

## **ConsumersNext: Planning for People and Business at Sheppard & Victoria Park - Final Report**

**Date:** January 31, 2018

**To:** Planning and Growth Management Committee

**From:** Acting Chief Planner and Executive Director, City Planning Division

**Wards:** 33 and 40

### **SUMMARY**

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The Consumers Road Business Park is home to over 18,000 workers and is the largest concentration of office employment in Toronto outside of the downtown. On the arterial fringes of the business park, mixed uses are provided for along Sheppard Avenue East and Victoria Park Avenue with 4,500 residential units and 55,000 square metres of non-residential floor area occupied, under construction, approved or under review.

In June 2015, the City of Toronto launched ConsumersNext - a multi-faceted study examining ways to manage anticipated growth while improving the Consumers Road Business Park and area around Sheppard and Victoria Park Avenues. In July 2017, City Council adopted a Proposals Report directing staff to prepare a Secondary Plan based on directions that emerged from the completion of three component studies: a Planning Study which included Transportation and Servicing Master Plans, an Economic Potential Study and a Community Services and Facilities Study.

This report recommends the adoption of a Secondary Plan that outlines a vision for the ConsumersNext area as a modern, vibrant business park that is an attractive, transit-oriented location for employment investment and well-connected to a walkable, mixed use community along Sheppard Avenue East and Victoria Park Avenue. The Plan advances a preferred development alternative which has the potential to accommodate an additional 13,500 jobs and 11,800 residents within the Secondary Plan area over the next 25 years.

The recommended Secondary Plan, shown in Attachment 2, is framed by three guiding principles - Define and Enhance Place & Livability; Connect and Move; and Support and Promote Business. These principles work together to advance the vision. The Plan also contains policies that will manage anticipated growth in employment and residential population to align with the implementation of infrastructure and identify public realm improvements to benefit workers and residents. It supports the long term economic health of the business park while providing for a full range of housing options and community services and facilities.

The recommended Plan provides a comprehensive framework to guide growth, including direction for a desired type and form of physical development.

As an early implementation measure, this report further recommends that City Council request staff to prepare amendments to city-wide Zoning By-law 569-2013 and former City of North York Zoning By-law 7625 based on this policy framework. Updated zoning for the Secondary Plan area would advance the built form performance standards necessary to define and support the improved public realm, while permitting the complementary uses envisioned by the Secondary Plan to add amenity within the business park.

The recommended Secondary Plan is the conclusion of a process in developing a vision, a preferred form of development and the creation of policy that was informed and refined by significant community consultation over the past two and a half years. It advances a vision for the future business park, surrounded by a pedestrian-oriented mixed use community anchored by higher order transit on Sheppard Avenue East, to remain an attractive and highly successful concentration of employment. Protecting and enhancing the business park's economic function is important for Toronto to maintain a diversity of employment uses across the city.

## **RECOMMENDATIONS**

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

1. Adopt the Official Plan Amendment for the ConsumersNext Secondary Plan, attached as Attachment 2 to the report (January 31, 2018) from the Acting Chief Planner and Executive Director, City Planning Division.
2. Authorize the City Solicitor to make such stylistic and technical changes to the draft Official Plan Amendment as may be required.
3. Direct staff to use the ConsumersNext Secondary Plan in the evaluation of all current and new development proposals falling within its boundaries.
4. Authorize the City Solicitor and other staff to attend the Ontario Municipal Board and request to modify Official Plan Amendment 231 to delete Site and Area Specific Policy 386.
5. Request staff to bring forward Zoning By-law amendments to Zoning By-law 569-2013 and former City of North York Zoning By-law 7625 to implement the land uses and performance standards provided for by the ConsumersNext Secondary Plan.
6. Endorse the Draft Boundaries for Major Transit Station Areas map attached as Attachment 3 to this report (January 31, 2018) to be considered in the context of the review of major transit station through a city-wide Growth Plan conformity exercise.

## **FINANCIAL IMPACT**

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The recommendations in this report have no financial impact.

## **DECISION HISTORY**

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### **ConsumersNext**

At its meeting of July 4, 5, 6 and 7, 2017, City Council directed the Chief Planner and Executive Director, City Planning to bring forward by the first quarter of 2018 a draft Secondary Plan and supporting implementation strategies for the ConsumersNext Planning Study Area, based on the recommendations contained in the Proposals Report (May 15, 2017) from the Chief Planner and Executive Director, City Planning Division. The decision of City Council can be found at the following link:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.PG21.11>.

