

## **140 Grangeway Avenue – Official Plan Amendment and Zoning By-law Amendment Applications – Preliminary Report**

Date: January 13, 2020

To: Scarborough Community Council

From: Director, Community Planning, Scarborough District

Wards: Ward 24 - Scarborough-Guildwood

**Planning Application Number:** 19 202058 ESC 24 OZ

**Current Use(s) on Site:** Vacant

### **SUMMARY**

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This report provides information and identifies a preliminary set of issues regarding the application located at 140 Grangeway Avenue. It has been circulated to all appropriate agencies and City divisions for comment. This report recommends that the application be put on hold until property requirements for the Scarborough Subway Extension (SSE) and associated station facility requirements are confirmed by Metrolinx. Staff also recommend proceeding to schedule a community consultation meeting for the application with the Ward Councillor at such time as matters related to the SSE and associated station facility requirements are confirmed by Metrolinx.

### **RECOMMENDATIONS**

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The City Planning Division recommends that:

1. Staff put the application on hold until property requirements for the Scarborough Subway Extension (SSE) and associated station facility requirements are confirmed by Metrolinx.
2. Staff process this application concurrently and within the context of the Scarborough Centre Focused Review Study, at such time as matters related to the SSE and associated station facility requirements are confirmed by Metrolinx.
3. Staff schedule a community consultation meeting for the application located at 140 Grangeway Avenue together with the Ward Councillor at such time as matters related to the SSE and associated station facility requirements are confirmed by Metrolinx.
4. Staff provide notice for the community consultation meeting to landowners and residents within 120 metres of the application site, and to additional residents,

institutions and owners to be determined in consultation with the Ward Councillor, with any additional mailing costs to be borne by the applicant.

## **FINANCIAL IMPACT**

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The recommendations in this report have no financial impact.

## **DECISION HISTORY**

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### **Scarborough Subway Extension (SSE)**

The Scarborough Subway Extension (also known as the Line 2 East Extension or L2EE) will replace the Toronto Transit Commission's (TTC) Line 3 (the Scarborough RT) and add three more stops onto the Line 2 subway. They will be at Lawrence Avenue and McCowan Road, Scarborough Centre, and Sheppard Avenue and McCowan Road. The SSE has recently been identified as a Sole Responsibility Project of the Province of Ontario, through O.Reg. 248/19 made under the Metrolinx Act 2006. Metrolinx has notified the City that the subject property may be required for transit infrastructure associated with that project and as such, a development application cannot advance before station facility requirements are confirmed. Metrolinx has indicated that they will be communicating directly with the property owner about the potential impacts to the property.

### **Ownership History**

The lands known as 120 Grangeway Avenue (lands bounded by McCowan Road, Progress Avenue, Grangeway Avenue and Bushby Drive) were originally owned by the City of Toronto. On May 25, 2009, City Council adopted EX32.5, as amended, endorsing the Principles of a Real Estate Strategy and declared surplus, subject to the retention of Required Interests, sixteen properties, with the intended method of disposal to be a transfer to Build Toronto, and five properties, where the intended method of disposal was to be a turnover to Build Toronto. One of these properties was Part of 120 Grangeway Avenue. Refer to:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2009.EX32.5>

At its meeting of November 30, December 1, 2, 4 and 7, 2009, City Council adopted a report dated October 30, 2009, which granted authority to enter into an agreement to transfer the property municipally known as 120 Grangeway Avenue to Build Toronto, substantially in accordance with the terms and conditions set out in Appendices 1 and 2 to the report (October 30, 2009). Refer to:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2009.GM26.30>

On October 21, 2011, Build Toronto Inc. entered into a Purchase Agreement with The Gates of Scarborough Town Centre Inc., subject to terms and conditions. The lands transferred to The Gates of Scarborough Town Centre Inc. are illustrated as Parts 9 and 12 on Attachment 8: Ownership Map. The Purchase Agreement contains a clause that indicates that should Parts 8, 13 and 14 (ramp lands as illustrated Attachment 8) be declared surplus by the City of Toronto, and subject to the passage of the required by-

laws by City Council, the lands may be transferred to The Gates of Scarborough Town Centre Inc. subject to certain conditions.

Refer to Attachment 8: Ownership Map.

### **Pre-application History**

All pre-application information noted below pertains to 120 and 140 Grangeway Avenue (north and south blocks/Parts 9 and 12), as well as the ramp lands referred to as Parts 8, 13 and 14.

Informal pre-application discussions for the site were initiated with staff in June 2012.

A pre-application proposal for the site was submitted in January 2015, followed by another pre-application meeting on March 31, 2017. The proposal was for a total of six towers: three towers on the north block (39, 48 and 52 storeys); and three towers on the south block (35, 45 and 50 storeys); two levels of below-grade parking and six levels of above-grade parking within the building podium. A Planning Application Checklist was issued on April 11, 2017 and the pre-application proposal was reviewed at the July 18, 2017 Design Review Panel (DRP) Meeting. Minutes for the DRP meeting can be found here: <https://www.toronto.ca/wp-content/uploads/2017/12/95aa-UrbanDesign-DesignReviewPanel-MtgMinutes-18Jul2017.pdf>

A formal Pre-Application Consultation (PAC) request was made by the applicant to discuss complete application requirement for the proposal and a meeting with staff was held on March 27, 2019. The proposal included a total of five towers: three towers on the north block (31, 40 and 53 storeys); two towers on the south block (48 and 55 storeys); two levels of below-grade parking and up to eight levels of above-grade parking. A revised Planning Application Checklist was issued on April 23, 2019.

## **ISSUE BACKGROUND**

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### **Application Description**

This application proposes to amend the Official Plan and the former City of Scarborough Employment Districts Zoning Bylaw No. 24982, as amended (Progress Employment District) for the property at 140 Grangeway Avenue (north block/Part 9) to permit the development of three high-rise mixed use residential buildings with a total of 1,229 dwelling units. Building A is 53 storeys, Building B is 31 storeys and Building C is 40 storeys. A nine-storey podium connects Buildings A and C and an eight storey podium connects Buildings B and C. A total of 941 vehicular and 1,044 bicycle parking spaces are proposed in two levels of below grade parking and seven levels of above-grade parking. Vehicular access to the development is proposed from a driveway off of Progress Avenue, as well as from two driveways from a future east-west road. The proposal has an overall gross floor area of 89,905.8 square metres, of which 1,185 square metres are proposed to be dedicated to non-residential uses at-grade, with the

remaining 88,720.8 square metres of gross floor area dedicated to residential uses. An overall floor space index (FSI) of 11.0 is proposed.

The proposal statistics are as follows:

### Site Statistics

Lot Area	8,171.1 square metres
Residential Gross Floor Area	88,720.80 square metres
Non-Residential Gross Floor Area	1,185 square metres
Total Gross Floor Area	89,905.8 square metres
Floor Space Index	11.0
Height	Building A: 167.5 metres (53 storeys) Building B: 101.25 metres (31 storeys) Building C: 128.25 metres (40 storeys)
Residential Unit Breakdown	Micro Units: 188 (15%) 1-Bedroom / 1 Bedroom + Den: 623 (51%) 2-Bedroom / 2 Bedroom + Den: 294 (24%) 3-Bedroom: 124 (10%)
Proposed Parking Supply	Resident: 826 spaces Visitor: 123 spaces Retail: 12 spaces Total: 961
Proposed Bicycle parking Supply	Residential Long term: 927 Short term: 100  Retail Long term: 14 Short term: 3
Proposed Indoor Amenity Space	2,570.4 square metres (on levels 1 and 8)
Proposed Outdoor Amenity Space	2,434.2 square metres (on levels 7-10)

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

See Attachment 1: 3D Model of Proposal in Context - Northeast; Attachment 2: 3D Model of Proposal in Context - Southeast of this report; Attachment 3: Location Map; and Attachment 4: Site Plan.

