



## **Financial Impact**

There are no financial implications.

## **DECISION HISTORY**

At the June 22, 2011 meeting of North York Community Council, in consideration of an Official Plan and Zoning By-law application at 258, 260 and 264 Sheppard Avenue West, Community Council directed City Planning to: “bring forward modifications to the existing Sheppard West Plan that would facilitate similar developments, which incorporate use of the 45 degree angular plane and other appropriate and desirable measures to protect adjoining Neighbourhoods, and which provide for a mix of residential and retail uses, and that such report be brought forward at the same time as the final report for 258-262 Sheppard Avenue West.”

The decision can be viewed at:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2011.NY8.49>.

## **STUDY BACKGROUND**

### **Study Area and Context**

The western portion of the Sheppard Avenue Commercial Area Secondary Plan (SACASP) includes the majority of the lots fronting on to Sheppard Avenue West from Beecroft Road/Frizzell Road to Brentwood Avenue/Easton Road. The lands at Sheppard Avenue West and Senlac Road, which are not included in the Secondary Plan, are included in the study area. See Attachment 2 - Study Area and Secondary Plan Area.

The study area includes a mix of uses and building types. Redevelopment under the current SACASP has resulted in two to four storey office buildings with parking at the rear. Other non-residential uses along this corridor are primarily professional and medical offices, as well as a few private schools, located in re-purposed residential buildings. Many lots in the area were originally developed with post-war bungalows and this form of development comprises a number of lots in the study area along Sheppard Avenue West.

This part of the Sheppard Avenue West corridor is planned to have a future right-of-way width of 36 metres. Due to the alignment of Sheppard Avenue West the lands required will be greater on the south side. Once land is conveyed for the road widening, lot depths on the south side of Sheppard Avenue West could be as shallow as approximately 25 metres and generally 31-35 metres on the north side.

The areas north and south of the study area are designated *Neighbourhoods* and are stable low-rise residential areas. Immediately west of the study area are properties designated *Apartment Neighbourhoods* and the Don Valley natural heritage system.

The eastern edge of the study area is adjacent to the North York Centre, which is one of four vibrant transit-supportive mixed use *Centres* in the City. This Centre is subject to the North York Centre Secondary Plan that provides a clear framework for managing growth and redevelopment, protecting adjacent neighbourhoods and strategies for improving the pedestrian realm.. The North York Centre Secondary Plan framework reflects the three subway stations on its Yonge Street spine and sets out policies for a mix of land uses, transition to neighbourhoods and built form. Retail at grade, animated street frontages and design polices promote an attractive, vibrant and safe pedestrian environment.

## **Official Plan**

The Urban Structure Map 2 of the Official Plan identifies the Sheppard Avenue West study area as *Avenues*. The *Avenues* are important corridors along major streets where reurbanization is anticipated and encouraged to create new housing and job opportunities, while improving the pedestrian environment, the look of the street, shopping opportunities and transit service for community residents. Development along *Avenues* is required to support the relevant land use designations in the Official Plan.

The land use designation for the study area is *Mixed Use Areas*. *Mixed Use Areas* are made up of a broad range of commercial, residential and institutional uses in single or mixed use buildings. The *Mixed Use Areas* policies and criteria for development apply to and prevail on lands broadly shown on Map 2 as *Avenues*.

The strategies for reurbanization of *Avenues* include improving the streetscape, local retail and services, transportation, parks and open space, community services and facilities and upgraded water and sewer infrastructure. As there are a variety of conditions along the city's *Avenues*, the Official Plan promotes *Avenues* studies for strategic mixed use segments of these corridors to determine the specific means of facilitating and shaping growth. An *Avenues* study has not been done for this segment of Sheppard Avenue West as the area is subject to the Sheppard Avenue Commercial Area Secondary Plan policy framework.

## **Sheppard Avenue Commercial Area Secondary Plan (SACASP)**

The current planning framework for the study area is set out in the SACASP which permits and encourages development and redevelopment to create a professional office and commercial district accommodating primarily office and health care uses. The retention of existing buildings or the development of new buildings which complement existing house form buildings is also encouraged.

The western portion of the SACASP is designated *Mixed Use Area 'A'* and permits detached dwellings, financial institutions, institutional uses, office uses, necessary public utilities and accessory uses. The Secondary Plan seeks to ensure compatibility with adjacent residential areas and contains density limits and development criteria that are met through appropriate zoning and site plan control requirements.