At its meeting of January 20, 2016, the Planning and Growth Management Committee received for information a report summarizing the results of Phase 1 of the ConsumersNext study. The decision of Committee can be found at the following link:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.PG9.1>.

### **Official Plan Review**

At its meeting on December 16, 17 and 18, 2013, City Council adopted Official Plan Amendment 231 (OPA 231). OPA 231 brought forward amendments to the Official Plan for economic health and employment lands policies, land use designations and Site and Area Specific Policies. Through the adoption of OPA 231, lands within the study area predominately fronting along the south side of Sheppard Avenue East and the west side of Victoria Park Avenue were redesignated to Mixed Use Areas. The remaining lands within the Consumers Road Business Park were redesignated to General Employment Areas. Site and Area Specific 386 (SASP 386) was also adopted for these lands and directed that an implementation plan be brought forward as Official Plan policy. This direction resulted in the initiation of the comprehensive study for the area, known as ConsumersNext. City Council's decision can be accessed at the following link:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.PG28.2>

On July 9, 2014, the Minister of Municipal Affairs and Housing (MMAH) approved OPA 231, with modifications. The Minister's decision was subsequently appealed to the Ontario Municipal Board (OMB). On June 22, 2015 and December 20, 2016, the OMB issued Orders partially approving OPA 231 including the land use changes referenced above. However, SASP 386 did not form part of those partial approvals and is not yet in force on the subject lands.

The MMAH decision can be accessed at the following links:

<https://www1.toronto.ca/City%20of%20Toronto/City%20Planning/SIPA/Files/pdf/O/ministers%20decision%20on%20opa%20231.pdf>

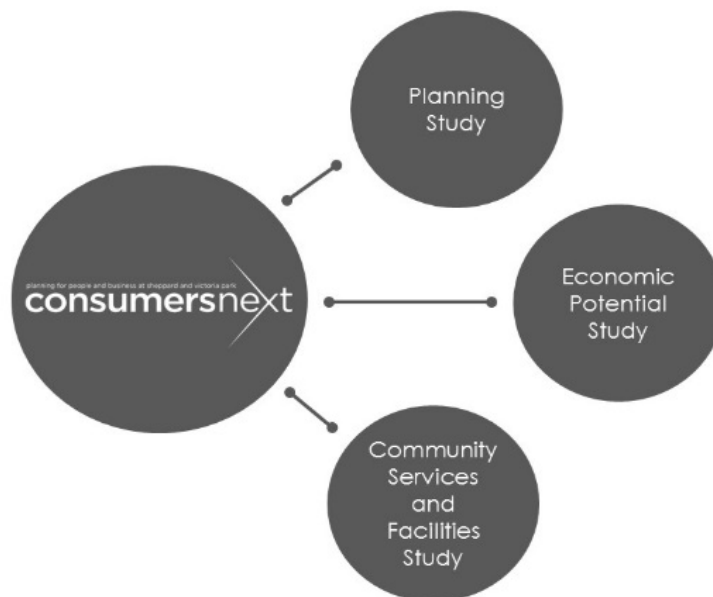
## ISSUE BACKGROUND

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### ConsumersNext Study Process

ConsumersNext was a comprehensive study led by the City Planning Division in partnership with Toronto Water and the Economic Development and Culture Division. The study examined ways to manage growth anticipated by recent policy changes for lands generally bounded by Sheppard Avenue East, Victoria Park Avenue, Highway 401 and Highway 404. Figure 1 illustrates how ConsumersNext was structured into three component studies that together addressed the strategic outcomes necessary to achieve this goal.

Figure 1- Component Studies of ConsumersNext



The study focussed on lands generally between Highway 401, Highway 404, Sheppard Avenue East and Victoria Park Avenue, but also included lands designated Mixed Use Areas north of Sheppard Avenue East and east of Victoria Park Avenue. The first three phases of Consumers Next outlined in Figure 2 consisted of integrated analysis and extensive engagement of the local business and residential community to create a cohesive vision for the study area.

Figure 2 - Study Phases, ConsumersNext



At the conclusion of the third phase, staff prepared the Proposals Report (May 15, 2017) outlining the policy directions to be incorporated into a new Secondary Plan, framed by three guiding principles which were established using community input. These principles ensure a balance between the change taking place in the proposed Secondary Plan Area (See Figure 3) through an increase in mixed use development and the improvements necessary to strengthen and support existing and future employment uses. The Proposals Report was adopted by City Council in July 2017. The fourth and final phase of ConsumersNext involved the preparation of a Secondary Plan and additional public engagement with the local community, businesses and landowners to confirm the direction and incorporate refinements.