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

Land use planning in the Province of Ontario is a policy led system. Any decision of Council related to this application is required to be consistent with the Provincial Policy Statement (2014) (the "PPS"), and to conform with applicable Provincial Plans which, in the case of the City of Toronto, include: the Growth Plan for the Greater Golden Horseshoe (2019) and, where applicable, the Greenbelt Plan (2017). The PPS and all Provincial Plans may be found on the Ministry of Municipal Affairs and Housing website.

## **A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019)**

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019) (the "Growth Plan (2019)") came into effect on May 16, 2019. This new plan replaces the previous Growth Plan for the Greater Golden Horseshoe, 2017. The Growth Plan (2019) 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, 2019 establishes policies that require implementation through a Municipal Comprehensive Review (MCR), which is a requirement pursuant to Section 26 of the Planning Act that comprehensively applies the policies and schedules of the Growth Plan (2019), including the establishment of minimum density targets for and the delineation of strategic growth areas, the conversion of provincially significant employment zones, and others.

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 that better connect 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 (2019) 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 (2019) 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 (2019). Comments, submissions or advice affecting a planning matter that are provided by Council shall also conform with the Growth Plan (2019).

The Growth Plan (2019) 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 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 achieve appropriate densities.

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

The City of Toronto Official Plan is a comprehensive policy document that guides development in the City, providing direction for managing the size, location, and built form compatibility of different land uses and the provision of municipal services and facilities. Authority for the Official Plan derives from the *Planning Act* of Ontario. The PPS recognizes the Official Plan as the most important document for its implementation. Toronto Official Plan policies related to building complete communities, including heritage preservation and environmental stewardship may be applicable to any application. Toronto Official Plan policies may be found here:

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

The Official Plan identifies the subject site as being within Scarborough Centre; one of four designated "*Centres*" in the City of Toronto, as shown on Map 2 of the Official Plan. *Centres* are generally described as being "places with excellent transit accessibility where jobs, housing and services will be concentrated in dynamic mixed-use settings". The Official Plan indicates that growth will be directed to the *Centres* in order to use municipal land, infrastructure and services efficiently; concentrate jobs and people in areas well served by surface transit and rapid transit stations; and promote mixed use development to increase opportunities for living close to work and to encourage walking and cycling for local trips.

The Official Plan describes Scarborough Centre as a place where a vibrant mix of residential and employment growth is anticipated. Scarborough Centre is well serviced by the existing transit, including the TTC Line 3 (the Scarborough RT) and local bus routes, and planned transit improvements. In particular, the Scarborough Subway Extension (SSE) project and the Durham-Scarborough BRT will ensure Scarborough Centre becomes a transit hub for eastern Toronto and the surrounding region as

envisioned in the Official Plan. Chapter 2 of the Official Plan sets out a policy framework and strategy for integrating land use and transportation and includes policies with respect to achieving this goal, including transportation infrastructure improvements that will be needed to support the City's growth.

Chapter 2 of the Official Plan also sets out a policy framework and strategy for managing Toronto's growth and includes policies respecting *Centres*. *Centres* are places with excellent transit accessibility where jobs, housing and services will be concentrated in dynamic mixed use settings with varying levels of activity and intensity. Creating a high quality public realm is essential to attract businesses, workers, residents and shoppers. Each *Centre* is different in terms of its local character, demographics, growth potential and scale.

A Secondary Plan for each *Centre* will tailor an intense mix of urban activities to reflect the individual circumstances of each location. Policy 2.2.2.1 states that a priority for managing growth in the City is the establishment of vibrant transit-supportive mixed use *Centres*. Policy 2.2.2.2 states that each *Centre* will have a Secondary Plan that will, among other matters:

- Create a positive climate for economic growth and commercial office development;
- Support residential development with the aim of creating a quality living environment for large resident population, including encouraging a full range of housing opportunities in terms of type, tenure, unit size and affordability;
- Assess the adequacy of parks and open space within the Centre and develop a strategy for acquiring new and enhancing existing parkland through appropriate measures, including parking dedication policies;
- Assess the adequacy of existing community services, facilities and local institutions and establish a strategy for the timely provision of service and facility enhancements and new facilities to meet the needs of the growing population;
- Identify future public investment in transit facilities, streets and other infrastructure, parks, community facilities and local amenities to support population and employment growth;
- Set out the location, mix and intensity of land uses within the Centre;
- Establish a high quality public realm featuring public squares, parks and public art; and
- Be accompanied by zoning to implement the Secondary Plan that will incorporate transit-supportive development guidelines, including minimum and maximum development densities and minimum and maximum parking standards.

The site is designated *Mixed Use Areas* on Land Use Plan Map 19. *Mixed Use Areas* permit a broad range of residential, commercial and institutional uses in single-use or mixed-use buildings, as well as parks and open spaces and utilities.

New development in *Mixed Use Areas* is subject to development criteria, which require new development to:

- create a balance of land uses with the potential to reduce auto-dependency and meet the needs of the community;

- provide additional employment and housing in the *Centres*; locate/mass new buildings to provide a transition between areas of different development intensity/scale;
- take advantage of nearby transit services; locate/mass new buildings to minimize shadow impacts;
- locate/mass new buildings to frame streets and parks with good proportion and maintain sunlight and comfortable wind conditions; and
- provide attractive pedestrian environments.

In addition, the Official Plan requires that significant new multi-residential development must provide indoor and outdoor amenity space for residents of the new development and that each resident have access to outdoor amenity spaces such as balconies, terraces, courtyards, rooftop gardens and other types of outdoor spaces. Refer to Attachment 5: Official Plan.

Section 3.1.1 of the Official Plan contains Public Realm policies that recognize the importance of good design in the creation of a great city. The policies contained in this section emphasize the need for new development to improve the public realm and recognize the essential role the City's streets, open spaces, parks, ravines, natural areas and other key public assets play in creating a great city. The policies are designed to ensure that a high standard is achieved through urban design, landscaping, and architecture for both public and private development and works. Public Realm policies also provide for new streets to be public; new development blocks to be appropriately sized and parks and open spaces to be well designed and appropriately located.

The Built Form policies (Section 3.1.2) of the Official Plan specify that new development be located and organized to fit with its context, and be massed to limit impacts on neighbouring streets, parks, open spaces, and properties by creating appropriate transitions in scale to neighbouring buildings, providing for adequate light and privacy, and limiting shadowing and uncomfortable wind conditions. Further, Policy 3.1.2.6 requires that every new multi-unit residential development will provide indoor and outdoor amenity space for residents of the new development.

