

Preliminary Report - 3585 to 3595 St. Clair Avenue East – Official Plan Amendment, Zoning Amendment Application, and 411 to 415 Kennedy Road/636 to 646 Danforth Road – Zoning Amendment Application

Date: March 24, 2021

To: Scarborough Community Council

From: Director, Community Planning, Scarborough District

Ward: 20 - Scarborough Southwest

Planning Application Number: 20 211392 ESC 20 OZ (3585-3595 St. Clair Avenue East) and 20 211279 ESC 20 OZ (411-415 Kennedy Road/636-646 Danforth Road)

Related Applications: 20 211430 ESC 20 OZ (Official Plan Amendment, Zoning Amendment for 641-663 Danforth Road), 20 211336 ESC 20 SB (Draft Plan of Subdivision for 3585-3595 St. Clair Avenue East and 641-663 Danforth Road), and 20 211505 ESC 20 RH (Rental Housing Demolition & Conversion for 636-646 Danforth Road) (Refer to Attachment 5: Key Map (All Related Applications))

Notices of Complete Application Issued: November 10, 2020.

Current Uses on Site: 3585-3595 St. Clair Avenue East contains three large format industrial buildings containing media production studios and other employment uses, with outdoor storage yards and expansive parking areas. 411-415 Kennedy Road contains currently vacant 1-storey commercial buildings. 636-646 Danforth Road contains a 2-storey building having retail, restaurant and office uses with second floor rental apartments.

SUMMARY

This report provides information and identifies a preliminary set of issues regarding the subject two applications which together propose approximately 5,000 dwelling units in fourteen 15- to 45-storey mixed use towers that include approximately 10,700 square metres of retail commercial space, 4,624 square metres of community facilities space, and an approximately 1.46 hectare public park.

The subject applications have also been submitted jointly with an Official Plan Amendment and rezoning application for 641 to 663 Danforth Road. The three

applications together propose a coordinated overall redevelopment concept master plan for a new mixed use community within the area known locally and historically as "Scarborough Junction", as illustrated on Attachment 12: Artist's Perspective Rendering - Overall Development Concept. Of note, the application at 641 to 663 Danforth Road will require separate preliminary consideration at the Planning and Housing Committee meeting on April 22, 2021 in view of the current Municipal Comprehensive Review ("MCR") initiated on August 4, 2020.

The combined proposals provide for approximately 6,600 new dwelling units overall in up to 17 new high-rise mixed use apartment towers ranging in height from 12 to 48-stories on stand-alone or shared podiums of varying heights. The overall development proposed comprises approximately 480,000 square metres of residential uses, 15,300 square metres of retail space, new GO station entrance building and approximately 4,600 square metres of community use space, representing an overall density ("FSI") of 4.88 times over the combined site area. A draft plan of subdivision has also been proposed for the area south of St. Clair Avenue East, east of Danforth Road, to establish 8 new development blocks, introduce new public streets and create approximately 1.46 hectares of new parkland.

The applicant has entered into an agreement with Metrolinx under the Province's Transit Oriented Communities Program. This authorizes the applicant to obtain planning approvals for an integrated development, including a new GO station building and transit plaza which connect to the tunnels under the rail corridor.

For ease of reference to distinguish between the subject two applications for 3583 to 3595 St. Clair Avenue East and 411 to 415 Kennedy Road/636 to 646 Danforth Road, they will be referred to throughout this report as the "St. Clair" and "Danforth Triangle" applications respectively. (The application for at 641 to 663 Danforth Road will similarly be referred to as "641 Danforth".)

Staff are currently reviewing the subject applications together with Draft Plan of Subdivision Application 20 211336 ESC 20 SB that also includes the 641 Danforth lands. The applications have been circulated to all appropriate agencies and City divisions for comment.

RECOMMENDATIONS

The City Planning Division recommends that:

1. Staff schedule a combined community consultation meeting for the applications located at 3585 to 3595 St. Clair Avenue East and 411 to 415/636 to 646 Danforth Road together with the Ward Councillor.

2. Staff also coordinate community consultation on the subject applications in conjunction with community consultations relating to the Official Plan and Zoning Amendment application for 641 to 663 Danforth Road (20 211430 ESC 20 OZ) which is subject to the Municipal Comprehensive Review (MCR) commenced by the City Planning Division, together with the Ward Councillor and appropriate City Planning Strategic Initiatives, Policy and Analysis (SIPA) staff.

3. 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

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

DECISION HISTORY

The lands at 3585-3595 St. Clair Avenue East were previously subject to 1998 and 2000 Official Plan amendment, rezoning and draft plan of subdivision applications. The applications were appealed to the Ontario Municipal Board (the "OMB" as then constituted) on the basis of non-decision by the City. The OMB allowed the appeal and in August 2012 approved Official Plan Amendment No. 184 applying *Mixed Use Areas* and *Apartment Neighbourhoods* designations and Site and Area Specific Policy ("SASP") 378 to the lands, amendments to the affected former City of Scarborough zoning by-laws, and approving conditions for draft plan of subdivision approval. The Final Order in this regard was withheld pending execution of a Section 37 agreement with the City. For various reasons that agreement was not registered until February 2018, with the Final Order not issued by the OMB's successor, the Local Planning Appeal Tribunal ("LPAT"), until April 4, 2019. The approved zoning currently applying to 3585-3595 St. Clair was finally enacted through By-law No. 1095-2019(LPAT). The current Official Plan and zoning permissions on these lands are discussed further below.

In January 2020, City Council adopted a Memorandum of Understanding (MOU) between the City and the Provincial government related to Transit-Oriented Development (TOD)/Transit-Oriented Communities (TOC). The MOU establishes a series of shared objectives for TOD/TOC and identifies the roles and responsibilities of the City and Province to appropriately integrate new transit facilities into development and ensure due consideration for the compatibility with surrounding neighbourhoods, in order to realize the potential associated benefits accruing to each party and to the

public. These shared objectives and the high level process established through the MOU inform the approach to work together on TOD projects. Additional information can be found at the following links:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.EX12.3> and <https://www.toronto.ca/legdocs/mmis/2020/ex/bgrd/backgroundfile-141912.pdf>

City Council on June 29, 2020 adopted the July 15, 2020 recommendations of Planning and Housing Committee (Item PH14.4) which, in part, directed the Chief Planner and Executive Director, City Planning to undertake the City's next Municipal Comprehensive Review ("MCR") on August 4, 2020. City Planning will review written requests received until August 3, 2021 to convert lands designated *Core Employment Areas* or *General Employment Areas* for non-employment uses, including having regard to the requirements of Employment Areas Conversion and Removal Policy 2.2.4.17 of the Official Plan. The 641 Danforth application will therefore need to be reviewed within the context of the MCR currently underway.

Also under Item PH14.1, City Council adopted City Planning's recommended approach and work plan relating to a phased Major Transit Station Area (MTSA) Prioritization Approach with a preliminary stakeholder list and engagement strategy as set out in the same report dated May 19, 2020 from the Chief Planner and Executive Director, City Planning.

The above decision and report can be viewed at:

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

ISSUE BACKGROUND

Application Description

As indicated on Attachment 5: Key Map (All Related Applications), the two applications subject to this report apply to different sites, separated by both a public street (Danforth Road) and the intervening lands at 641-663 Danforth Road (under separate application as noted above). As all applications are directly and functionally linked to each other in land use planning terms, Planning staff felt it advisable to present the subject two applications together in one combined Preliminary Report to Scarborough Community Council. (Planning staff will be providing a Preliminary Report separately to the April 22, 2021 Planning and Housing Committee meeting on the 641-663 Danforth Road application.)

Of the subject two applications, the first is a combined Official Plan and Zoning Amendment application 20 211392 ESC 20 OZ pertaining to 3585-3595 St. Clair Avenue East. The second is rezoning application 20 211279 ESC 20 OZ pertaining to 411-415 Kennedy Road/636-646 Danforth Road.

The combined St. Clair application proposes an amendment to the Official Plan to redesignate the southern portion of the site currently designated *Apartment Neighbourhoods* such that the entire site would be designated *Mixed Use Areas*. The proposed rezoning would permit approximately 4,509 dwelling units in twelve 15 to 45-storey mixed use towers with approximately 9,426 square metres of retail commercial space, 4,624 square metres of community facilities space, and an approximately 1.46 hectare public park based on the submitted draft plan of subdivision proposing new development blocks and public streets. The easternmost of the proposed new buildings (indicated as Block 'E' on Attachment 13: Overall Concept Site Plan), will be sited partially within adjacent lands subject to the 641 Danforth application, and is indicated to potentially incorporate updated new Scarborough GO Station features currently under discussion by the applicant with Metrolinx.

The Danforth Triangle application proposes a rezoning to permit two 23-storey mixed use apartment towers containing 234 dwelling units and 499 square metres of retail commercial space on 411-415 Kennedy Road, and 258 dwelling units and 772 square metres of retail commercial space on 636-646 Danforth Road. (The intervening property at 417 Kennedy Road is not included as part of the current application as it has not yet been acquired by the applicant. If acquired, the potential to introduce a connecting building element between the two towers will be discussed further with the applicant).

The subject applications have been circulated to all appropriate agencies and City divisions for comment. Staff will proceed to schedule a combined community consultation meeting on the applications in consultation with the Ward Councillor and City Planning SIPA staff.

Most of the technical reports and documentation submitted in support of these applications were prepared as individual documents to address the St. Clair, Danforth Triangle and 641 Danforth proposals for Scarborough Junction together in a collective and comprehensive manner. Detailed project information including these submissions can be found on the City's Application Information Centre at:
<https://www.toronto.ca/city-government/planning-development/application-information-centre/>

See Attachments 1 to 4 of this report for three dimensional representations of the St. Clair and Danforth Triangle component proposals in context. See also Attachments 13 and 14 of this report for representations of the Overall Concept Site Plan and Overall Concept - Ground Floor and At-Grade Elements as they relate to all three development applications.