The SACASP *Mixed Use Area 'A'* designation permits a maximum height of 8 metres, with the height of any building, or portion thereof, not to exceed the horizontal distance separating that building from the rear lot line, or in effect a 45 degree angular plane.

The SACASP provides for a maximum Floor Space Index (FSI) of 1.0 times the lot area for all permitted uses. This is subject to the following development criteria: suitable opaque fencing between uses in the SACASP and uses in designated residential areas, a 1 metre landscape strip along the rear property line, and signs, lighting and garbage areas which are appropriately located to minimize impact on residential uses and do not detract from the overall residential appearance of the area.

The SACASP also requires that land be secured for the future widening of Sheppard Avenue West to seven lanes and 36 metres and that sufficient on-site parking be provided behind the principal structure so as to not create demand for street parking in designated residential areas.

New buildings within the Sheppard Avenue Commercial Area shall have massing and an appearance that has regard for siting, roof lines, fenestration design, floor levels and materials used in existing house form buildings.

## **Mid-Rise Design Guidelines**

City Planning conducted a study of the Avenues and mid-rise buildings and in 2010 City Council adopted the Performance Standards (section 3 of the Study) in the Avenues and Mid-Rise Building Study. At that time, Council provided City Planning with a series of directions to encourage the realization of the 'vision' of the Avenues more quickly, and to monitor the Performance Standards over a 2 year period.

In November 2013, City Council extended the monitoring period to the end of 2014, and directed City Planning to include resident and ratepayer groups as stakeholders in any consultations. In May 2014, City Planning provided an update to the monitoring period to Planning and Growth Management Committee.

The performance standards of the Mid-Rise Design Guidelines do not apply to the study area as it is subject to the policies of the Sheppard Avenue Commercial Area Secondary Plan. However, they have informed the background analysis of redevelopment options for the Sheppard Avenue Commercial Area. Staff will review if and how they can be applied or tailored to the site-specific context for Sheppard Avenue West.

## **Amendments to the Sheppard Avenue Commercial Area Secondary Plan – *Mixed Use Area 'A'***

There have been a number of site-specific amendments to the SACASP approved in the *Mixed Use Area 'A'* designation. The amendments have been to permit: densities between 1.2 -2.4 FSI; building heights between 10.83- 24.2 metres (3 to 6 storeys); retail uses; and development that does not implement the "houseform character" policies.

## **Current Applications to Amend the Sheppard Avenue Commercial Area Secondary Plan – *Mixed Use Area 'A'***

Currently, there are three active applications to amend the SACASP: 110-112 Sheppard Avenue West; 52-63 Sheppard Avenue West and 62-68 Bogert Avenue; and 202 Sheppard Avenue West.

The Official Plan and zoning by-law amendment application for 110-112 Sheppard Avenue West is to permit retail uses, a 3 storey and 11.0 metre building height, and a maximum F.S.I of 1.3 times the lot area. As well, the application is for the policies related to houseform character (3.2.2) to not apply. Additional details can be found at the following link to the preliminary report:

<http://www.toronto.ca/legdocs/mmis/2015/ny/bgrd/backgroundfile-83946.pdf>

The application for 53-63 Sheppard Avenue West and 62-68 Bogert Avenue is for an Official Plan Amendment to: add the *Neighbourhoods* designated lands on Bogert Avenue to the Sheppard Avenue Commercial Area Secondary Plan; permit multi-unit residential dwellings including apartment and townhouse units; provide for a maximum density of 4.8 times the area of the lands; permit a maximum height of 14 storeys and 48 metres on the Sheppard Avenue West frontage in a non-houseform building; and permit a maximum height of 14.5 metres on the Bogert Avenue frontage. The properties at 53-59 Sheppard Avenue West have permissions under a previous site specific amendment, approved by the Ontario Municipal Board, that permits retail and service uses, 2.4 FSI, building height of 20.4 metres and that the houseform character policies do not apply. This application has been appealed to the Ontario Municipal Board. No hearing date has been scheduled. Additional details about the proposal can be found at the following link to the preliminary report:

<http://www.toronto.ca/legdocs/mmis/2015/ny/bgrd/backgroundfile-83060.pdf>.