Section 3.1.3 (Built Form – Tall Buildings) of the Official Plan identifies tall buildings as those whose height are typically greater than the width of the adjacent road allowance and notes that the City's taller buildings come with larger civic responsibilities and obligations than other buildings. Taller buildings are to be located to ensure adequate access to sky view. The Tall Buildings policies of the Official Plan seek to ensure that the proposed building and site design will contribute to and reinforce the overall City structure, including its relationship to its existing and/or planned context and the provision of high quality, comfortable and usable publicly accessible open space areas.

Policy 3.1.4 of the Official Plan encourages the inclusion of public art in all significant private sector developments. The subject lands occupy a prominent location, at the gateway to the McCowan Precinct.



The Housing policies in Section 3.2.1 of the Official Plan support a full range of housing in terms of form, tenure and affordability, across the City and within neighbourhoods to meet the current and future needs of residents. A full range of housing includes: ownership and rental housing, affordable and mid-range rental and ownership housing, among other forms of housing that makes more efficient use of the existing housing stock. The existing housing stock is to be maintained and replenished, and new housing supply is encouraged through intensification and infill that is consistent with the Official Plan. Large residential developments such as proposed by this rezoning application may provide an opportunity to enhance the mix of housing types and unit sizes within the community.

The Community Services and Facilities policies in Section 3.2.2 of the Official Plan state that strategies for providing new social infrastructure or improving existing community service facilities will be developed for areas that are inadequately serviced or experiencing major growth or change, and will be informed through the preparation of a community services strategy. The inclusion of community service facilities are encouraged in all significant private sector development.

When creating new neighbourhoods, it is important to have a comprehensive planning framework to reflect the Plan's city-wide goals as well as the local context. Policy 3.3.1 states that the framework should include:

- The pattern of streets, development blocks, open spaces and other infrastructure;
- The mix and location of land uses;
- A strategy to provide parkland and to protect, enhance or restore natural heritage;
- A strategy to provide community services and local institutions; and
- A strategy to provide affordable housing.

Policies 3.3.2 and 3.3.3 further state that new neighbourhoods must be viable as communities and be carefully integrated into the surrounding fabric of the City.

The Official Plan provides for the use of Section 37 of the *Planning Act* to secure community benefits in exchange for increased height and density for new development, provided it first meets the test of good planning and is consistent with the policies and objectives of the Plan. Planning staff will review the proposed development within the context of the Section 37 policies and the provision of community benefits which may result from any increase in height and density of the new development.

In addition to the policies referenced above, the Official Plan will be considered as a whole through the review of this application.

### **Official Plan Amendment No. 231**

In December 2013, City Council adopted Official Plan Amendment No. 231 (OPA 231), which provides new and revised economic policies and designations for employment lands in the city. OPA 231 was approved by the Province with minor modifications in July 2014 and portions of OPA 231 are under appeal at the Local Planning Appeal

Tribunal (LPAT). The LPAT (and previously the Ontario Municipal Board) has issued several Orders partially approving OPA 231.

OPA 231 also added new policies to Section 3.5.1 of the Official Plan respecting the promotion of office development, including freestanding office buildings with 10,000 square metres or more of gross floor area, or the capacity for 500 jobs or more, to the *Centres and Mixed Use Areas* within 500 metres of an existing or approved and funded subway, light rapid transit or GO train station. While currently under appeal, these policies are intended to provide for minimum standard for commercial development and increased non-residential gross floor area within mixed use buildings.

As with other portions of OPA 231, this policy is currently under appeal and not in full force and effect, but was adopted by City Council and approved by the Minister of Municipal Affairs and Housing. As such, it does represent City Council's vision for the site and area.

### **Scarborough Centre Secondary Plan**

The application is located within the Scarborough Centre Secondary Plan (SCSP) area. The SCSP recognizes that the Centre is a large geographical area in which several development areas have emerged; each with a different character. To enable detailed planning for the Centre, to provide for a specific growth management strategy and to realize specific employment, housing, recreation and community service objectives, the SCSP divides the Centre into four land use 'Precincts' and contemplates the development of detailed 'Precinct Plans' for each of the four precincts. The subject site is located in the McCowan Precinct.

The subject site is also subject to Site and Area Specific Policy No's. 3 and 9 in the SCSP. SASP No. 3 sets out policies specific to this site that: encourage higher densities to achieve compact, transit supportive development; retain the existing pedestrian connections to and/or new pedestrian connections to the existing transit station; provision of an east-west public road through the lands; and encourage the provision of affordable housing on a portion of the lands as a component of larger scale residential development.

SASP No. 9 implements the OPA 242 and the Urban Design Guidelines that put in place the framework to guide future growth and development of the McCowan Precinct. Policies promote a finer grid of new public streets and the creation of small and medium sized development blocks and are intended to create new public street frontages for buildings, enhance opportunities for vehicle, pedestrian and cycling circulation, and intensification. The potential for new public spaces and are also outlined in detail. Notably, the McCowan Precinct is envisioned as a vibrant, mixed use community with a consistent identifiable image and includes a Conceptual Master Plan for the area that establishes: streets and blocks; connections; parks, open spaces and urban spaces; and a cycling network all of which assist in promoting the destination focus of the Centre.

Promoting transit supportive development in the vicinity of rapid transit is a key strategy of the SCSP. Higher densities of both residential and employment land uses are

encouraged to generate ridership levels to help sustain the transit services, support future transportation improvements and further the City's goal of accommodating balanced growth at strategic locations within Toronto. Promoting the reduction in car dependency is also an objective of the SCSP through support of urban development at key locations that is transit supportive and promoting appropriate parking supply requirements/limits.

Section 6, A Connected Green Space acknowledges that the existing supply of parks and open spaces will need to be improved and expanded to meet increased demand from the planned increase in residential and worker population over the next 30 years. It further notes that a strategy for the acquisition and improvement of public parkland, open spaces and recreational facilities within the Centre be developed, which is currently being undertaken as part of the Scarborough Centre Focused Review (SCFR) Study. Policy 6.3 in the SCSP does not specify a maximum/cap for the required on-site conveyance or cash-in-lieu of parkland dedication. Policy 6.4 notes that to maximize opportunities to obtain parkland in the Centre, the dedication of land is preferred to a dedication of cash-in-lieu of land, especially on sites 1.0 hectare or more.

The Scarborough Centre Secondary Plan may be found here:

<https://www.toronto.ca/wp-content/uploads/2017/11/900a-cp-official-plan-SP-5-ScarboroughCentre.pdf>

See Attachment 6: Scarborough Centre Secondary Plan Map.

### **Scarborough Centre Transportation Master Plan (SCTMP)**

The SCTMP Final Report (including OPA 408 & 409) was adopted by City Council on May 22, 2018 and put in place a transportation network for Scarborough Centre. The Official Plan Amendments implement the findings of the SCTMP and are intended to:

- Create a vibrant public realm and sense of place that attracts people and jobs;
- Provide mobility options for all users, regardless of mode, age, ability, or income; and
- Support the growth, development and investment in Scarborough Centre.