Figure 3 - Proposed ConsumersNext Secondary Plan Area



## Policy Context

### *Provincial Policy Statement*

The Provincial Policy Statement (PPS) 2014 provides policy direction on matters of provincial interest related to land use planning and development. The PPS sets the policy foundation for regulating the development and use of land. The key objectives include: building strong communities; wise use and management of resources; and protecting public health and safety. The PPS recognizes that local context and character is important. Policies are outcome-oriented and some policies provide flexibility in their implementation provided that provincial interests are upheld. Analysis on how the draft Secondary Plan implements the policies of the PPS is provided later in this report. City Council's planning decisions are required by the *Planning Act* to be consistent with the PPS.

## *Growth Plan for the Greater Golden Horseshoe*

The Growth Plan for the Greater Golden Horseshoe (2017) provides a framework for managing growth in the Greater Golden Horseshoe including: directions for where and how to grow; the provision of infrastructure to support growth; and protecting natural systems.

The Growth Plan provides policies on managing growth and directing where growth should occur. This growth is not limited to residential uses, but the Growth Plan also provides for ensuring that the employment areas of the Golden Horseshoe remain competitive and continue to develop and thrive. The Growth Plan is about accommodating the forecasted growth in complete communities, well designed to meet people's needs for daily living by providing convenient access to an appropriate mix of jobs, local services and a full range of housing to accommodate a range of income and household sizes.

Analysis on how the draft Secondary Plan implements the policies and vision of the Growth Plan is provided later in this report. City Council's planning decisions are required by the *Planning Act*, to conform, or not conflict, as the case may be, with the Growth Plan for the Greater Golden Horseshoe.

### **Community Consultation**

Over 2,200 people engaged in the study through public meetings, pop up consultation and two forums for business owners, tenants and landowners in the business park. Study materials, including public meeting summaries are posted on the ConsumersNext website: [www.toronto.ca/consumersnext](http://www.toronto.ca/consumersnext). A list of all consultation events held during the study can be found in Attachment 1 and a summary of key issues raised during the first three phases of the study can be found in the ConsumersNext Proposals Report. With the adoption of the Proposals Report, City Council directed staff to undertake additional consultation to inform the preparation of a Secondary Plan: a second business forum and an open house with the community. The feedback from these events is summarized below.

#### *Business Forum #2*

The City's Economic Development and Culture Division hosted the second business forum on October 26, 2017 which included approximately thirty representatives of companies, property owners, community agencies and real estate professionals working in the business park. The forum had two primary focuses:

- how to facilitate or incentivise building improvements to Class "B" and "C" office space to encourage growth in employment within the existing building stock in the near term; and
- identifying opportunities to advance the establishment of a business association within the business park to advocate on behalf of business interests and foster collaboration between businesses on branding and transportation matters.

Participants offered opinions on what makes the business park attractive to businesses and some of the concerns they have. Also discussed at length was how to incentivise investments in office modernization and general upgrading of existing office spaces. Some tenants indicated that they have had success securing building improvements through long term lease renewals or in exchange for leasing additional space within buildings. The feedback from this forum, and from the first business forum, was used in formulating some of the policies contained in the recommended ConsumersNext Secondary Plan.

Attendees of the second business forum also showed some interest in establishing a business association for the area. While beyond the scope of a Secondary Plan, staff in Economic Development and Culture are continuing to explore this with land owners and businesses within the business park.

### *Secondary Plan Open House*

On December 13, 2017, nearly 200 members of the community attended an open house that provided the public with an opportunity to understand the policy highlights of the future Secondary Plan and provide staff with comments on those policies. In addition to receiving feedback at the meeting, staff have received written correspondence from approximately fifty people as a direct result of that meeting.

At both the open house and in the written submissions, two main concerns were raised: traffic congestion and pedestrian safety. The latter concern centres on the safety of people walking in the area given the number of vehicles on local streets and the limited amount space currently allocated for pedestrians. These issues were identified throughout the course of this study, in particular through the work undertaken as part of the ConsumersNext Transportation Master Plan (TMP). The ConsumersNext TMP investigated these matters and has been submitted to the Province in accordance with the Municipal Class Environmental Assessment Process. Implementation of the TMP will improve the existing street network and future higher order transit should help to address the concerns regarding traffic congestion. The recommended Secondary Plan also contains policies focussed on the future streetscape of the area including pedestrian and cycling infrastructure intended to improve comfort and connectivity for these users.