The application for 202 Sheppard Avenue West is for a 3-storey professional office building. An amendment to the SACASP is required to permit the proposed floor space index and building height. The proposed floor space index of 1.72 times the lot area exceeds the Secondary Plan's maximum permitted FSI of 1.0. Similarly, the proposed building height of 10.6 metres exceeds the Secondary Plan height limit of 8.0 metres. The preliminary report on this application will be on the agenda for the January 19, 2016 North York Community Council meeting.

## **Reasons for the Study**

As a result of the issues raised by the community regarding the 2011 application at 258, 260 and 264 Sheppard Avenue West, the Ward Councillor initiated a number of resident working group meetings to further discuss the proposed development. One outcome of the discussions was an expression by the local community to discuss the broader aspects of development and permitted uses along this segment of Sheppard Avenue West, while also continuing to protect adjacent residential neighbourhoods.

There have been a number of site-specific amendments to the SACASP to permit retail uses and modest increases to building height and density. The review of the existing policy framework would examine the policies related to "houseform character", as well as the use, density, transition and height provisions. This review would provide an opportunity to determine where modifications to the SACASP would result in an updated planning framework for this *Avenue*.

## **COMMENTS**

### **Sheppard Avenue Commercial Area Secondary Plan Review**

As per North York Community Council's direction, in the fall of 2011, City Planning Staff initiated a study of the Sheppard Avenue Commercial Area Secondary Plan - *Mixed Use Area "A"* (see Attachment 2), with the objective of reviewing permitted land uses, density and development standards along the stretch of Sheppard Avenue West between Beecroft Road/Frizzell Road and Brentwood/Easton Avenues.

#### Background Analysis

The background analysis undertaken for the Sheppard Avenue Commercial Area included a review of the study area, street views, images of approved developments and potential redevelopment sites. Staff also analyzed characteristics such as height, angular plane and rear yard setback of developments approved by the City and Ontario Municipal Board. A number of development scenarios were prepared, including applying the performance standards for approved developments and the Mid-Rise Guidelines to different sites and lot depths (ranging from 16 metres to 45 metres) found within the Sheppard Avenue West context.

Some of the key points and issues found in this analysis, included:

- Limited increase in building heights for lots with shallow depths, when setbacks and transition applied;
- Challenges with fitting parking and servicing requirements on shallow lots; and
- Different applications of the 45 degree angular plan may result in greater articulation and street wall conditions.

The background analysis was illustrated in a series of panels presented at the community meetings. A study website is in the process of being created and will include these panels

and other information. The website can be found at the following link:  
<http://www.toronto.ca/sheppardstudy>.

### Community Consultation

As part of the initial work on the study, there were a series of community consultation meetings to identify issues and present the analysis of the area and potential options for redevelopment. The community consultation meetings included stakeholder meetings and two public community consultation meetings.

A meeting with the West Lansing Ratepayers Association was held on December 12, 2011. Staff presented the existing Official Plan and Secondary Plan framework, redevelopment constraints and illustrated how the Mid-Rise Guidelines could be applied to the Sheppard Avenue West area context. Issues raised at the meeting included the following: the secondary plan boundary should not move; modest height and density increases would provide for better development in the area; and the current secondary plan intent should be maintained.

Community consultation meetings were also held on January 16, 2012 and March 27, 2012. Staff presented an analysis of the existing conditions and potential development scenarios, including how Sheppard Avenue West would develop if current development patterns continued, reflecting Ontario Municipal Board decisions in the study area.

A range of issues were discussed at the community meetings and through correspondence including: the need for a vision for the public realm and streetscape, determining an appropriate mix of uses (residential, retail, professional offices), relationship to the neighbourhood and whether the boundary of the study area and *Avenues* designation should be expanded.

### Issues to be Resolved

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

- Potential modification of the Secondary Plan boundary to include other *Mixed Use Areas* designated properties fronting onto Sheppard Avenue West currently outside the Plan area;
- Measures for protection and transition to adjacent *Neighbourhoods*;
- Appropriate building heights and density permissions;
- Introducing a range of commercial uses;
- Appropriate built form character;
- A vision and strategy for better design, pedestrian amenity and streetscape along the Sheppard Avenue West corridor;
- Review of the required road widening along Sheppard Avenue West; and
- Assessment of how site servicing and parking can be accommodated on shallow sites.