The decision of City Council can be accessed via the following link:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.SC30.3>

### **Scarborough Centre Public Art Master Plan Study (SCPAMP)**

The SCPAMP Consultant's Report was adopted by City Council on April 24, 2018. The SCPAMP provides strategic direction for the public art program in Scarborough Centre. It establishes the vision, guiding principles and framework recommendations for its public art program. To ensure public art is long-lasting, functional, safe, economical, sustainable and beautiful, the master plan provides implementation, maintenance and conservation strategies, including funding mechanisms available, to support the Public Art Plan vision. The decision of City Council can be accessed via the following link:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.SC29.9>

## **Scarborough Centre Secondary Plan Review (SCFR)**

The City Planning Division has initiated a multi-faceted study, the Scarborough Centre Focused Review (SCFR), which will develop a revised vision and a comprehensive planning framework that will create an improved sense of place for Scarborough Centre. Combined with the significant investment of Scarborough Subway Extension (SSE), this study is a critical element to the transformation of Scarborough Centre. The development of a comprehensive planning framework specific to Scarborough Centre will form the foundation and recommendations for an update to the SCSP and will include:

- Built form, parks and open space, active connections, and community infrastructure strategies;
- Conceptual master plan and urban design guidelines;
- Massing (3D) model;
- Review and refinement (if necessary) of the SCTMP; and
- Master servicing plan.

The SCFR is being conducted over four phases. Phase 1 was recently concluded, with Scarborough Community Council adopting the Phase 1 Status Update Report for the study at its meeting of May 2, 2019. This first phase of the Study focused on data collection and analysis, and synthesizing work completed to date. Outcomes included the identification of: a vision and principles; opportunities and challenges; an emerging public realm framework and character areas and corridors; and a series of big moves that are further articulated in a more detailed Preliminary Public Realm Plan. The work completed as part of Phase 1 will be used to guide and inform future phases of the SCFR. The decision of Scarborough Community Council can be accessed via the following link: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.SC6.3>

The firm of Gladki Planning Associates has been retained to assist staff with the completion of the remaining phases of the SCFR (Phases 2-4). The Study is anticipated to be completed by the first quarter of 2021; with the planning framework, including recommendations for an update to the Scarborough Centre Secondary Plan policies, urban design guidelines and strategies being brought to City Council for consideration in the first quarter of 2021.

A study website has been established at [www.toronto.ca/scarborough-centre-review](http://www.toronto.ca/scarborough-centre-review).

## **Zoning By-laws**

The subject lands are currently zoned City Centre Residential (CCR) (H) and City Centre Office (CCO) (H) and are subject to Exception No. 549 under the former City of Scarborough Employment Districts Zoning By-law No. 24982 (Progress Employment District), as amended. The site is not subject to the City-wide Zoning By-law No. 569-2013, as amended.

The CCR zone permits all types of dwelling units, day nurseries and private daycare. However, hotel uses are prohibited. The CCO zone permits office uses and a number of accessory uses. The site is subject to a Holding (H) provision that shall be removed

by an amending By-law upon the submission of a Site Plan Control Application to the satisfaction of the City, in accordance with the Scarborough Centre Secondary Plan and having regard to established Urban Design Principles, and when Council is satisfied as to:

- the availability or provision of all transportation improvements, infrastructure and servicing, including public transit, stormwater management, the provision of community facilities and accommodations for pedestrians and cyclist, necessary to accommodate and support any proposed development; and
- all appropriate requirements or clearances for the proposed development pertaining to site environmental conditions including compatibility with existing and permitted nearby uses.

### **Design Guidelines**

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

- Tall Building Guidelines;
- McCowan Precinct Urban Design Guidelines;
- Scarborough Centre Public Art Master Plan;
- Percent for Public Art;
- Draft Growing Up: Planning for Children in New Vertical Communities;
- Urban Design Guidelines for Privately-Owned Publicly Accessible Spaces;
- Bird-Friendly Design Guidelines;
- Toronto Greet Standards (TGS) Version 3.0;
- Complete Streets Guidelines;
- Guidelines for the Design and Management of Bicycle Parking Facilities;
- Best Practices for Effective Lighting; and
- Accessible Design

The City's Design Guidelines may be found here: <https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/design-guidelines/>

### **Provincial Noise Guidelines**

New provincial noise guidelines (NPC-300) were introduced in 2013, which replace and consolidate previous related guidelines. Among other matters, the guidelines provide advice, sound level limits and guidance that may be used when land use planning decisions are made under the *Planning Act*. They are intended to minimize the potential conflict between noise sensitive land uses and sources of noise emissions. Generally, the proponent of a new noise sensitive land use is responsible for ensuring compliance with applicable sound level limits.

### **Site Plan Control**

The application is subject to Site Plan Control. A Site Plan Control application has not been submitted.

## COMMENTS

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### Reasons for the Application

An Official Plan amendment is required to exempt the subject lands from Policy 6.3 of the SCSP regarding parkland dedication. Policy 6.3 does not specify a maximum/cap for the required on-site conveyance or cash-in-lieu of parkland dedication. In the absence of a maximum/cap, the Official Plan Amendment proposes to require rates in effect at time of approval.

An Official Plan amendment is also required to amend Site and Area Specific Policy (SASP) No's. 3 and 9 in the SCSP.

A Zoning By-law Amendment is required to amend the Employment Districts Zoning By-law (Progress Employment District) No. 24982, as amended, to remove the H provisions from the subject lands in order to permit the proposed uses. An amendment is also required to establish appropriate performance standards related to: the proposed density of development; building heights; massing; stepbacks and setbacks; vehicular and bicycle parking rates; and other provisions.

### Issues to be Resolved

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

### Provincial Policies and Plans Consistency/Conformity

Staff will evaluate this planning application for consistency with the PPS (2014) and conformity with the Growth Plan (2019). Given the explicit link between Provincial Policy and the Official Plan, conformity with the PPS and the Growth Plan will be largely determined by conformity with the Official Plan.

### Official Plan Conformity

The planning application is subject to the policies of the Official Plan and the Scarborough Centre Secondary Plan.

Staff are evaluating the application to determine conformity with the Official Plan policies pertaining to *Centres*, *Mixed Use Areas*, and to ensure conformity with the policies of the Official Plan, the Scarborough Centre Secondary Plan and the McCowan Precinct Plan and associated Urban Design Guidelines.

Among other matters, staff will assess opportunities to advance and enhance land uses including employment and affordable housing opportunities on site.

## **Scarborough Centre Focused Review (SCFR) Study**

Staff will also be evaluating the application in the context of the on-going SCFR study and the emerging directions. The study is expected to be completed by the first quarter of 2021, with the planning framework, recommended updates to the SCSCP policies, guidelines and strategies being brought to City Council for consideration in the second quarter of 2021. Preliminary issues include assessing the proposal against the road configuration, land use, density, massing, public realm network and parkland and open space size and locations, among other matters.

### **Block Context Plan**

The applicant submitted a Block Context Plan, however at the time of writing this report, key information was missing and staff have requested the inclusion of additional planned context information for the surrounding area. Once these changes have been made and the Block Context Plan resubmitted, staff will analyze existing open spaces, transportation networks, potential building placement and form, existing and proposed sun and shadow conditions to inform a block structure which would also include potential public street and public park locations and sidewalk connections within the subject site, in between sites, to the existing street network, and to new and existing open spaces. Staff will also *review the Block Context Plan* in the context of the emerging directions of the SCFR Study.