Provincial Land-Use Policies: Provincial Policy Statement and Provincial Plans

Provincial Policy Statements and geographically specific Provincial Plans, along with municipal Official Plans, provide a policy framework for planning and development in the Province. This framework is implemented through a range of land use controls such as zoning by-laws, plans of subdivision and site plans.

The Provincial Policy Statement (2020)

The Provincial Policy Statement (2020) (the "PPS") provides policy direction province-wide on land use planning and development to promote strong communities, a strong economy, and a clean and healthy environment. It includes policies on key issues that affect communities, such as:

- the efficient use and management of land and infrastructure;
- ensuring the sufficient provision of housing to meet changing needs including affordable housing;
- ensuring opportunities for job creation;
- ensuring the appropriate transportation, water, sewer and other infrastructure is available to accommodate current and future needs; and
- protecting people, property and community resources by directing development away from natural or human-made hazards.

The provincial policy-led planning system recognizes and addresses the complex inter-relationships among environmental, economic and social factors in land use planning. The PPS supports a comprehensive, integrated and long-term approach to planning, and recognizes linkages among policy areas.

The PPS is issued under Section 3 of the *Planning Act* and all decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the PPS. Comments, submissions or advice affecting a planning matter that are provided by Council shall also be consistent with the PPS.

The PPS recognizes and acknowledges the Official Plan as an important document for implementing the policies within the PPS. Policy 4.6 of the PPS states that, "The official plan is the most important vehicle for implementation of this Provincial Policy Statement. Comprehensive, integrated and long-term planning is best achieved through official plans".

Provincial Plans

Provincial Plans are intended to be read in their entirety and relevant policies are to be applied to each situation. The policies of the Plans represent minimum standards. Council may go beyond these minimum standards to address matters of local importance, unless doing so would conflict with any policies of the Plans.

All decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the PPS and shall conform with Provincial Plans. All comments, submissions or advice affecting a planning matter that are provided by Council shall also be consistent with the PPS and conform with Provincial Plans.

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020)

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020) (the "Growth Plan") came into effect on August 28, 2020. This new plan amends the previous Growth Plan for the Greater Golden Horseshoe, 2019. The Growth Plan 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 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, 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 an 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 builds upon the policy foundation provided by the PPS and provides more specific land use planning policies to address issues facing the Greater Golden Horseshoe region. The policies of the Growth Plan 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. Comments, submissions or advice affecting a planning matter that are provided by Council shall also conform with the Growth Plan.

Planning for Major Transit Station Areas

The Growth Plan (2020) as amended contains policies pertaining to population and employment densities that should be planned for in major transit station areas (MTSAs) along priority transit corridors or subway lines. MTSAs are generally defined as the area within an approximately 500 to 800 metre radius of a transit station, representing about a 10-minute walk. The three Scarborough Junction applications all lie within 800 metres of a major transit station, the adjacent Scarborough GO Station on the priority Lakeshore East transit corridor.

The Growth Plan (2020) requires that, at the time of the next municipal comprehensive review (MCR), the City update its Official Plan to delineate MTSA boundaries and demonstrate how the MTSAs are planned for the prescribed densities. Council provided directions in this regard in June 2020 as noted in the Decision History section above and discussed further below.

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/>

As amended through Official Plan Amendment No. 184 and illustrated on Attachment 8: Official Plan Map (St. Clair Application), the north portion of the St. Clair application lands are designated *Mixed Use Areas* on Land Use Plan Map 20 of the Official Plan, with the remaining southern portion designated *Apartment Neighbourhoods*. The St. Clair application lands are also subject to Site and Area Specific Policy 378 which indicates the first priority community benefits under the Section 5.1.1 policies of the Official Plan are currently improvements to Corvette, Maywood and Raleigh Parks and/or other local park improvements, and public streetscape improvements in the vicinity of Kennedy Road and St. Clair Avenue East.

As illustrated on Attachment 9: Official Plan Map (Danforth Triangle Application), the Danforth Triangle lands are designated *Mixed Use Areas* on Land Use Plan Map 20 of the Official Plan.

Mixed Use Areas are made up of a broad range of commercial, residential and institutional uses, in single use or mixed use buildings, as well as parks, open spaces and utilities. *Apartment Neighbourhoods* are made up of apartment buildings and parks, local institutions, cultural and recreational facilities, and small-scale retail, service and

office uses that serve the needs of area residents. All land uses provided for in the *Neighbourhoods* designation are also permitted in *Apartment Neighbourhoods*.

Zoning By-laws

The St. Clair application lands are not currently subject to Zoning By-law 569-2013, as amended, but are currently regulated under former City of Scarborough Kennedy Park Community Zoning By-law No. 9276, as amended. The St. Clair lands were removed from the former City of Scarborough Employment Districts (Birchmount Park Employment District) Zoning By-law No. 24982, as amended, and into the above Kennedy Park by-law through By-law No. 1095-2019(LPAT) noted above. The current zoning applying to the lands, with some zones containing Holding (H) provisions, are illustrated on Attachment 10: Zoning Map (St. Clair Application), and discussed further below. The organization of the zone blocks is reflective of the draft plan of subdivision first proposed in 2000 and draft approved by the OMB in 2012. The 2019 by-law also introduced Street Townhouse Residential (ST) as a new zone category into the Kennedy Park Community Zoning By-law No. 9276, as amended.

The zoning includes an Apartment (A) zoned block permitting 48 stacked townhouses on the western portion of the St. Clair Avenue East frontage of the site. East of this is a Neighbourhood Commercial (NC) zoned block permitting retail and office commercial uses to a maximum FSI of one times the site area. South of the above commercial block is an Apartment Residential (A) zoned block permitting a maximum of 300 apartment units.

Lands along the adjacent GO rail corridor, adjacent to an interior block zoned Parks (P), are Open Spaces Zone (O) zoned lands to serve as a rail buffer. The balance of the site comprises a number of Street Townhouse Residential (ST) zoned blocks, reflecting the new public street pattern then proposed, accommodating approximately 118 street townhouses units.

Overall a total of 466 dwelling units are currently permitted on the site, as secured by up to \$699,000 (subject to indexing) in Section 37 community benefits contributions.

As illustrated on Attachment 11: Zoning Map (Danforth Triangle), the two proposed development blocks on the Danforth Triangle lands are both zoned Commercial Residential (CR) in Zoning By-law 569-2013, as amended, permitting a maximum FSI density of 0.4 times the area of each site. There are currently no residential permissions on the southern 411-415 Kennedy Road lands. The 0.4 FSI on 636-646 Kennedy Road does, however, include a maximum permitted residential FSI of 0.2, reflecting that half of the existing building on that site comprises second storey residential units.

The City's Zoning By-law 569-2013, as amended, may be found here:

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

Design Guidelines

The following design policies, guidelines and information will be used in the evaluation of these applications:

- Official Plan Chapter 3 Public Real and Built Form policies (including OPA 479 and 480, 2020);
- Complete Streets Guidelines;
- Retail Design Manual (2020);
- Tall Building Design Guidelines (2013);
- Mid-rise Building Performance Standards (2010) and Addendum (2016);
- Design Options for Tree Planting in Hard Surfaces;
- Toronto Green Standard Version 3.0 (2019);
- Privately-Owned Publicly Accessible Spaces Design Guidelines (2014);
- Percent for Public Art Program Guidelines (2010);
- Growing Up: Planning for Children in New Vertical Communities Guidelines (2020);
- Pet Friendly Design Guidelines and Best Practices for New Multi-unit Buildings (2019);
- Final Report City Wide Land Use Study: Development in Proximity to Rail Operations - Phase 2 (2019); and
- Other relevant City policies and guidelines.

The City's Design Guidelines may be found here:

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

GO Expansion and Scarborough Junction Grade Separation ("SJGS") Transit Project Assessment Process ("TPAP")

Scarborough GO station is part of the larger GO Expansion program and improved service on the Lakeshore East (LSE) line for two-way, all-day service and 15-minute or better service on core portions of the GO rail network. As part of the GO Expansion program, infrastructure upgrades are required to accommodate additional track, GO station modifications, improved rail crossings and systems required for electrification. The scope of work for the Scarborough Junction Grade Separation (SJGS) project involves rail-rail grade separation of the Stouffville and Lakeshore East Corridors. This grade separation eliminates the at-grade intersection of the two corridors allowing for the increased service levels. Other elements of this project include Scarborough GO Station improvements, the Midland layover, St. Clair Avenue East bridge expansion and a pedestrian bridge at Corvette Avenue. The link to Council's decision and updates relating to the GO Expansion program can be viewed here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.EX16.4>

The TPAP for the Scarborough Junction Grade Separation recently completed the required 30-day public review of the Environmental Project Report ("EPR") and review by the Minister of the Environment, Conservation and Parks. The Statement of

Completion has been issued and the next phases of the project will involve detailed design and implementation phase. The construction schedule for the SJGS works for Scarborough GO station is still under review by Metrolinx. Further details about the SJGS TPAP can be found at the following link:

<https://www.metrolinxengage.com/en/content/scarborough-junction-grade-separation-environmental-project-report>

The subject applications, together with the 641 Danforth and shared draft plan of subdivision applications, will be further reviewed by City staff within the context of the above transit initiatives.

The construction schedule for the SJGS works for Scarborough GO station is still under review by Metrolinx".

Site Plan Control

The applications are subject to Site Plan Control. Site Plan Control applications have not been submitted.

Rental Housing Demolition and Conversion By-law

The applicant submitted a Rental Housing Demolition and Conversion application (under City file number 20 211505 ESC 20 RH) on October 27, 2020 for a Section 111 permit pursuant to Chapter 667 of the City of Toronto Municipal Code for the demolition of the existing 8 rental housing units at 636-646 Kennedy Road. As per Chapter 667-14, a tenant consultation meeting will be held to review the impact of the proposal on tenants of the residential rental property and matters under Section 111.