A large number of people at the open house also raised concerns with a recent mixed use development application filed with the City for 2450 Victoria Park Avenue (File # 17 255293 NNY 33 OZ). A preliminary report to North York Community Council on this application is expected in the near future.

Staff are planning to hold a final information session on February 15, 2018 to present the recommended Secondary Plan to the public and answer questions which may arise.



## COMMENTS

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### Planning for People and Business at Sheppard and Victoria Park

The vision for the ConsumersNext study area is that of a vibrant, modern business park which is an attractive, transit-oriented location for employment investment and well connected to a walkable mixed-use community along Sheppard Avenue East and Victoria Park Avenue. To successfully achieve this future, a number of important city building objectives must be advanced. The proposed Secondary Plan advances the vision by providing for a structure of new streets and open spaces delivered by comprehensive redevelopment of the *Mixed Use Areas* and strategic infill of non-residential development in the business park.

The improved street network and public realm will support residential and employment intensification, accommodated with appropriately scaled buildings ultimately strengthening connectivity through the area to future high order transit stops along Sheppard Avenue East and areas beyond. The proposed Secondary Plan provides for the development potential to accommodate an additional 11,800 residents and 13,500 jobs within the study area over the next 25 years. As redevelopment is spurred by the forthcoming public investment in the construction of the higher order transit, it must deliver improvements to the public realm and new public places that encourage active transportation connections to and from future higher order transit stops.

Figure 4 - Mixed use development and employment intensification will be facilitated by the Secondary Plan structured around an active and connected public realm.





## Establishing an Identity and Shaping Future Growth

The proposed Secondary Plan advances the policy directions outlined in the ConsumersNext Proposals Report to set the stage for future growth and infrastructure improvement, and guide strategic decisions necessary to support a highly functional and attractive area for people and business. The recommended Plan is structured as follows:

- 1. Vision and Guiding Principles:** Sets out the high level vision and three guiding principles for the Secondary Plan as adopted by City Council through the ConsumersNext Proposals Report.
- 2. Structure:** establishes a structure of Districts and Nodes to which tailored public realm and built form policies will establish a cohesive transit-oriented community. The Districts in the *Mixed Use Areas* (Sheppard East Corridor District and Victoria Park Corridor District) and the *General Employment Areas* (Business Park Interior District and Highway Edge District) are complemented by Nodes in Mixed Use Areas (Sheppard & Victoria Park Node, Consumers & Sheppard Node) where higher heights and densities are provided for given the proximity to transit and local context.
- 3. Land Use and Economic Development:** A key component of the recommended Secondary Plan is the delineation of the Consumers Road Main Street, where new urban infill buildings are permitted for complementary retail, entertainment and service uses that will add vibrancy to the business park. This area will be a focus of the new amenity for the business park and help transition the area to one that is active beyond regular business hours and on the weekend.
- 4. Public Realm:** Facilitates the creation of new parks and open spaces and improved streetscape conditions necessary to create an identity for the area and amenity for workers, residents and visitors.
- 5. Built Form:** Outlines the performance standards and built form policy directions adopted through the ConsumersNext Proposals Report to appropriately define and support the public realm and provide transition to low scale uses on lands designated *Neighbourhoods* outside the Secondary Plan Area.
- 6. Mobility:** Policies recommended to be advanced by the ConsumersNext Transportation Master Plan brings forward a number of initiatives to improve pedestrian and cycling conditions, regional transit connections and shared mobility through Travel Demand Management (TDM). These matters will help to ensure there is a balanced multimodal transportation network to provide the capacity to service development.
- 7. Housing and Community Services & Facilities:** Outlines priorities for the delivery of a range of housing in terms of form, tenure and affordability as well as identifying priorities for delivery for community services and facilities.
- 8. Environment and Resiliency:** Identifies requirements for development to meet the City's Green Standards, as well as addressing requirements for the submission of energy strategies.

**9. Implementation:** Provides for the ability to shape and manage growth based on available supporting infrastructure and outlines the conditions under which City Council could enact Holding By-laws to ensure the co-ordinated delivery of these required city building outcomes.