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

The suitability of the proposed built form, density and massing will be evaluated based on the planning framework for the area including Provincial policies and plans, Official Plan policies, the existing Scarborough Centre Secondary Plan, the appropriate City Design Guidelines and in the context of the emerging direction of the Scarborough Centre Focused Review Study. Subject to property requirements for the Scarborough Subway Extension (SSE) and associated station facility requirements being confirmed by Metrolinx. Staff will assess, among other issues that may arise in the review of the application:

- whether the application is contextually appropriate and fits with the existing and planned context;
- the relationships to adjacent properties, including transition in scale within the existing and planned context, as well as within the block including the future south block;
- appropriateness of the proposed built form, siting, density and building massing;
- the provision of adequate landscaped open space;
- opportunities to create privately-owned publicly-accessible space (POPS) with the lands;
- desirability of the proposed unit type and mix;
- assessment of the amount and location of on-site indoor and outdoor amenity space;
- impact of the proposal on the public realm and opportunities to expand and enhance the public realm;
- impact of the proposal on existing and future transit infrastructure;

- advancement and enhancement of land uses including employment opportunities on site; and
- appropriateness of the proposed sensitive land use, including an assessment of potential noise impacts from nearby industrial and transit uses.

As noted above, this application is for the north block only. However, it is important to plan comprehensively for the entire site, including:

- understanding how the south block may be redeveloped in the future; and
- the relationship to and status of city owned lands, including TTC's Line 3 (the Scarborough RT) McCowan Station (refer to Attachment 8: Ownership Map).

The current policy framework for the area contemplates that a certain level of density be located here, in a compact, transit supportive, urban village format, together with uses such as parks and open spaces, community services and facilities. The applicant proposes a density of 11.0 times the lot area, which will be reviewed in context of the Official Plan policies, the emerging direction of the Scarborough Centre Focused Review Study, as well as the recent approvals for developments in the immediate area.

### **Parkland/Open Space**

The Official Plan contains policies to ensure that Toronto's systems of parks and open spaces are maintained, enhanced and expanded. Map 8B of the City of Toronto Official Plan shows local parkland provisions across the City. The site is in a parkland priority area, as per Chapter 415, Article III, of the Toronto Municipal Code.

Policy 6.3 in the SCSP does not specify a maximum/cap for the required on-site conveyance or cash-in-lieu of parkland dedication. The SCSP also acknowledges that the existing supply of parks and open spaces will need to be improved and expanded to meet increased demand from the planned increase in residential and worker population over the next 30 years, and that to meet his need and maximize opportunities to obtain parkland in the Centre, the dedication of land is preferred to a dedication of cash-in-lieu of land, especially on sites 1.0 hectare or more.

The applicant is currently not proposing an on-site parkland dedication. Staff will review parkland dedication requirements, as well as appropriate open space/POPS requirements that may result from this development proposal. The location of parkland dedication and appropriate open space/POPS requirements will be informed by Official Plan policies, as well as the on-going SCFR Study, which will include a strategy for the acquisition and improvement of public parkland, open spaces and recreational facilities within the Centre. It is important to note that the Preliminary Public Realm Plan created in Phase 1 of the SCFR identified a public park on a portion of the south block of these lands.

### **Amenity Space**

Section 3.1.2.6 of the Official Plan states that every significant new multi-unit residential development will provide indoor and outdoor amenity space for residents. The applicant



is proposing 2,570.4 square metres of indoor amenity space, and 2,434.2 square metres of outdoor amenity space (on levels 7-10 of the buildings) as part of the proposal. Staff will review the amount and location of the proposed amenity space.

### **Tree Preservation**

The application is subject to the provisions of the City of Toronto Municipal Code, Chapter 813 Articles II (Street Trees By-law) and III (Private Tree By-law). Staff will be evaluating the application to ensure proposed policies and urban design guidelines support the Official Plan policies of increasing the amount of tree canopy coverage. There are seven (7) City street trees and four (4) privately owned trees that qualify for protection that are proposed to be removed. An Arborist Report and Tree Preservation Plan has been submitted and is under review by City staff.

### **Housing**

A Housing Issues Report was not required for this application as the site is less than five hectares. However, staff will be reviewing the application to ensure a mix of residential unit sizes and types across the site, with an emphasis on creating a range of affordable housing options, increasing the number of larger dwelling units suitable for a broader range of households including families with children and the evaluation of how the development achieves the Growing Up: Planning for Children in New Vertical Communities draft Urban Design Guidelines. The Growing Up Guidelines are intended to ensure that new developments in the City increase the liveability for larger households, including families with children, at the neighbourhood, building and unit scale. The provision of a full range of housing across the City and within neighbourhood is important to achieving the diversity required to meet current and future needs of residents, and to provide economic competitiveness and social cohesion. Staff will review the proposal to ensure it aligns with the Guidelines, as well as in the context of the emerging direction of the Scarborough Centre Focused Review Study.

### **Community Services and Facilities**

Community Services and Facilities ("CS&F") are an essential part of vibrant, strong and complete communities. CS&F are the lands, buildings and structures used for the provision of programs and services provided or subsidized by the City or other public agencies, boards and commissions. They include recreation, libraries, childcare, schools, public health, human services, cultural services and employment services, etc.

The timely provision of community services and facilities is as important to the livability of the City's neighbourhoods as "hard" services like sewer, water, roads and transit. The City's Official Plan establishes and recognizes that the provision of, and investment in community services and facilities supports healthy, safe, liveable, and accessible communities. Providing for a full range of community services and facilities in areas experiencing major or incremental growth, is a responsibility shared by the City, public agencies and the development community.

Staff are reviewing the CS&F Study that was submitted as part of this application and will evaluate the impact of the proposed development and local development activity on community services and facilities, including an assessment of existing capacity to support the proposed population growth.

A CS&F strategy will also be developed through the SCFR Study to create area-specific policies for Scarborough Centre, which will be used in the evaluation of this application.

### **Infrastructure/Service Capacity**

Staff will review the application to determine if there is sufficient infrastructure capacity (roads, transit, water, sewage, hydro etc.) to accommodate the proposed development. The applicant has submitted the following studies and reports, which are being reviewed by Engineering and Construction Services staff: Functional Servicing Report and Stormwater Management Report; Geotechnical Investigation Report; and Hydrogeological Report.

The application will be reviewed in the context of the SCFR Study, which includes a Master Servicing Plan Study as one of its components. In particular, staff will determine whether there is sufficient infrastructure (watermains, sanitary and storm sewer, etc.) capacity to accommodate the proposed development and the potential cumulative impact of all future and proposed applications in Scarborough Centre.

### **Traffic Impact, Access, Parking**

Transportation Services and Transportation Planning staff are reviewing the application and submitted Transportation Study. The purpose of this review is to evaluate:

- The effects of the development on the existing transportation system, to suggest any transportation improvements that are necessary to accommodate the travel demands associated with the development;
- The need for an east/west public road connection;
- The proposed parking and loading provisions;
- The proposed bicycle parking provisions; and
- The proposed site access and circulation.

The application will also be reviewed in the context of OPA 409, the Scarborough Centre Transportation Master Plan (SCTMP) and the SCFR Study.

### **Public Art**

Public Art is encouraged in all new development to enhance the quality of the public realm, add interest and create a sense of place. Staff are reviewing the application in the context of the Scarborough Centre Public Art Master Plan and the Percent for Public Art program.

## **Toronto Green Standard**

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

The application was submitted after May 1, 2018 and is subject to TGS Version 3.0. The application will be reviewed for compliance with Tier 1 performance measures. Staff will encourage the applicant to pursue a Tier 2 of the TGS or higher.