COMMENTS

Reasons for the Applications

The St. Clair and Danforth Triangle applications propose largely residential mixed-use developments. The Official Plan amendment application is required for the St. Clair site to redesignate the southern portion from *Apartment Neighbourhoods* to establish a *Mixed Use Areas* designation on the entire site to accommodate the current development proposals. The proposed amendment will also enable revision to Official Plan SASP 378 to provide for a new development strategy and updated community benefit priorities more reflective of the height and density increases now proposed.

The Zoning By-law amendment applications on both the St. Clair and Danforth Triangle lands are required because the proposed developments do not comply with the land use and performance standard provisions as variously applicable to the two sites under either City-wide Zoning By-law No. 569-2013, as amended, and/or former City of Scarborough Kennedy Park Community Zoning By-law No. 9276, as amended. The

Zoning By-law amendments are required to permit the mixed residential land uses proposed, and to establish appropriate building heights, setbacks, stepbacks and separations, site densities, as well as multiple other development standards to accommodate the current redevelopment proposals.

Of note with respect to the St. Clair application particularly, the current application represents an approximately ten-fold increase in the number of residential units, and an approximately 2.7 times increase in non-residential gross floor area, above current zoning permissions.

The Zoning By-law amendment would also now bring the St. Clair site into Zoning By-law 569-2013, as amended, with corresponding development standards.

Issues to the 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 assess the suitability of the proposed site organization, building placements and setbacks, heights, massing, and transitions based on Sections 2(q) and (r) of the *Planning Act*.

Staff are reviewing this application against the PPS and the applicable Provincial Plans to establish the application's consistency with the PPS and conformity with the Growth Plan. With regard to the PPS, staff will evaluate the proposed development against the policies that promote complete communities including opportunities for local employment, a mix of housing, recreation, parks and open space, and transportation choices. These policies are relevant for the subject two sites which together (excluding the 641 Danforth application) propose approximately 5,000 new residential units in close proximity to the Go Transit Lakeshore East priority rail corridor.

With regard to the Growth Plan, staff will evaluate the application against the direction to provide for complete communities, the provision of the appropriate level of intensification, vibrant public realm, parks and open space, promotion of active transportation, and promotion of a transit-supportive built form. Staff will also review the application against the Growth Plan with respect to employment strategies to attract and retain jobs, and the requirement to provide a range of housing options, public service facilities, recreation and green space.

Official Plan Conformity

Staff are reviewing the subject rezoning applications to determine their conformity with the Official Plan Policies pertaining to *Mixed Use Areas*, *Healthy Neighbourhoods*

Section 2.3.1, Building New Neighbourhoods Section 3.3, Housing Section 3.2.1, Parkland Section 3.2.3, Public Art Section 3.1.4, amongst others. Staff will also review the application in the context of OPA 479 and OPA 480 policies (outlined below), which are in force and in effect for all lands in the City as of September 11, 2020.

Additionally, the applicant has submitted a Land Use Compatibility Study relating to the overall development proposed through the St. Clair, Danforth Triangle and 641 Danforth applications. Staff are reviewing this report in the context of the Section 2.2.4 Compatibility/Mitigation and Conversion & Removal Policies for Employment Areas policies of the Official Plan. Should the proposed land use conversion under the 641 Danforth application be determined to not be appropriate through the MCR process, the above Study will require updating and revision to better reflect the use of the 641 Danforth lands for continued employment purposes.

Official Plan Amendments 479 and 480 - Public Realm and Built Form Policies

On December 17, 2019, City Council adopted OPA No. 479 regarding public realm ("OPA 479") and OPA No. 480 regarding built form ("OPA 480") to amend Section 3.1.1, Public Realm, Section 3.1.2, Built Form and Section 3.1.3, Built Form - Tall Buildings, of the Official Plan in their entirety as part of the Five Year Review of the Official Plan pursuant to Section 26 of the *Planning Act*. On September 11, 2020, the Minister of Municipal Affairs and Housing approved OPA 479 and OPA 480, bringing them into full force and effect and updating the Official Plan consistent with the *Planning Act*, the PPS and in conformity with the Growth Plan (2020).

OPA 479 and OPA 480 strengthen the existing public realm and built form policies and provide greater clarity through new policies that describe the public realm, built form and built form types. The policies reflect the continuous evolution of the application of urban design principles to achieve critical city-building objectives, defining the roles and relationships of the public realm and new development to ensure that buildings and their surrounding public spaces work together to achieve a high standard of design and help create a high quality of life for people of all ages and abilities.

Similarly, both the Secondary Plan and the Official Plan continue to recognize the importance of the public realm and how development fits within its existing and planned context. Principles such as site organization, fit into the existing and planned context, building massing, transition and scale, good street proportion and encouraging a mix of building types continue to be reflected and emphasized through the Official Plan.

Staff will evaluate the conformity of the proposed development regarding OPA 479 under Policy 3.1.1.6, which calls for balancing the needs and priorities of the various users and uses within the right-of-way, including provision for the safe and efficient movement of pedestrians of all ages and abilities, cyclists, transit vehicles and users, goods and services vehicles, emergency vehicles, and motorists across the network; space for trees, landscaping and green infrastructure; space for other street elements,

such as utilities and services, snow and stormwater management, and wayfinding, among others.

In addition, staff will continue to evaluate the suitability of all proposed public and private streets being proposed. OPA 479 under Policy 3.1.1.8 speaks to the design of new streets to provide access and addresses for new development, implement the Complete Streets approach to develop a street network that balances the needs and priorities of the various users and uses within the right-of-way and provide access for emergency vehicles.

Policy 3.1.1.9 also calls for new streets to be public streets unless otherwise deemed appropriate by the City. Private streets, where they are deemed to be appropriate, will be designed to connect to and integrate into the broader public street network and meet the design objectives for new public streets.

Existing and Planned Context, Public Realm, Built Form, and Density

Should the mixed residential uses currently proposed be determined to be appropriate for the St. Clair and Danforth Triangle applications, staff will be assessing the proposals, individually and in joint context together with the 641 Danforth application in regard to the public realm and built form policies of the Official Plan, as well as relevant City design guidelines.

Staff will assess the proposed public realm framework as it relates to elements such as streets, park(s), POPS, pedestrian and cycling connections (including mid-block pedestrian connections), potential public art locations, as well as connections to and integration with the GO Station.

Staff will also assess the proposed buildings as they relate to existing and overall planned context being proposed, including the appropriateness of the overall 4.88 FSI proposed. The proposed building setbacks to new streets and from neighbouring properties and uses, will be reviewed to ensure appropriate setbacks are provided, and appropriate grade related uses are introduced to activate the public realm. The proposed mix of building types and forms, locations of tall buildings, overall heights and base building/streetwall heights, setbacks and separations, and transitions including angular planes will be reviewed in the context of applicable Official Plan policies and City design guidelines. Staff will review potential shadow and wind impacts from these proposals to determine if massing alterations and/or site organization changes could improve conditions on the public realm and amenity. Staff will also assess sustainability strategies and features. Staff are particularly assessing the need to develop overall Urban Design Guidelines to inform coordinated and site specific designs/strategies for the Scarborough Junction development proposals.

Ravine Protection

The subject lands are not within a TRCA Regulated Area, however all the applications relating to Scarborough Junction have been circulated to and are under review by TRCA having regard to larger watershed management considerations associated with Massey Creek running through Pine Hills Cemetery located northeast of the Danforth Triangle application.

Tree Preservation

The applications are 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).

The applicant's submitted Arborist Report indicates that the three Scarborough Junction applications overall will, if approved in their current form, require removal of 32 trees located on the subject properties (category 1 trees), and 13 trees located on the City road right-of-way (category 5 trees). As such, under City requirements, 93 replacement tree plantings would be required (3:1 ratio of plantings to removal for private trees in fair to good condition, and 1:1 ratio of planting to remove private trees in poor condition and city trees of all sizes).

The adequacy of these proposals, together with considerations for achieving minimum soil volume requirements throughout the larger development pursuant to TGS Version 3.0 formula, will continue to be discussed by staff with the applicant further through continued review of the three Scarborough Junction applications collectively, including the proposed draft plan of subdivision on the St. Clair and 641 Danforth sites.

Housing

A Housing Issues Report ("HIR") has been submitted in support of the three Scarborough Junction applications collectively, and is currently under review by staff. The HIR, however, focusses primarily on matters associated only with the proposed demolition and replacement of 8 existing residential apartment units currently on the Danforth Triangle site, specifically 636-646 Danforth Road, which will be further assessed through review Rental Housing Demolition and Conversion application 20 211505 ESC 20 RH.

The individual buildings being proposed are generally in the early stages of design with respect to confirming actual unit mixes by size of unit. It currently appears that the subject St. Clair and Danforth Triangle applications would achieve Growing Up: Planning for Children in New Vertical Communities Guidelines targets for a minimum of 25% larger units suitable for families at a rate of 10% three bedroom units and 15% two bedroom units, although not necessarily consistently within every building. The floor areas of such units are also being suggested to be up to 20% smaller than the preferred floor area ranges under the Guidelines.

City Planning will continue to encourage planning for a range of residential unit mixes and sizes that best achieve the targets of the Growing Up Guidelines to ensure the proposed developments will provide housing of sufficient size suitable for a broad range of households, including families with children, particularly in grade-related units. Given the size of the larger overall site, staff will also be pursuing opportunities to incorporate affordable housing units within the proposed development. This will also include attention to Official Plan Policy 3.2.1.9 applying to large sites generally greater than five (5) hectares in size, which would include the subject St. Clair site specifically at 7.96 hectares. The policy states that where an increase in density and/or height is proposed (as with the proposed approximately ten-fold increase to the 466 residential units currently permitted on this site), the first priority community benefit will be the provision of 20 per cent of the additional residential units as affordable housing.

Archaeological Assessment

The subject lands are not identified as having known archaeological potential. An archaeological assessment was therefore not required for submission with the subject applications.

Heritage Impact and Conservation

The subject lands are not identified on the City of Toronto's Heritage Register as having known cultural heritage resources so as to warrant a Heritage Impact Assessment (HIA) Report. An HIA was therefore not required for submission with the subject applications.