The proposed Secondary Plan reflects the input and feedback provided by the community, works to create an identity for the Secondary Plan area and provides amenity for workers, residents and visitors. The proposed Plan implements the intent of SASP 386, which would no longer be required with the adoption of this Secondary Plan. As such this report recommends that City Council authorize the City Solicitor and appropriate staff to attend the Ontario Municipal Board and request to modify OPA 231 to delete SASP 386.

## **Conformity with Provincial Policy Statement and Growth Plan**

### *Provincial Policy Statement (PPS)*

The proposed ConsumersNext Secondary Plan is consistent with the PPS as required by the *Planning Act*.

The PPS directs that settlement areas should have land use patterns which have a mix of land uses and densities which are transit supportive, where transit is planned, exists or may be developed. The policies direct that healthy, liveable and safe communities are sustained by promoting land use patterns which sustain the financial well-being of the Province and municipalities over the long term.

Policy 1.1.2 of the PPS requires municipalities to ensure sufficient land will be available to accommodate a range and mix of land uses for the next 25 years. Through Policy 1.3.1, the PPS also requires that planning authorities promote economic development and competitiveness through maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses.

The recommended Secondary Plan has created a vision for the next 25 years which supports a mix of land uses, including both employment and residential, and is consistent with the PPS. The potential for employment growth and land use certainty provided by the proposed ConsumersNext Secondary Plan will ensure a wide range of employment uses within the business park, including introducing retail, restaurants and other ancillary uses to support existing and future businesses within the business park. Along the edge of the business park fronting Sheppard Avenue East and Victoria Park Avenue, the *Mixed Use Areas* designation is expected to provide for a wide range of land uses including residential. The proposed densities, ranging from 1.25 to 3.5 FSI for the *Mixed Use Areas* and 1.5 FSI for the *General Employment Areas* are supportive of the future higher order transit planned for Sheppard Avenue East. The dual promotion of a healthy, vibrant business park and a well-connected mixed-use community on its edges is intended to help ensure the economic well-being of the area as an important concentration of office employment within the City of Toronto.

The PPS also contains policies with regards to housing and requires municipalities to provide for a range and mix of housing types to meet the projected requirements of current and future residents of the regional market area. To achieve this goal, planning authorities shall provide for residential development including affordable to low and moderate income households. The Secondary Plan contains policies to actively pursue affordable housing and contains requirements for larger units, suitable for larger households and families.

The proposed Secondary Plan is consistent with Policy 1.5 of the PPS which provides direction for achieving healthy, active communities. The recommended Secondary Plan envisions new public parks to be secured through redevelopment of mixed-use parcels large enough to be programmed with a number of recreation opportunities. Public realm improvements, including a proposed multi-use trail (the Greenway) along the edge of Highway 401 and Highway 404, are intended to make the business park more pedestrian friendly.

The pedestrian and cycling facilities within the public realm are important components to the multi-modal transportation system being advanced by the ConsumersNext Secondary Plan, consistent with PPS direction on the integration of land use and transportation planning. The recommended Secondary Plan contains policies with regards to both local and regional transit infrastructure, providing employees, residents and visitors with multiple travel options to get to, from and through the Secondary Plan Area. The densities in the Secondary Plan are appropriate for the future higher order transit along Sheppard Avenue East, ensuring that the public investment in this transit infrastructure is supported at an appropriate level of intensification for the long term.

#### *Growth Plan for the Greater Golden Horseshoe (2017)*

The ConsumersNext Secondary Plan conforms and does not conflict with the Growth Plan for the Greater Golden Horseshoe.

The Growth Plan provides policies to focus growth in areas such as Sheppard Avenue East and Victoria Park Avenue which have existing and planned transit, including planned higher order transit. This growth is not limited to residential uses but also ensuring that the employment areas remain competitive and continue to develop. Policy 2.2.1.3 directs that municipalities should provide direction for an urban form that will optimize infrastructure, particularly along transit and transportation corridors. This will support the achievement of complete communities which feature a diverse mix of land uses and provide convenient access to local stores and services, while also providing for a range of housing options including affordable housing and accommodating the needs of all household sizes and incomes.

The ConsumersNext Secondary Plan conforms to these Growth Plan policies by providing for growth of both the residential and employment uses in the Secondary Plan Area allowing people to live in close proximity to where they work while also allowing for ancillary uses to support the business park and local residents. The Secondary Plan further contains policies which encourage affordable housing and require a residential

unit mix, including larger units suitable for families. This conforms to Growth Plan provisions related to the integration of a mix of housing options within a complete community. As discussed in the PPS analysis above, the Secondary Plan also supports a complete community by identifying future public parks and a recreational connection (the Greenway) along the highway edge.