More information regarding the TGS can be found at:

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

## **Section 37 Community Benefits**

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

Details of a Section 37 Agreement between the applicant and the City will be considered, in consultation with the Ward Councillor, if a project is ultimately approved.

## **Other Matters**

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

## **CONTACT**

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## **SIGNATURE**

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Paul Zuliani, MBA, RPP, Director  
Community Planning, Scarborough District

## **ATTACHMENTS**

Attachment 1: 3D Model of Proposal in Context - Northeast

Attachment 2: 3D Model of Proposal in Context - Southeast

Attachment 3: Location Map

Attachment 4: Site Plan

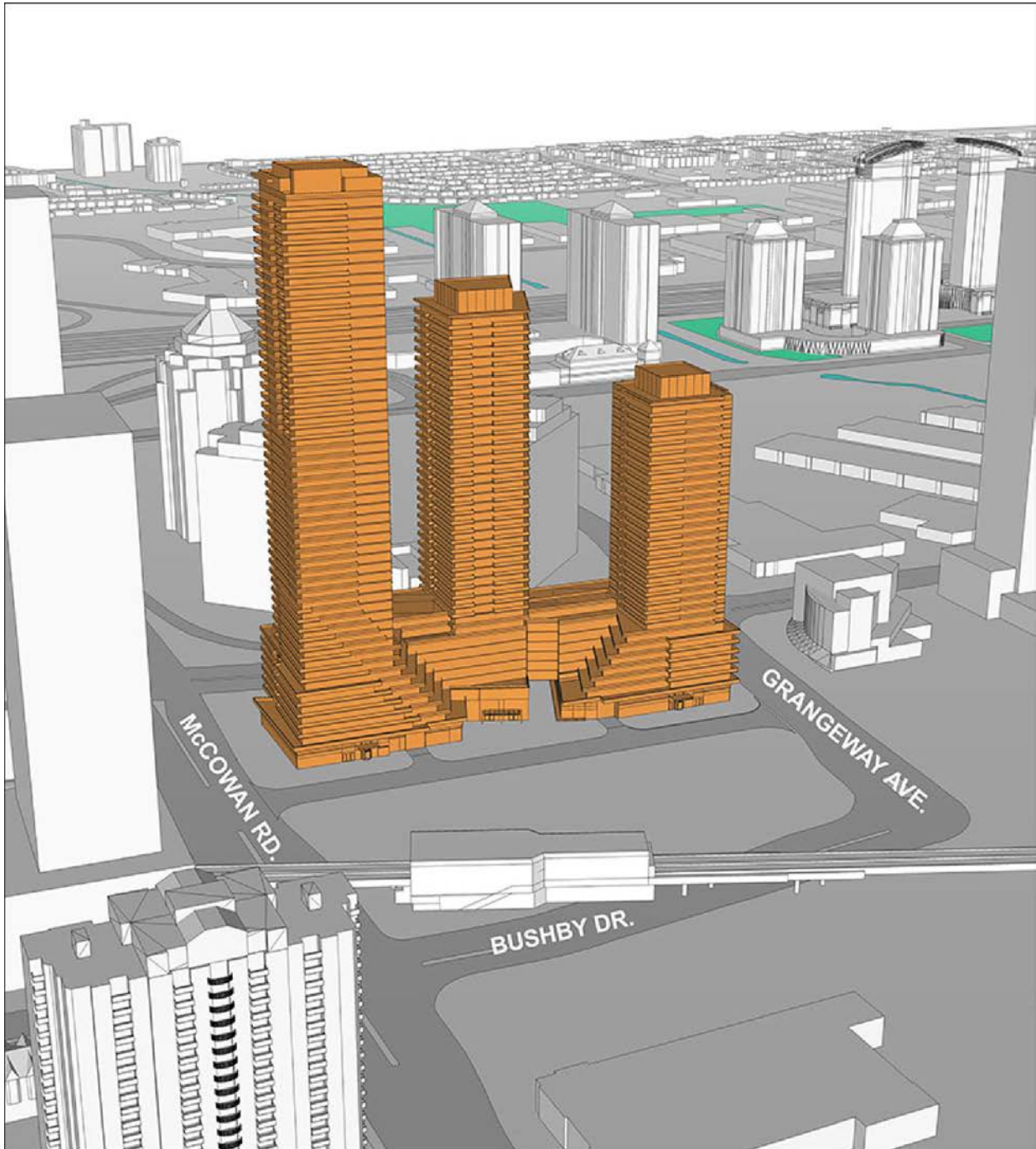
Attachment 5: Official Plan Map

Attachment 6: Scarborough Centre Secondary Plan Map

Attachment 7: Zoning Map Former City of Scarborough Employment District By-law No. 24982 (Progress)

Attachment 8: Ownership Map

# Attachment 1: 3D Model of Proposal in Context - Northeast



View of Applicant's Proposal Looking Northeast



09/30/2019

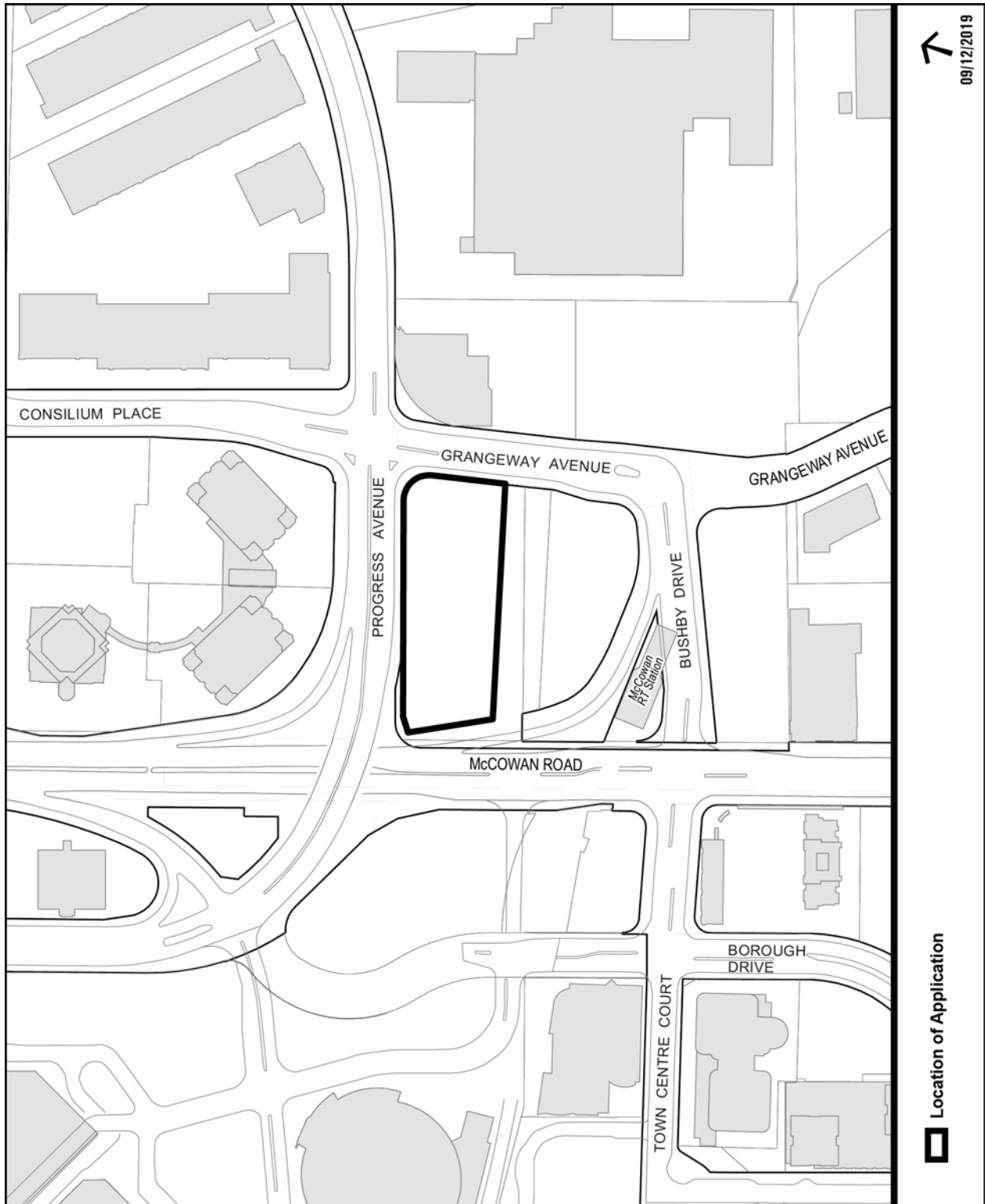
**Attachment 2: 3D Model of Proposal in Context - Southeast**