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.

It is noted that the lands on the north side of St. Clair Avenue East are within the Kennedy Park (124) Neighbourhood Improvement Area (NIA). The applicant has submitted a CS&F Study which is currently being reviewed by City staff to evaluate the impact of the proposed development and local development activity on community services and facilities, including assessment of existing capacity to support proposed future population.

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.

Staff will review the proposals, particularly in regard to existing Section 37 commitments in place on the St. Clair site, to determine if the provision of Section 37 community benefits may be required, and for what purposes, in relation to the development. If it is determined that Section 37 benefits will be secured please refer to the Council approved Implementation Guidelines and Protocol for Negotiating Section 37 Community Benefits which are available here:

<https://www.toronto.ca/wp-content/uploads/2017/08/8f45-Implementation-Guidelines-for-Section-37-of-the-Planning-Act-and-Protocol-for-Negotiating-Section-37-Community-Benefits.pdf>.

Planning staff also note that Section 37 has been altered and replaced with the New Community Benefits Charge regime. The new regime, while in place in legislation, provides for a transition period. The continued use of the Section 37 density bonusing framework remains in place and will be utilized where applicable until the City passes a Community Benefit Charge by-law.

Infrastructure/Servicing Capacity

Staff are reviewing the Functional Servicing Report and Stormwater Management Plan provided by the applicant to evaluate the cumulative effects of the proposed developments on the City's municipal servicing infrastructure and watercourses and determine whether there is sufficient capacity to accommodate the proposed developments. Staff will determine if new infrastructure or any improvements to the existing infrastructure are required.

Transportation

Transportation Services, Transit Implementation and Transportation Planning staff are reviewing the Transportation Master Plan ("TMP") submitted by the applicant, the purpose of which is to both evaluate the cumulative effects of the developments on the transportation system, and also identify if any transportation improvements, such as road widenings or additional multi-modal connections, are necessary to accommodate the travel demands and impacts generated by the development and master plan area. Such review will be assessing the appropriate organization and dimensions of new public streets to be created through the proposed draft plan of subdivision on the St. Clair and 641 Danforth sites, together with any road widening requirements on St. Clair Avenue East, Danforth Road or Kennedy Road adjacent to the subject development sites. Additionally, the applicant's submitted transportation documentation will need to further consider the findings, assumptions, and transportation improvements related to

Metrolinx's Scarborough Junction Grade Separation (SJGS) Project and redevelopment of the Scarborough GO Station.

The application's TMP for the TOC and proposed modification of station facilities and connections associated with Block 'E' will need to be considered in context of the SJGS.

The TMP report and proposed development must be consistent with the transportation findings, assumptions, and transportation improvements related to the SGJS project. The TMP and TOC should consider access for the entire station, especially east of the tracks, for a detailed review of TOC and the integration of surrounding networks and uses for all modes. The details of the Scarborough GO station modification were not finalized in the EPR and will be developed further as part of detailed design. The TPAP considered modifying the GO station building because new track alignment for the Stouffville northbound track may not be able to be accommodated in the space between the existing tracks and existing station building. In the TPAP, the building modification was to provide, at a minimum, the same station amenities as the existing station. The current parking for approximately 628 vehicles was to be maintained during and following construction. Modification of the Scarborough GO station was to potentially result in relocation of the pedestrian tunnels and elevators. Design details for the building modification were preliminary as part of the TPAP. While the EPR assessed conceptual consideration of potential effects and impacts, the report identified post EA consultation as well as other EPR commitments such as additional Traffic Impact Assessment work.

Further information and coordination of timing of key station elements and future design development will be needed to inform the Draft Plan of Subdivision, such as the approach to streets and blocks, the width of the road allowance (widths could differ if a street is being used for primary station versus secondary station access), location of open spaces (including future station plaza), and tunnel locations.

In addition to discussing opportunities with the applicant to implement an enhanced pedestrian and cycling network together with Travel Demand Management ("TDM") strategies within the overall development, City staff will also be focussing on the following three areas. Firstly as a matter of early consideration to better inform overall site organization, the future function and configuration of Danforth Road between the Danforth Triangle and 641 Danforth sites warrants further review, together with potential associated redesign of the Danforth Triangle's three intersections. As part of this, staff will be exploring the potential merit of scaling down or eliminating Danforth Road at this location, realigning the new public Street 'A' proposed on the 641 Danforth site to connect directly to Kennedy Road, extending Street 'C' on the St. Clair site to also extend directly to St. Clair Avenue East, etc.

Secondly, the Block 'E' building, as currently proposed, straddles the St. Clair and 641 applications (refer to Attachment 13: Overall Site Plan and Attachment 4: Overall Concept - Ground Floor and At-Grade Elements). The easterly portion of Block 'E' under the 641 Danforth application includes lands currently owned by Metrolinx that are also subject to the MCR conversion process. The building on this block is suggested by the applicant to represent a priority early phase of overall site redevelopment, reflecting its potential to incorporate new pedestrian integration and modifications to the Scarborough GO Station in the broader context of the SJGS Project. Again, the construction schedule for the SJGS works for Scarborough GO station is still under review by Metrolinx.

Further discussions involving Community Planning, Transportation Planning, Transit Implementation Unit and Transit Expansion Office staff are required with the applicant and Metrolinx to better understand, coordinate and potentially advance such improvements in a mutually productive manner, and to properly evaluate the St. Clair and 641 Danforth proposals.

Lastly, related to the above discussions and particularly should 641 Danforth be determined through the MCR process to not be appropriate for mixed use residential redevelopment, staff will further evaluate the new public street pattern proposed under the draft plan of subdivision application, including the continued appropriateness of introducing a new public street over 641 Danforth connecting to Danforth Road.

Open Space and Parkland

Should 641 Danforth be determined through the MCR process to be appropriate mixed use residential redevelopment, the three Scarborough Junction applications collectively propose that new public parkland to serve this new neighbourhood would be provided solely on the south portion of the St. Clair lands, indicated as Block 'J' on Attachment 13: Overall Concept Site Plan and Attachment 14: Overall Concept - Ground Floor and At-Grade Elements. The draft plan of subdivision indicates Block 'J' to be 1.874 hectares in area.

Parks, Forestry and Recreation staff advise that 4,179 square metres of the above block actually comprise required railway setback space. Parks would be prepared to accept these lands in a properly graded and landscaped condition to compliment the design and programming on the adjacent public park, but advise such lands cannot otherwise be accepted to satisfy parkland dedication obligations.

Parks staff further advise that at the alternative rate of 0.4 hectares per 300 units specified in Chapter 415, Article III of the Toronto Municipal Code, the parkland dedication requirement for sites greater than 5 hectares in size (such as the subject lands), a cap of 20% of the development site is applied to the residential use while the non-residential use is subject to a 2% parkland dedication. In total, conditional on the land use conversion proposed under the 641 Danforth application being determined to be appropriate through the MCR process, the parkland dedication requirement for the

overall Scarborough Junction redevelopment proposed through the three related planning applications, will therefore be 1.6522 hectares. After deduction of the railway setback area noted above, the net parkland dedication currently proposed would be reduced to 1.4561 hectares, resulting in a parkland dedication shortfall of 1,961 square metres. The applicant is encouraged to revise the development proposals to make up for this deficiency, and minimize reliance on cash-in-lieu for parkland dedications. City Planning and Parks staff will continue further discussions with the applicant to ensure optimal provisions are made for high quality new public parkland to serve future residents of this new neighbourhood.

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 intended to advance the City's objectives for resilience and to achieve net-zero emissions by 2050 or sooner. Tier 1 performance measures are secured on site plan drawings and through a Site Plan Agreement or Registered Plan of Subdivision.

The applications were submitted after May 1, 2018 and are therefore subject to TGS Version 3.0, for which suitable documentation has been submitted with the subject applications. While the applications will be reviewed for compliance with Tier 1 performance measures, staff will encourage the applicant to pursue Tier 2 measures of the TGS or higher.

City Council in 2019 declared a Climate Emergency and set a new goal to achieve net zero greenhouse gas emissions by 2050 or sooner. An updated TransformTO Net Zero Strategy will be presented to Council later in 2021, outlining the necessary climate action to reach net zero GHG emissions community-wide. The subject applications will continue to be evaluated having regard to such emerging new Council directions.

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

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

ATTACHMENTS

City of Toronto Drawings

Attachment 1: 3D Model of Proposal in Context (St. Clair View Looking Southeast)

Attachment 2: 3D Model of Proposal in Context (St. Clair View Looking Northwest)

Attachment 3: 3D Model of Proposal in Context (Danforth Triangle View Looking Southeast)

Attachment 4: 3D Model of Proposal in Context (Danforth Triangle View Looking Northwest)

Attachment 5: Key Map (All Related Applications)

Attachment 6: Location Map (St. Clair Application)

Attachment 7: Location Map (Danforth Triangle Application)

Attachment 8: Official Plan Map (St. Clair Application)

Attachment 9: Official Plan Map (Danforth Triangle Application)

Attachment 10: Zoning Map (St. Clair Application)

Attachment 11: Zoning Map (Danforth Triangle Application)