The Growth Plan provides policies on how economic development and competitiveness will be promoted within the Greater Golden Horseshoe. Policy 2.2.5.1 directs planning authorities to make efficient use of existing employment areas and vacant and underutilized employment lands. As provided for by Policy 2.2.5.13 of the Growth Plan, the proposed Secondary Plan encourages economic competitiveness by introducing the amenities that are currently lacking within the business park, but are critical to retaining existing tenants and attracting new investment. The TMP and Secondary Plan outline different transportation options to access the business park, including regional transit and higher order transit that will better connect the business park with the local and regional labour force. These measures coupled with the new parks and public realm improvements provided for by the proposed Secondary Plan will make the business park a more attractive place to work and support further investment in the modernization of the existing office stock.

The Growth Plan requires that transportation system planning, land use planning and transportation investment are coordinated. The complete community provided for by the Secondary Plan will optimize the public investment in higher order transit along Sheppard Avenue East. The recommended Secondary Plan's policies identify a range of pedestrian and cycling improvements that will improve multimodal connections to higher order transit, and provides for intensification at transit-supportive densities as directed for by Policy 2.2.4 of the Growth Plan.

The future construction of higher order transit along Sheppard Avenue East would include LRT stations at Consumers Road and Victoria Park Avenue. Pursuant to the Growth Plan the lands around these transit stops are defined as *major transit station areas* that are to be planned to a minimum density target of 160 residents and jobs per hectare. The existing conditions in the Secondary Plan Area, including development recently constructed, approved or under construction, are over 220 jobs and residents per hectare which would exceed the minimum density target required by the Growth Plan. The intensification provided for in the recommended Secondary Plan would exceed 470 jobs and residents per hectare. The highest planned densities are structured near the proposed transit stops to leverage the public investment in higher order transit and will be well integrated with the intensification in the employment areas as provided for by Policy 2.2.5.7 of 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. Staff will be reporting to Planning and Growth Management Committee on an approach to undertake

a Section 26 review of major transit station areas within the required conformity timelines.

An outcome of the analysis undertaken during the ConsumersNext Study is the ability for staff to advance a draft boundary for intensification around the two major transit station areas within the Secondary Plan Area along Sheppard Avenue East (Consumers Road and Victoria Park Avenue). The proposed draft major transit station areas boundary, found in Attachment 3 to this report, is the boundary of the proposed ConsumersNext Secondary Plan which captures all the lands designated for growth around the future transit stops. 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 density on these lands exceeds the required minimum density targets with the Secondary Plan providing for additional managed, transit-supported intensification. Moreover, the emphasis on new connections and active transportation infrastructure would put over 80% of the Secondary Plan area within 800 metre walking distance of these transit stations, lands that would include a significant amount of office and other employment uses. It is recommended that City Council endorse the draft boundary found in Attachment 3 to form part of the review of *major transit station areas* through a city-wide Growth Plan conformity exercise.

## **Economic Development**

The land use framework of this recommended Secondary Plan continues to protect the area's economic function by providing land use certainty for those lands designated for employment uses. Similarly, as lands designated *Mixed Use Areas* fronting Sheppard Avenue East and Victoria Park Avenue are redeveloped to include residential uses, development will be required to increase the amount of non-residential gross floor area over what currently exists on the site.

The recommended Secondary Plan provides for the public realm improvements and complementary uses that would incent further investment in the business park by making the area more attractive to employees who may be seeking a vibrancy that is currently lacking. Similarly, the transportation improvements and travel demand management strategies outlined by the TMP will work to address issues of congestion raised by the business community as a potential challenge to the continued success of the business park.

The City should also continue to support efforts in the area to organize a business association or Business Improvement Area (BIA) to provide the opportunity for a unified voice for the businesses within the Secondary Plan Area to advocate on a range of issues that pertain to their interests. This includes the ability to brand and further beautify the area, as well as pursue potential incentives available through the City's economic development programs. At the second business forum this was identified as something the existing business felt would assist in making the business park a more attractive place to relocate a business to and may assist in retaining existing businesses.