These issues and questions will inform the next phase of the study.

## **Next Steps**

Additional analysis and work is required to complete the review and establish an appropriate planning framework for this Secondary Plan area and *Avenues* segment for Sheppard Avenue West. This work will include the development of a preferred policy framework, design guidelines and a streetscape and public realm plan.

The North York Community Council recommendation directed staff to focus the review on the western segment of the SACASP area. However, it is worthwhile to extend the review to update the entire SACASP, both east and west, with an integrated vision, policies and a planning framework to achieve quality streetscape, pedestrian amenity and appropriate development.

City Planning recommends continuing with subsequent phases of a focused in-house study to conduct further analysis and consultation in order to:

- identify an updated vision and character for the Secondary Plan Area; and
- develop a proposed planning policy framework to address land uses, density, maximum building heights, setbacks and appropriate angular planes.

The proposed scope of work for the review of the Secondary Plan area is outlined in Attachment 1.

The first phase would build on the background analysis and initial consultation to complete the review of the Sheppard Avenue West area of the SACASP. The anticipated outcome would include a final staff report to North York Community Council for the third quarter of 2016.

The review of the Sheppard Avenue East area of the Secondary Plan (see Attachment 3 – Proposed Study Area and Secondary Plan Area) is recommended to be the second phase and completed in 2017. This phase would include the development of an updated planning policy framework for Sheppard Avenue East. Concurrently with this phase, it is proposed to also develop Urban Design Guidelines and a Streetscape/Public Realm Plan for Sheppard Avenue East and West. External consultants would need to be retained to prepare the urban design guidelines and streetscape plan for the entire Secondary Plan area.



## **Conclusion**

The next phases of the review of the Sheppard Avenue Commercial Area Secondary Plan completes and builds on Council's direction for updates to the existing planning framework to facilitate redevelopment and to provide appropriate planning and design tools to achieve an attractive and vibrant *Avenue*, a mix of residential and retail uses and appropriate transition to adjacent *Neighbourhoods*.

## **CONTACT**

Allison Meistrich, Senior Planner

Tel. No. 416-395-7127

Fax No. 416-395-7155

E-mail: ameistr@toronto.ca

## **SIGNATURE**

---

Joe Nanos, Director  
Community Planning, North York

## **ATTACHMENTS**

Attachment 1: Scope of Work

Attachment 2: Secondary Plan Map – Sheppard West

Attachment 3: Secondary Plan Map - Sheppard East

## **Attachment 1: Proposed Scope of Work for Sheppard Avenue Commercial Area Secondary Plan Review**

### **Phase 1 - Sheppard Avenue West Area - 2016**

Staff Team (Community Planning, SIPA, Urban Design, Transportation Planning, Transportation Services, Engineering and Construction Services, Parks, Forestry and Recreation) to build on the initial analysis of the Sheppard Avenue West area with the following:

- Additional urban design analysis of different development scenarios, including the application of the Mid-rise Guidelines, the relationship between streetscape and building setback and the organization of servicing and parking;
- Measures for protection and transition to adjacent *Neighbourhoods*;
- Appropriate building heights and density permissions;
- Introducing a range of commercial uses;
- Appropriate built form character;
- A vision and strategy for better design, pedestrian amenity and streetscape along the Sheppard Avenue West corridor;
- Review of the required road widening along Sheppard Avenue West; and
- Potential modification of the Secondary Plan boundary to include other *Mixed Use Areas* designated properties fronting onto Sheppard Avenue West currently outside the Plan area;
- Initiate discussion and possible review of servicing capacity; and
- A Community Services and Facility study.

This phase would include additional community consultation and outreach. Two community meetings are proposed to present updated work on the issues and options and present draft policies. A project web page will be established to provide information and updates, including the initial background analysis. The anticipated outcome would include a final staff report to Council in the third quarter of 2016 that would recommend a proposed planning framework to address land uses, density, maximum building heights, setbacks, and appropriate angular planes and identify an updated vision for this section of Sheppard Avenue West.

As well, this phase would address the following:

- Identify any requirements for community services and facilities;
- Identify any potential requirements for servicing infrastructure;
- Identify urban design policies/objectives to be reflected in the Urban Design Guidelines, which would be part of Phase 3; and
- Other issues identified through public consultation and additional study.