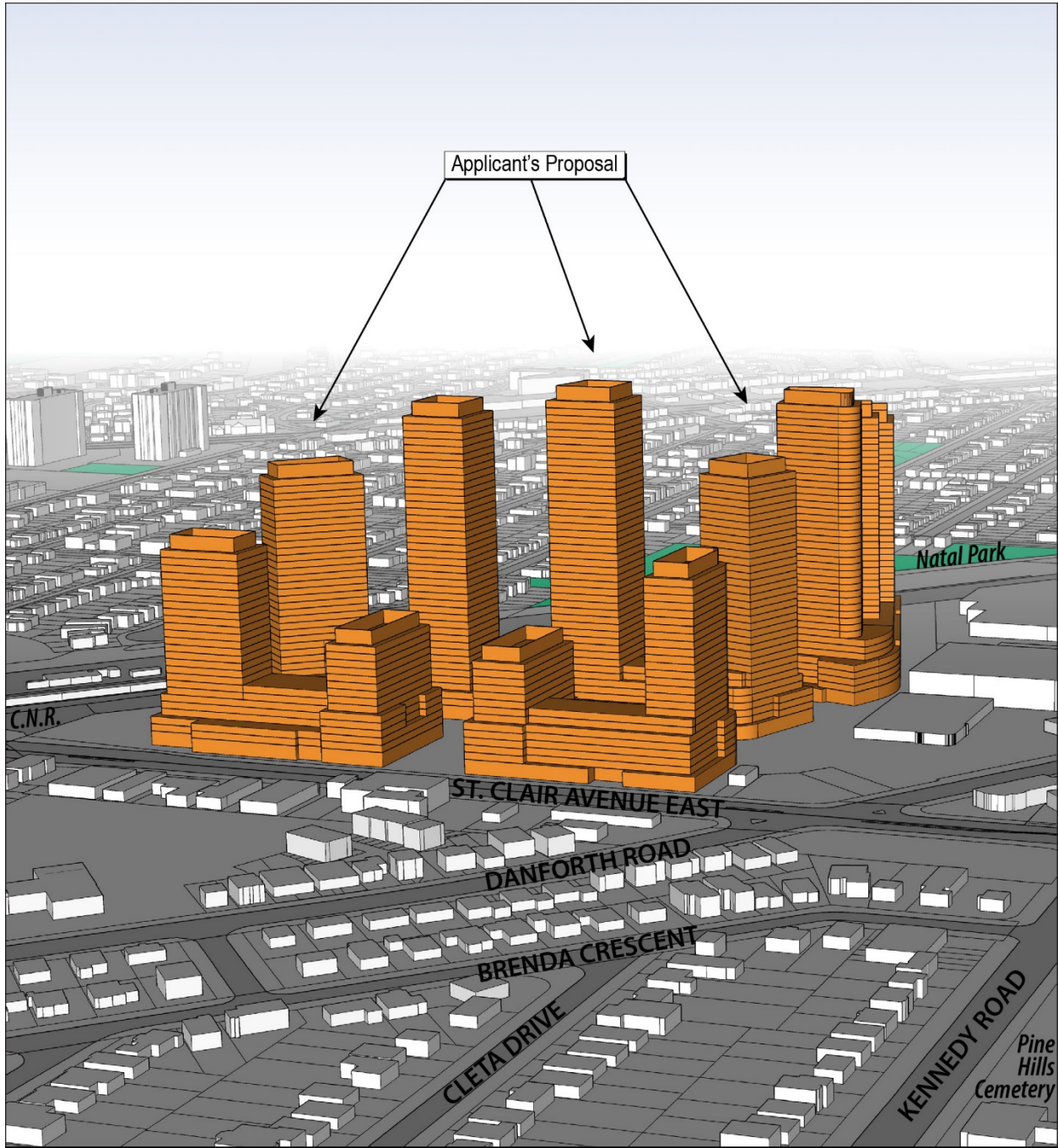
Applicant Submitted Drawings

Attachment 12: Artist's Perspective Rendering - Overall Development Concept

Attachment 13: Overall Concept Site Plan

Attachment 14: Overall Concept - Ground Floor and At-Grade Elements

Attachment 1: 3D Model of Proposal in Context (St. Clair View Looking Southeast)

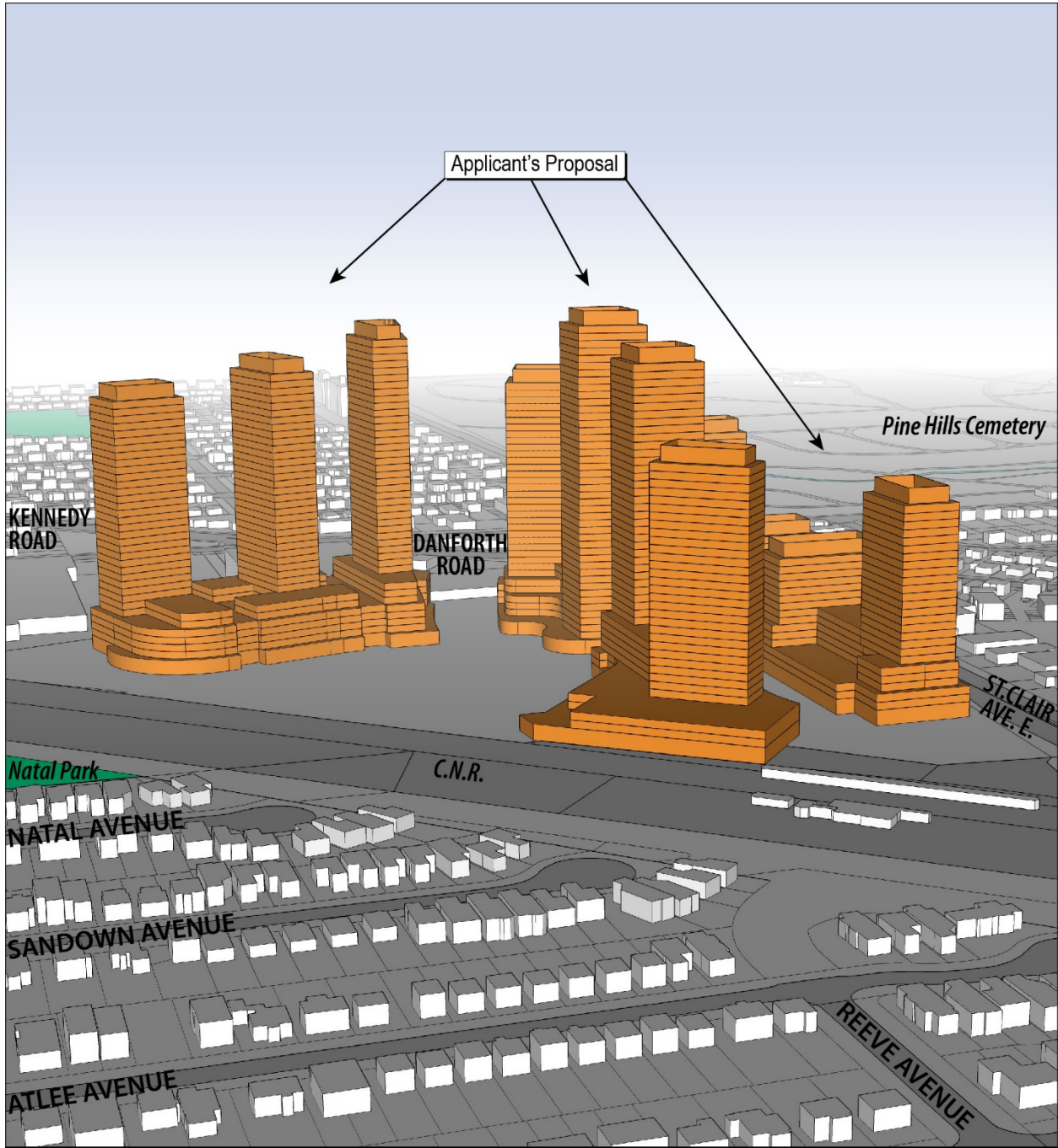


View of Applicant's Proposal Looking Southeast



01/19/2021

Attachment 2: 3D Model of Proposal in Context (St. Clair View Looking Northwest)

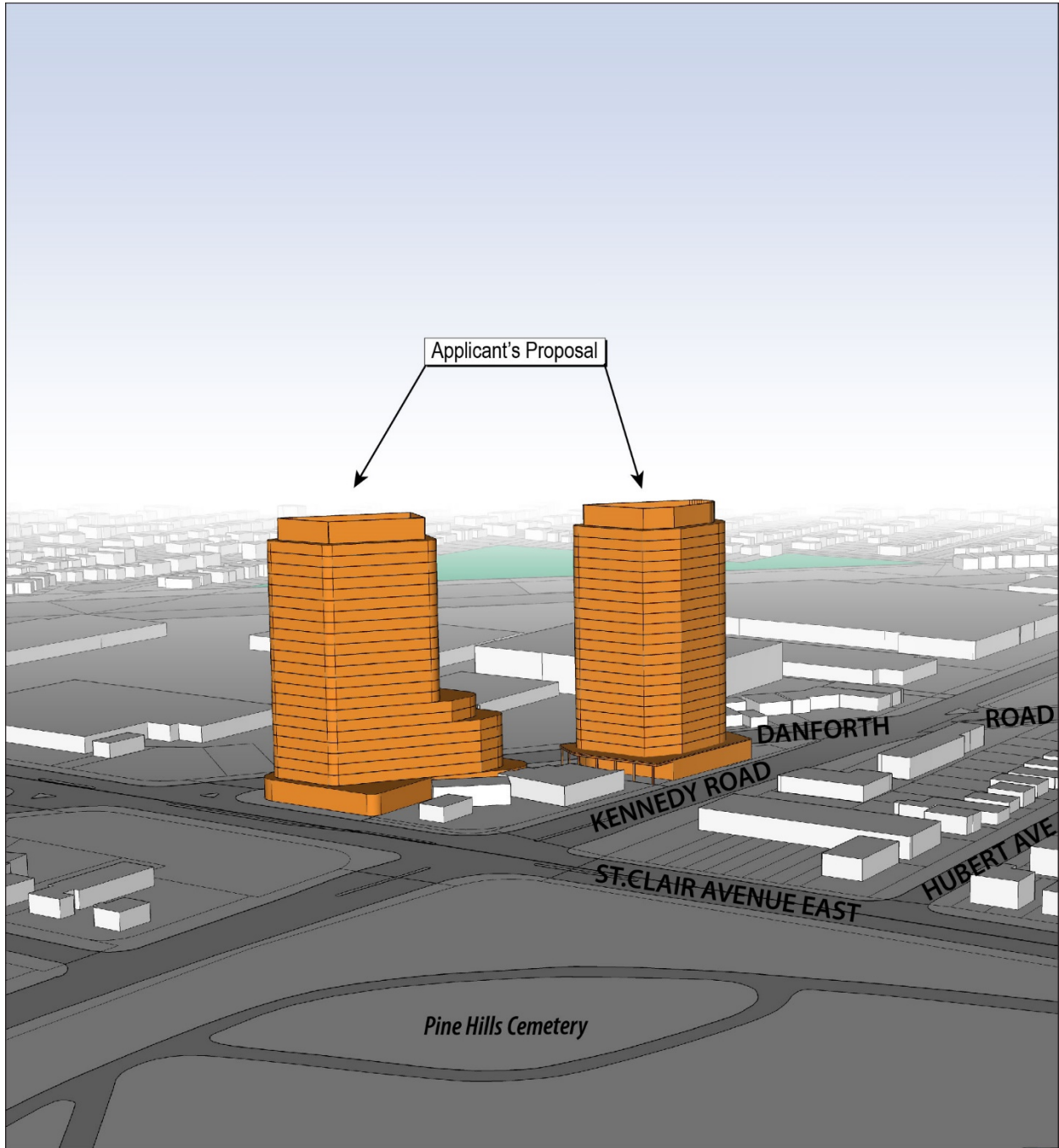


View of Applicant's Proposal Looking Northwest



01/19/2021

Attachment 3: 3D Model of Proposal in Context (Danforth Triangle View Looking Southeast)