## Growth Management Strategy

Managing the growth provided for in this recommended Secondary Plan is essential to ensuring the creation of a complete community and the continued success of the business park. The growth management strategy ties development potential, particularly in the Mixed Use Corridor Districts and the Sheppard & Victoria Park Node, to the availability of sufficient transportation capacity and other infrastructure. This capacity is provided by measures identified through the TMP previously endorsed by City Council through the adoption of the ConsumersNext Proposals Report in July 2017. The implementation of higher order transit along Sheppard Avenue East is crucial to the future transportation capacity in the area. While transit priority measures such as High Occupancy Vehicle (HOV) lanes along Sheppard Avenue East and Victoria Park Avenue could provide some improved transit service to the area, the only opportunity for a significant increase in overall capacity is through the implementation of higher order transit. The land uses, maximum heights and densities provided for by this recommended Secondary Plan are appropriate once higher order transit is implemented, but until this occurs, the full development potential of the Secondary Plan cannot be realized. To control the pace of development to ensure that intensification does not exceed the capacity of the physical infrastructure available, the Secondary Plan provides the ability to enact Zoning By-laws with a Holding (H) symbol for development on lots designated *Mixed Use Areas* within the Secondary Plan Area.

In addition to the significant capacity increase represented by higher order transit, redevelopment in the Secondary Plan Area is tied to improvements required to the public street network to improve mobility and connectivity. These improvements will be delivered incrementally and secured through the development approvals process. Map 38-13 of the recommended Secondary Plan identifies Development Areas and ties specific network improvements that are required to support intensification within each Development Area.

When sites in any Development Area include one of these links or improvements, the Secondary Plan requires its construction to be implemented through redevelopment. If these improvements do not form part of the site or are in another Development Area, the Plan requires landowners to co-ordinate these off-site improvements. If those improvements are not fully in place, development proponents must demonstrate to the satisfaction of City Council that the transportation network will function appropriately until the required improvements have been implemented. The ability to fulfill these policies are subject to City Council requiring a financial contribution from the development proponents towards the future network improvements. Alternatively City Council may enact a Holding (H) By-law for the site until all, or a portion of development can be supported with required transportation infrastructure.

While transportation capacity is a key driver of the growth management strategy, a number of additional provisions are identified by the recommended Secondary Plan for which City Council may enact a Holding (H) By-law. This includes the construction or securing of required: water, sewer and/or stormwater infrastructure, non-residential gross floor area, and/or community services and facilities. The proper sequencing of intensification and infrastructure in the *Mixed Use Areas* is required to ensure that capacity is preserved for continued growth on lands designated *Employment Areas*.



## Implementing Zoning By-laws

Staff are recommending that amendments be prepared to Former City of North York Zoning By-law 7625 and City-wide Zoning By-law 569-2013 for lands within the recommended Secondary Plan area as an early implementation measure of the ConsumersNext Secondary Plan. The full Zoning By-law 569-2013 is not yet in force and effect given a number of outstanding appeals before the Ontario Municipal Board which means that both by-laws have status and amendments must be prepared for both.

The amendments to each by-law would be comprehensive and in conformity with the proposed Secondary Plan as required by the *Planning Act*. On lands designated *Mixed Use Areas*, implementing zoning would bring forward performance standards related to built form, land use mix, parking and loading.

The introduction of implementing zoning is meant to permit as-of-right the types of land uses that would add vibrancy and amenity to the business park. Under the existing zoning regime, landowners in the business park would require rezoning applications to implement this important component of the vision ConsumersNext. The lack of certainty and potentially lengthy approvals process were raised by landowners as a disincentive for redevelopment in the business park.

Bringing forward implementing Zoning By-laws for the lands designated *General Employment Areas* helps advance the public realm, built form and land use vision of the Secondary Plan by granting the necessary permissions for employment-focussed development. This is of particular importance along the Consumers Road Main Street, where reductions in setbacks, provisions for entrance location and permissions for patios and seating areas within required setbacks are needed to create the central focus of amenity and complementary uses provided for by the Secondary Plan.

## Conclusion

The proposed ConsumersNext Secondary Plan is the implementation plan directed by City Council through the adoption of OPA 231 which redesignated lands along Sheppard Avenue East and Victoria Park Avenue to *Mixed Use Areas*. The proposed Secondary Plan establishes development densities and provides for the creation of new streets, parks, blocks and amenities throughout the area to create an attractive environment that will incent employment uses, particularly office development.

Prepared with extensive consultation with the community to complement a thorough analysis of existing conditions and future development potential, the ConsumersNext Secondary Plan will set the stage for continued reurbanization of the area and employment growth. The adoption of the proposed Secondary Plan and advancing its vision through the preparation of implementing Zoning By-laws will be key first steps in the evolution of the area into a highly functional and attractive community for people and business.