## **Phase 2: Sheppard Avenue East Area - 2017**

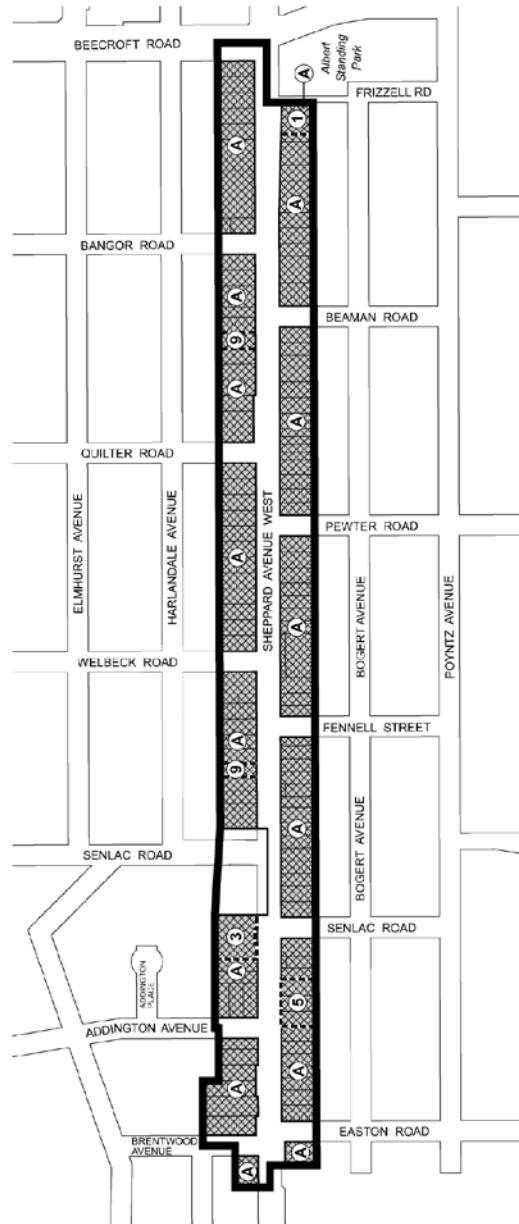
Staff Team (Community Planning, SIPA, Urban Design, Transportation Planning, Transportation Services, Engineering and Construction Services, Parks, Forestry and Recreation) to conduct the next phase of the study including:

- Similar to Phase 1, conduct a lot analysis for the Sheppard Avenue East properties designated *Mixed Use Areas* in the Official Plan and *Mixed Use Areas B* in SACASP;
- Review boundaries, setbacks, density, heights, transition to *Neighbourhoods* for Sheppard Avenue East;
- Background research on community services and facility needs, servicing and other issues for Sheppard Avenue East as required;
- Community consultation and outreach, including 3 community consultation meetings to consult on vision, develop and consult on options, and evaluate, refine and develop recommendations;
- Consider the potential modification of the Secondary Plan boundary to include other *Mixed Use Areas* designated properties fronting onto Sheppard Avenue East currently outside the Plan area;
- Develop options for a development and public realm framework along Sheppard Avenue East, including appropriate transition to the adjacent neighbourhood.
- Final staff report to Council in the third quarter of 2017 to address land uses, density, maximum building heights, setbacks and appropriate angular planes and identify an updated vision for this section of Sheppard Avenue East;

## **Phase 3: Urban Design Guidelines and Streetscape Plan – 2017**

Concurrently with the Phase 2 review of the Sheppard Avenue East segment, the Phase 3 Urban Design Guidelines and Streetscape and Public Realm Plan would be developed for the entire Secondary Plan area. This work would be conducted by external consultants, subject to funding approval during the 2017 Budget Cycle, who would be retained by the City to prepare the guidelines and final streetscape recommendations.

## Attachment 2: Study Area and Secondary Plan Area



Not to Scale

### Toronto City Planning

## Sheppard Avenue Commercial Area Secondary Plan

MAP 29-1 Land Use Areas

- Secondary Plan Boundary
- Study Area
- ▨ Mixed Use Areas
- ① Site and Area Specific Policy Areas

November 2015