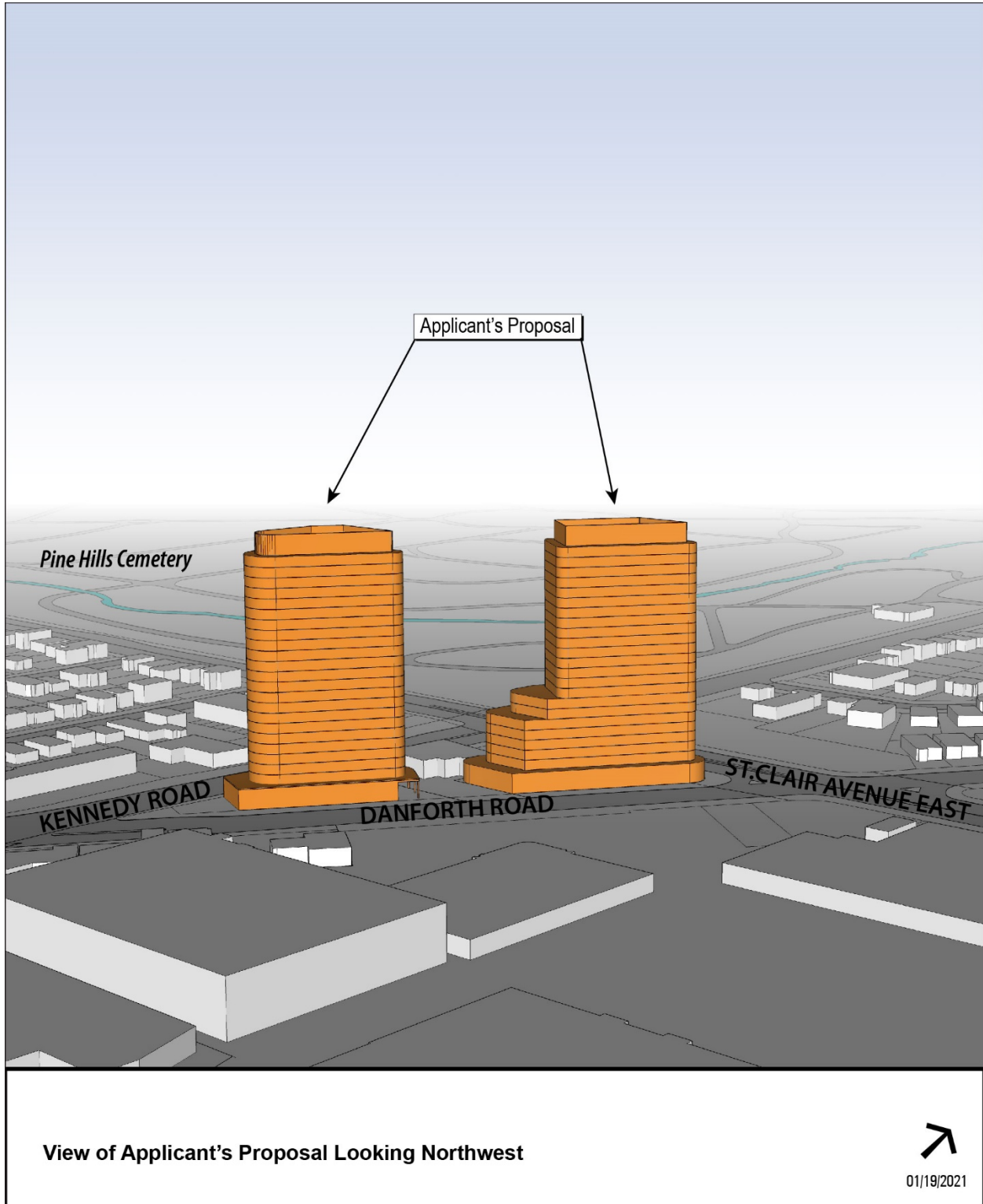


View of Applicant's Proposal Looking Southeast



01/19/2021

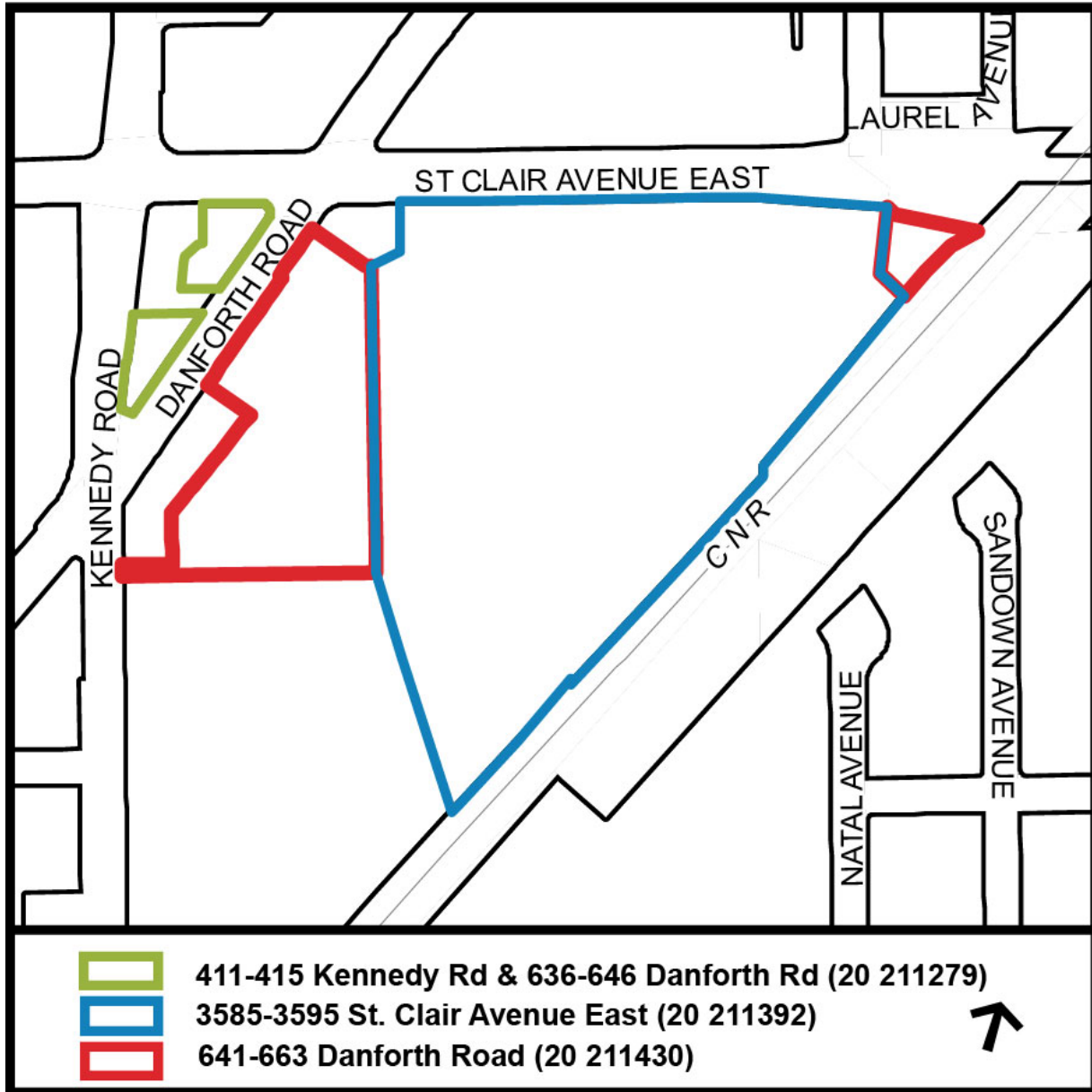
Attachment 4: 3D Model of Proposal in Context (Danforth Triangle View Looking Northwest)