## **CONTACT**

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## **SIGNATURE**

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

## **ATTACHMENTS**

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Attachment 1: ConsumersNext Community Consultation Dates and Summaries  
Attachment 2: Draft Official Plan Amendment, ConsumersNext Secondary Plan  
Attachment 3: Draft Boundaries for Major Transit Station Areas

## Attachment 1: ConsumersNext Community Consultation Dates and Summaries

ConsumersNext has involved significant community and stakeholder consultation and input in a variety of formats. The following chart summarizes the public meetings and events during each phase of the study:

Phase 1: May 2015 to October 2015

Phase 2: October 2015 to September 2016

Phase 3: September 2016 to April 2017

Phase 4: May 2017 to February 2018

Date(s) of Event	Event Title	Summary
June 15-23, 2015	Planners in Public Spaces	Over 1,150 employees participated in PiPS events held by City Planning Staff and provided feedback including completing an employee travel survey.
June 24, 2015	Project Launch Meeting	Project Launch Meeting was attended by 130 community members to discuss the existing conditions of the study area and to collect feedback on area for improvement.
September 15, 2015	Local Advisory Committee (LAC) Meeting	Local Advisory Committee (LAC), consisting of local residents and business representatives holds first meeting to share feedback on existing conditions and opportunities for improvements.
September 24, 2015	Visioning Workshop	Two Visioning Workshops were attended by 50 community members to discuss preliminary alternative design ideas and to test the draft guiding principles for improvements through ConsumersNext.
October 1, 2015	Design Review Panel	The ConsumersNext study is reviewed by the City's Design Review Panel which provided advice on how to create an identity for the study area as a place for people and businesses as part of the urban fabric of Toronto.
January 21, 2016	Business Forum	The first ConsumersNext Business Forum was attended by 50 representatives of local businesses to discuss the strengths and weaknesses of the business park and opportunities for business growth.
April 11, 2016	LAC Meeting #2	LAC Meeting #2 allowed representatives to share feedback on alternative development ideas relating to the overall urban structure, mixed use areas along the arterial roads and employment districts within the business park.

<b>Date(s) of Event</b>	<b>Event Title</b>	<b>Summary</b>
April 25, 2016	Community Consultation Meeting	Community Consultation Meeting attended by 100 community members to discuss different design alternatives with the feedback from this discussion informing the selection of the preferred development alternative for ConsumersNext.
May 5, 2016	Design Review Panel	The ConsumersNext study is presented for a second time to the City's Design Review panel seeking advice on possible urban structure strategies and built form alternatives.
May 6-15, 2016	Planners in Public Spaces	Over 185 employees of establishments in the business park participated in PiPS events held by City Planning Staff and provided feedback on the suggested development alternatives and emerging mobility strategies.
September 20, 2016	LAC Meeting #3	At LAC Meeting #3, the preferred development alternative was presented for feedback related to land use, built form and transportation solutions and suggested quick wins for implementation of ideas for the business park including establishing a business association and as-of-right zoning permissions.
November 2, 2016	Community Consultation Meeting	Community Consultation Meeting attended by over 100 community members to discuss the recommended development alternative and findings on supporting transportation, community infrastructure and economic potential.
May 23, 2017	Information Open House	Information Open House on Proposals Report attended by over 140 members of the public and interested parties.
October 26, 2017	Business Forum #2	ConsumersNext Business Forum #2 attended by 45 representatives of local businesses to discuss the possible creation of a business association and seek feedback on potential development incentives for business uses.
December 13, 2017	Draft Secondary Plan Open House	ConsumersNext Draft Secondary Plan Open House seeking feedback on draft Secondary Plan policies to inform the Secondary Plan to be presented to City Council for consideration in 2018 attended by nearly 200 people.
February 15, 2017 (proposed)	Secondary Plan Information Session	Information Open House to present Secondary Plan and answer questions that may arise.

**Attachment 2: Draft Official Plan Amendment, ConsumersNext Secondary Plan**

(Attached at the end of the report as a PDF)

### Attachment 3: Draft Boundaries for Major Transit Station Areas



**ConsumersNext**

Draft Boundaries for Major Transit Station Areas

-  Planned Higher Order Transit
-  Planned Higher Order Transit Stations
-  500m radius from Transit Stations
-  Draft Boundary of Major Transit Station Areas
-  Victoria Park Avenue & Sheppard Avenue East
-  Consumers Road & Sheppard Avenue East

December 2017