**View of Applicant's Proposal Looking Southeast**

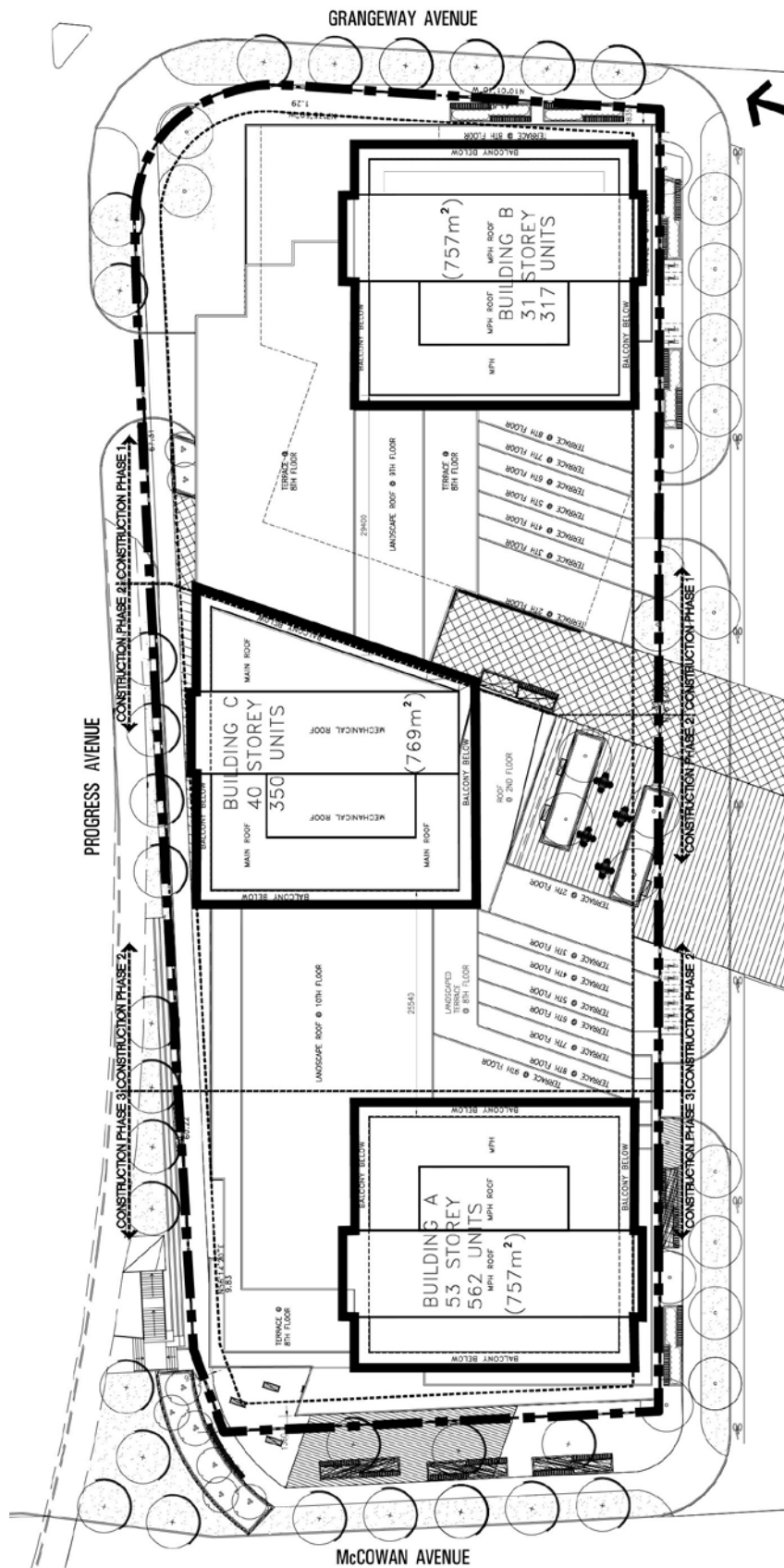
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04/17/2019