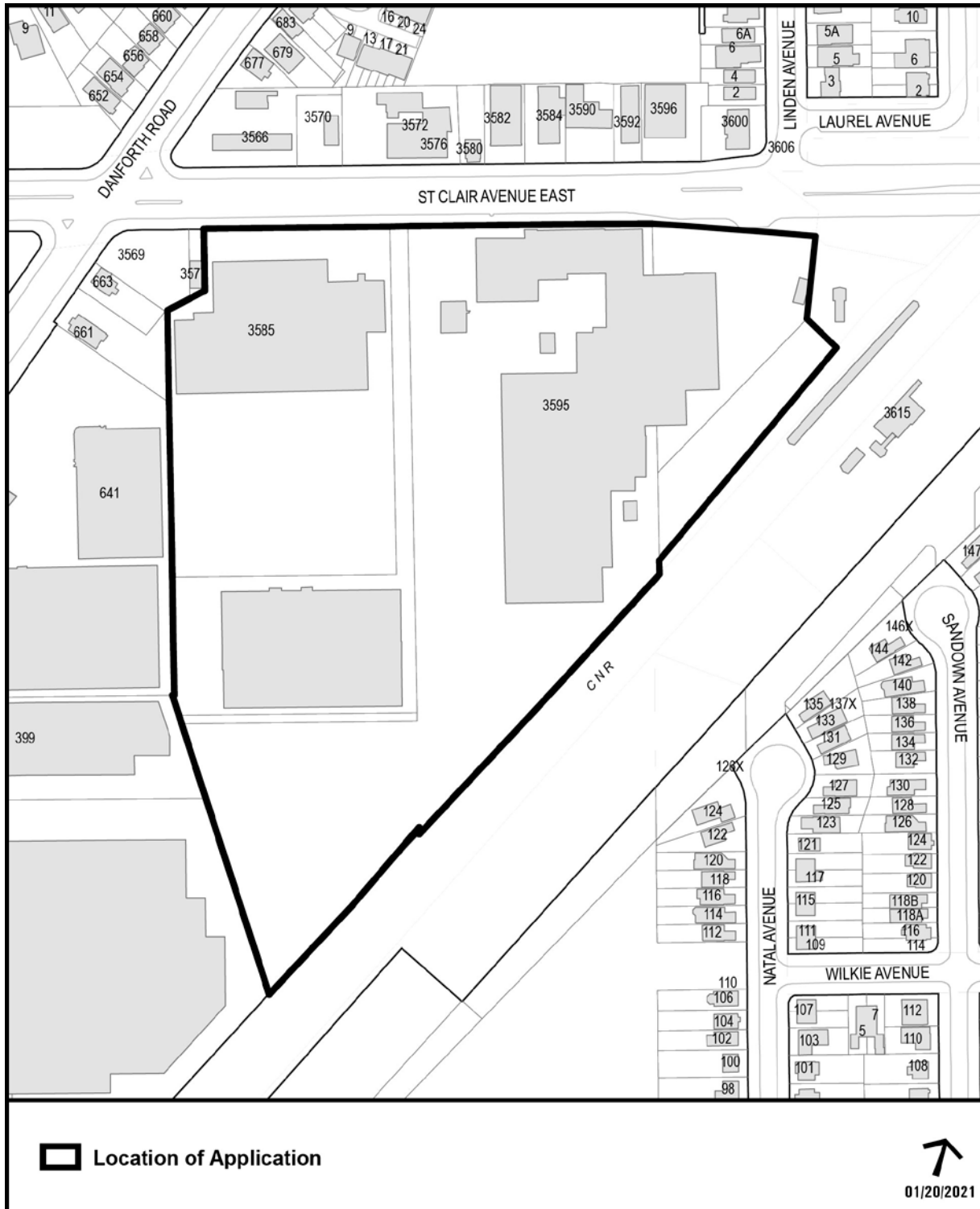
View of Applicant's Proposal Looking Northwest

01/19/2021

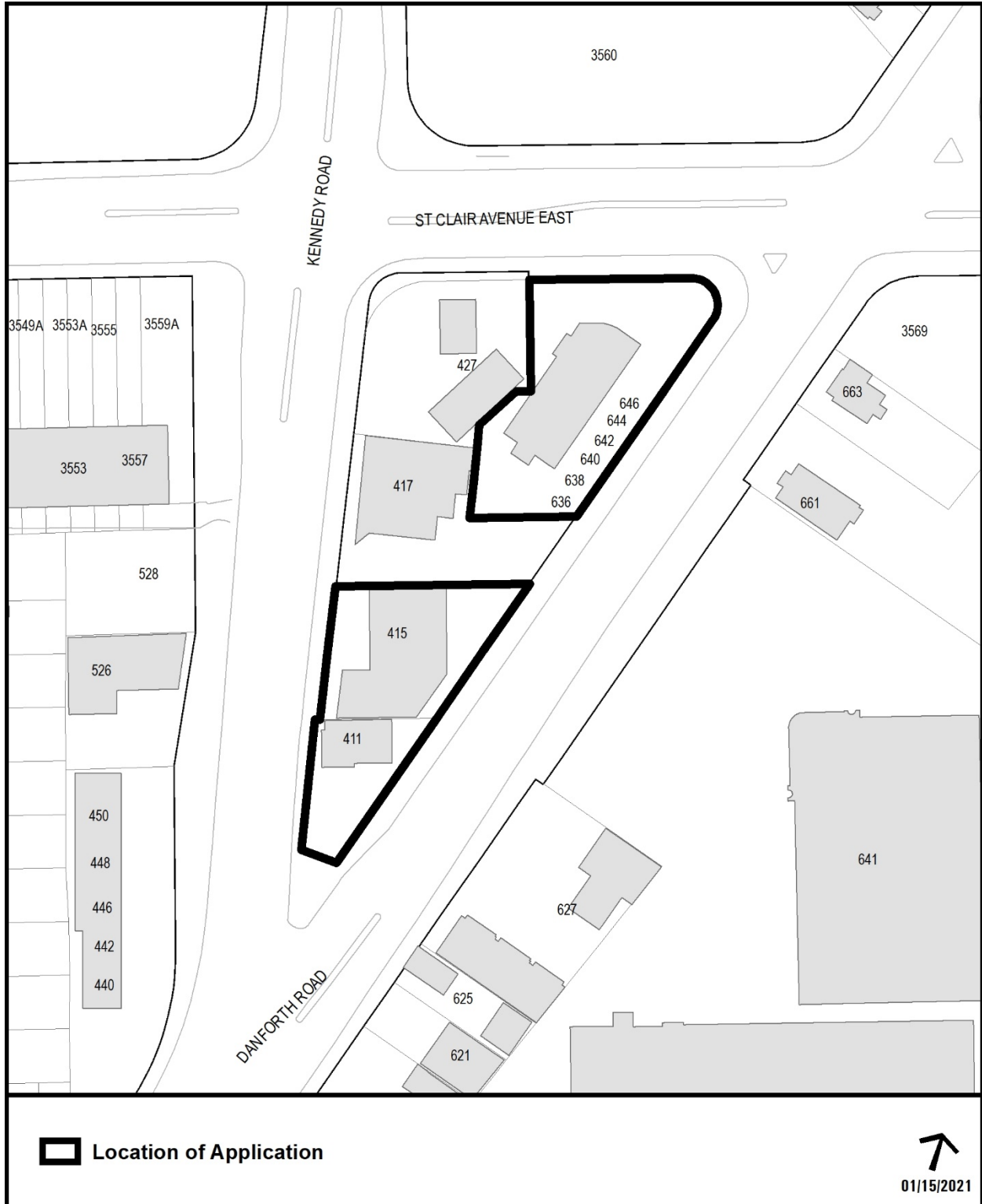
Attachment 5: Key Map (All Related Applications)



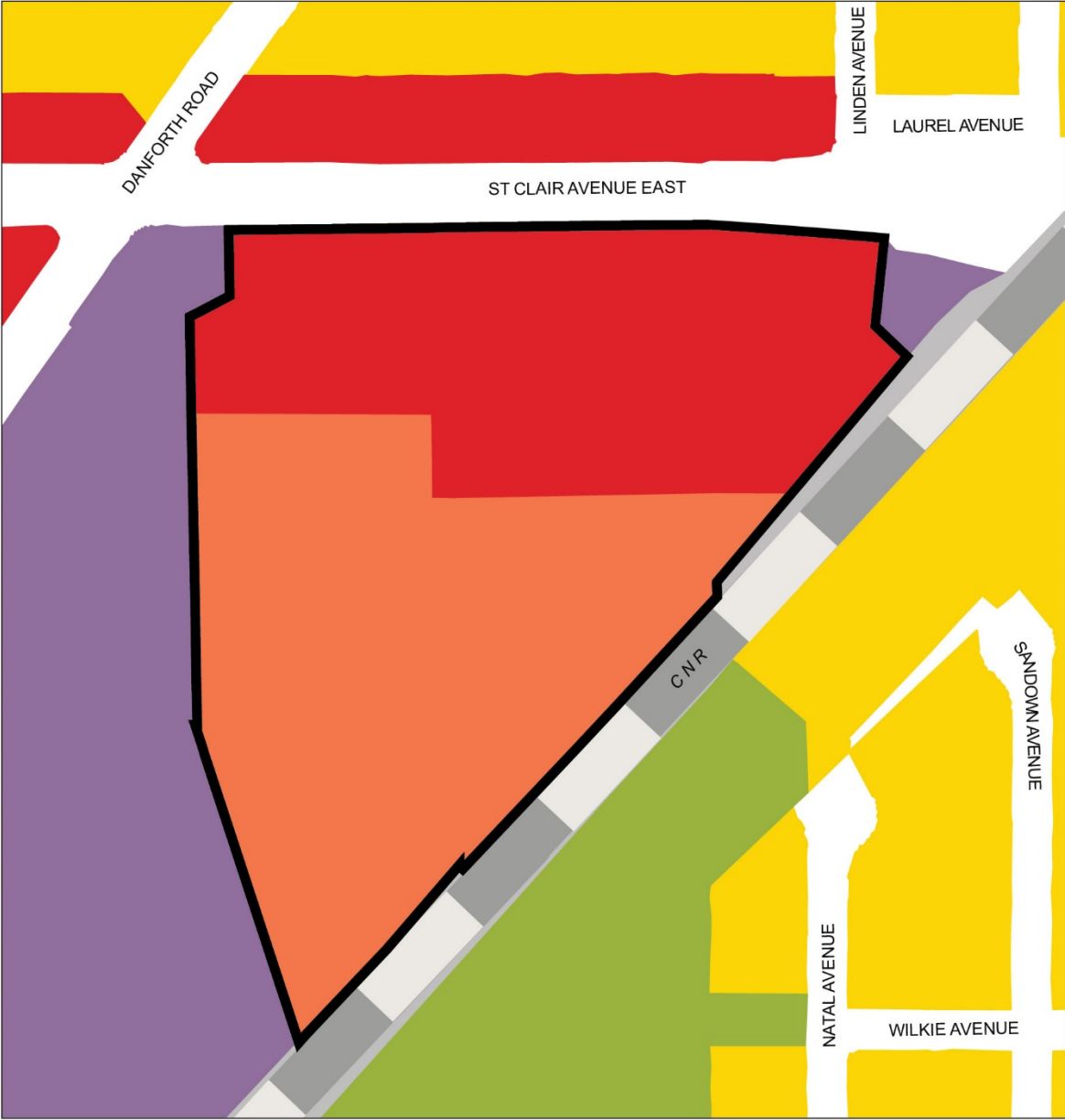
Attachment 6: Location Map (St. Clair Application)



