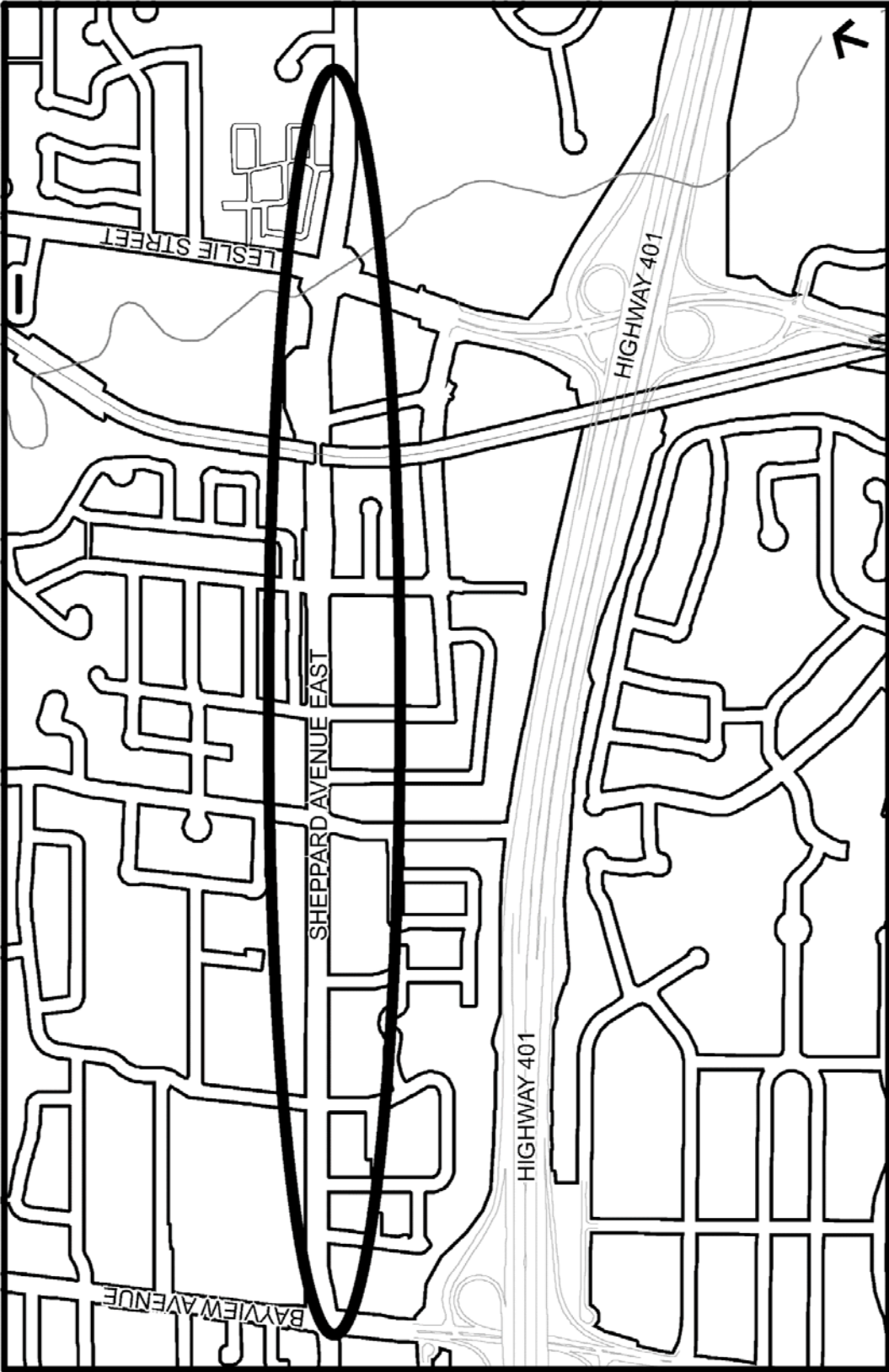
City of Toronto Data/Drawings

Attachment 1: General Study Area Map

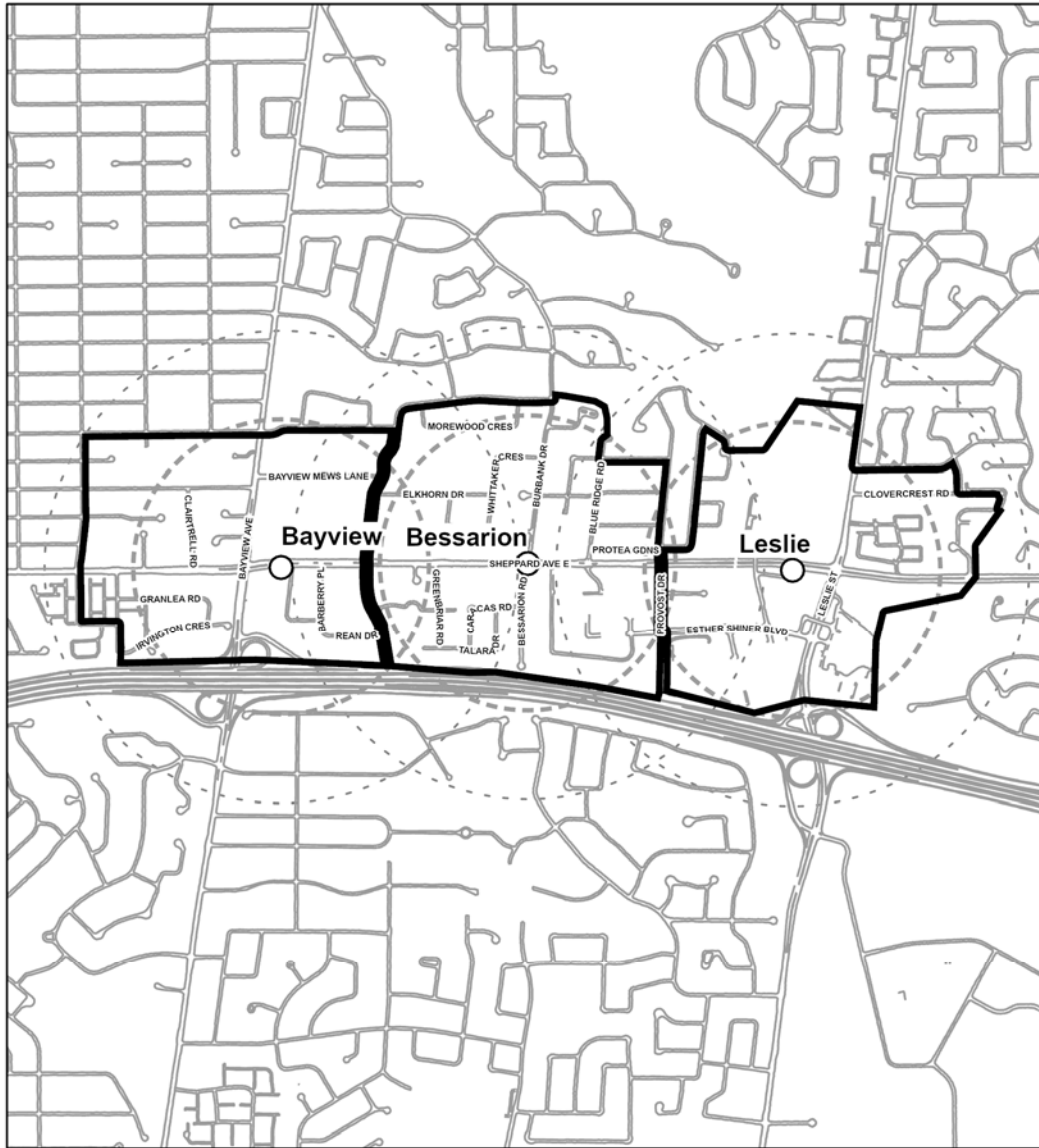
Attachment 2: Draft Major Transit Station Area Delineations

Attachment 3: Sanitary Sewershed Map

Attachment 1: General Study Area Map



Attachment 2: Draft Major Transit Station Area Delineations



Sheppard Avenue East Study
Draft Boundaries for Major Transit Station Areas

- Subway Stations
- ▭ Draft Boundary of Major Transit Station Areas
- - - 500m Radius from Subway Stations
- - - 800m Radius from Subway Stations

Attachment 3: Sanitary Sewershed Map