### Attachment 3: Location Map



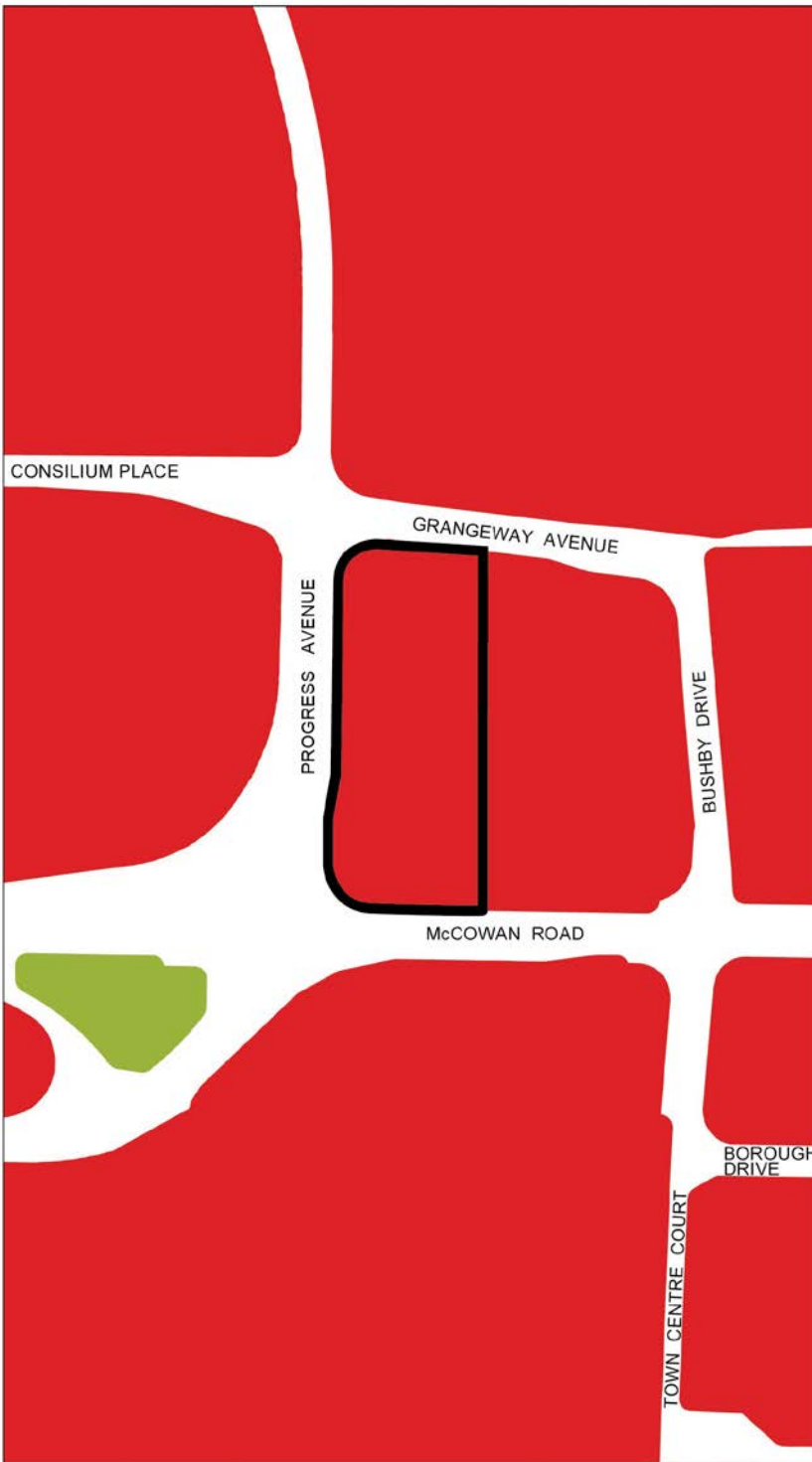


# Attachment 4: Site Plan





# Attachment 5: Official Plan Map



140 Grangeway Avenue

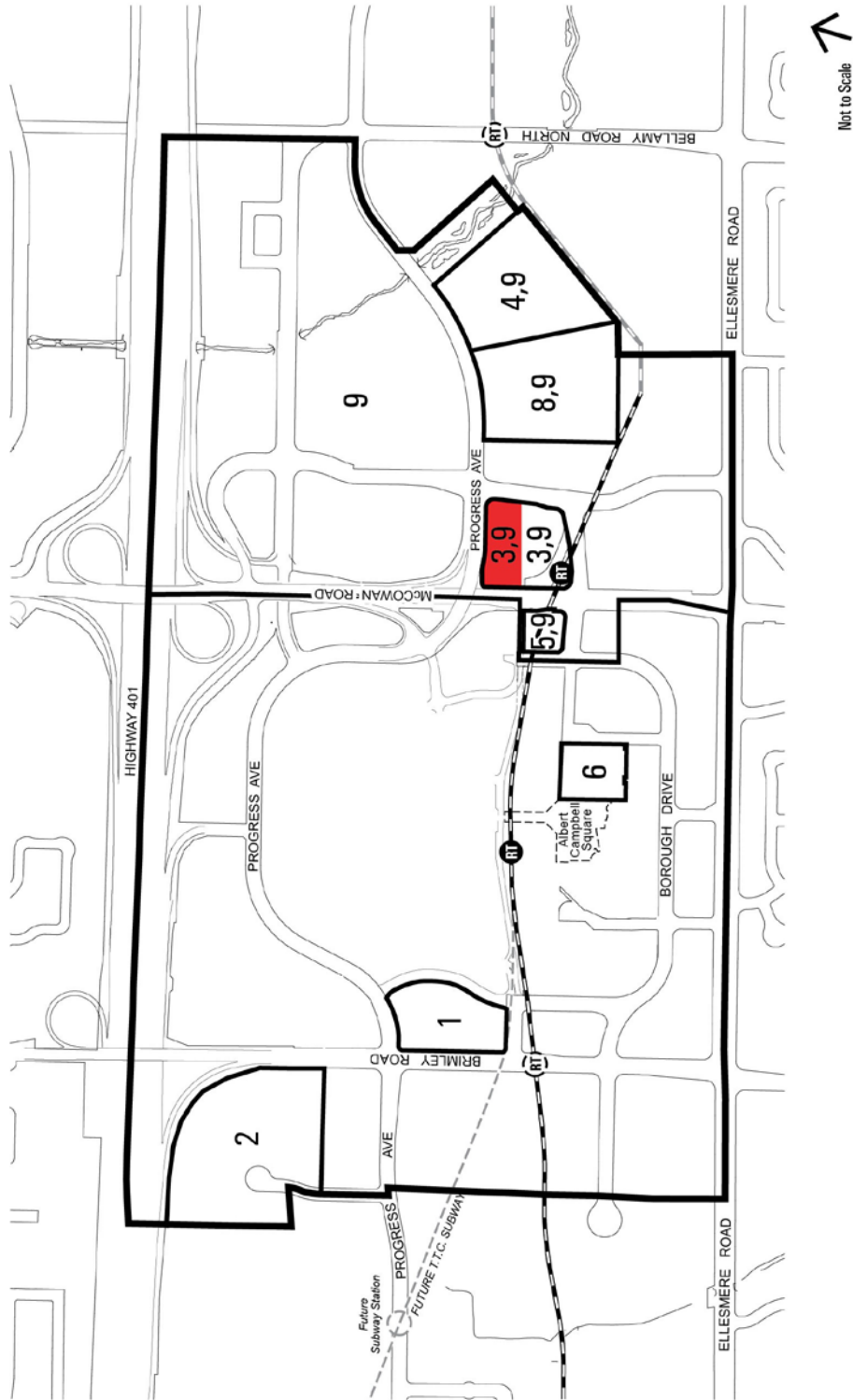
**TORONTO**  
Official Plan Land Use Map #19

File # 19 202058 ESC 24 0Z



↑  
Not to Scale  
09/12/2019

# Attachment 6: Scarborough Centre Secondary Plan Map



## Scarborough Centre Secondary Plan Map 5-1 Urban Structure Plan



- Scarborough Centre Secondary Plan Boundary
- Site and Areas Specific Policies
- T.T.C. Scarborough Rapid Transit
- Proposed T.T.C. Scarborough Rapid Transit Expansion
- Location of Application
- Rapid Transit Station
- Potential Rapid Transit Station

April 2014

# Attachment 7: Zoning Map Former City of Scarborough Employment District By-law No. 24982 (Progress)



**Toronto**  
**Zoning By-law 569-2013**  
**140 Grangeway Avenue**  
**File # 19 202058 ESC 24 0Z**

Location of Application  
 See Former City of Scarborough Employment District By-law No. 24982 (Progress)  
 CCC City Centre Commercial Zone  
 CCO City Centre Office Zone  
 CCR City Centre Residential Zone  
 CCTS City Centre Town Square Zone  
 M Industrial Zone  
 AG Agricultural Zone

↑  
 Not to Scale  
 Extracted: 09/12/2019

# Attachment 8: Ownership Map