Attachment 7: Location Map (Danforth Triangle Application)



Attachment 8: Official Plan Map (St. Clair Application)



Official Plan Land Use Map #20

3585-3595 St. Clair Avenue East

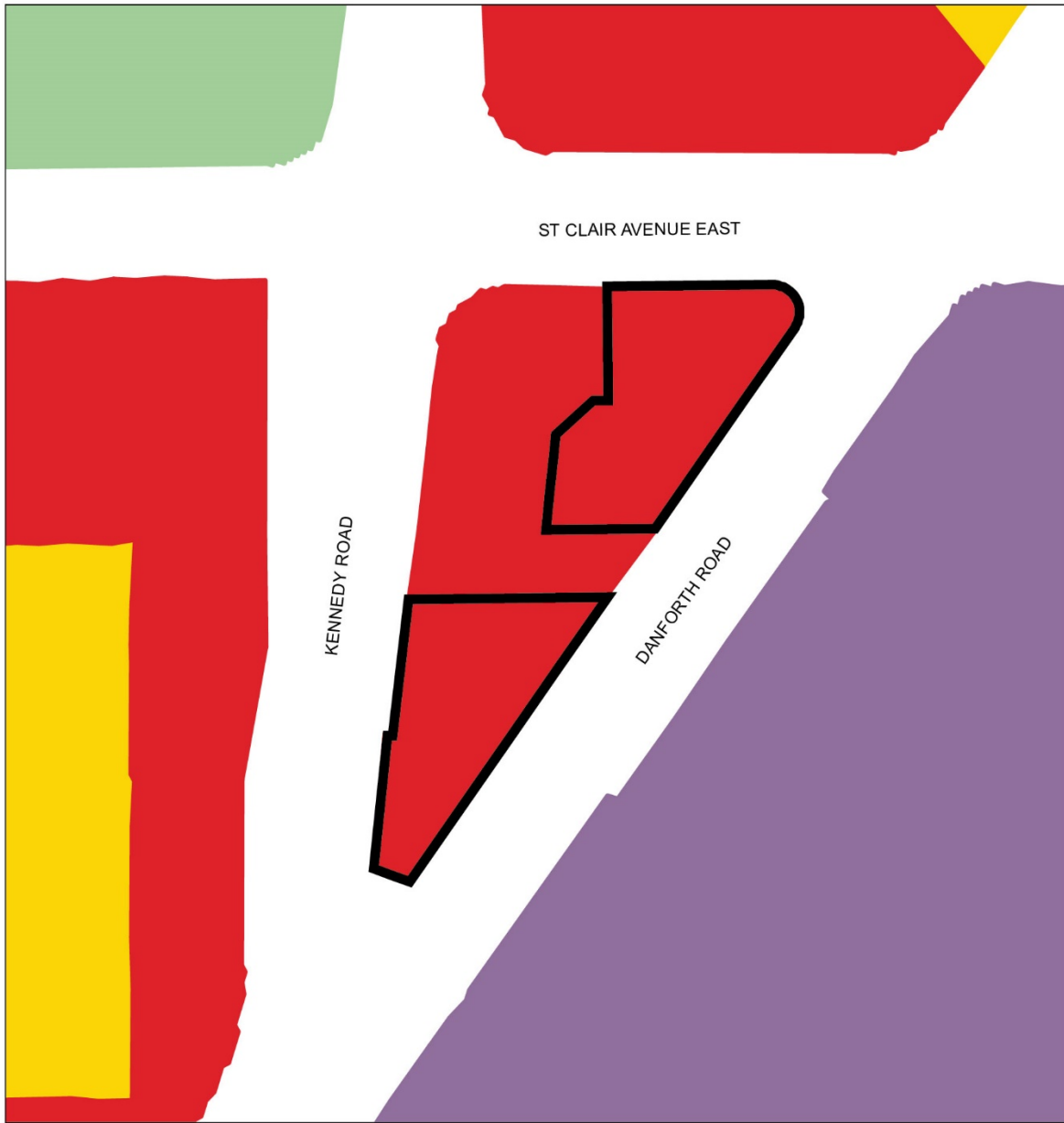
File # 20 211392 ESC 20 OZ and 20 211336 ESC 20 SB

- Location of Application
- Neighbourhoods
- Apartment Neighbourhoods
- Mixed Use Areas
- Parks
- General Employment Areas
- Utility Corridors



Not to Scale
01/20/2021

Attachment 9: Official Plan Map (Danforth Triangle Application)



Official Plan Land Use Map #20

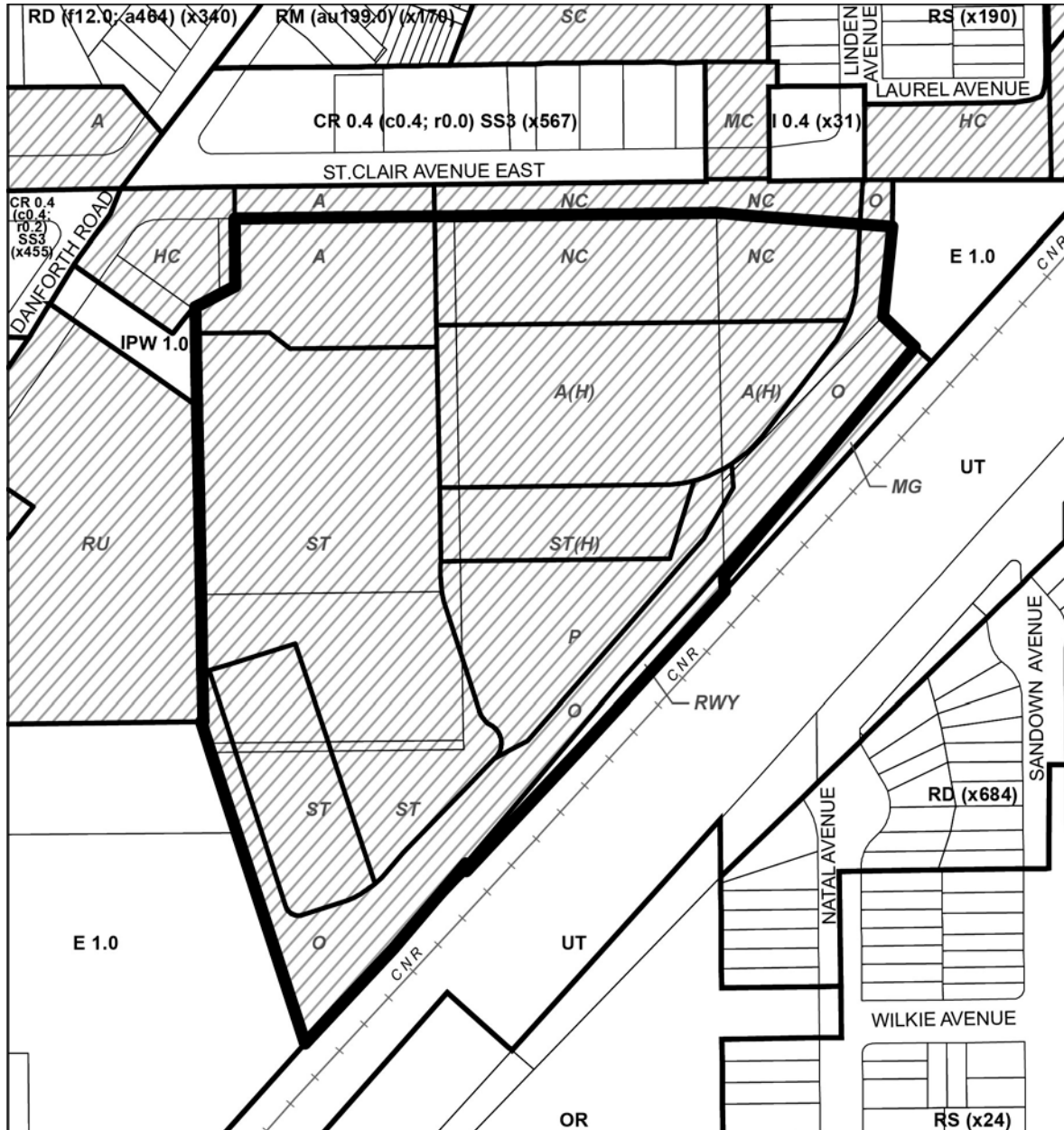
411-415 Kennedy Road and
636-646 Danforth Road

File # 20 211279 ESC 20 02

-  Location of Application
-  Neighbourhoods
-  Mixed Use Areas
-  General Employment Areas
-  Other Open Space Areas


Not to Scale
01/15/2021

Attachment 10: Zoning Map (St. Clair Application)



3585-3595 St. Clair Avenue East

Zoning By-law 569-2013

File # 20 211392 ESC 20 OZ and 20 211336 ESC 20 SB

Location of Application

- RD** Residential Detached
- RS** Residential Semi-Detached
- RM** Residential Multiple
- CR** Commercial Residential
- E** Employment Industrial
- I** Institutional

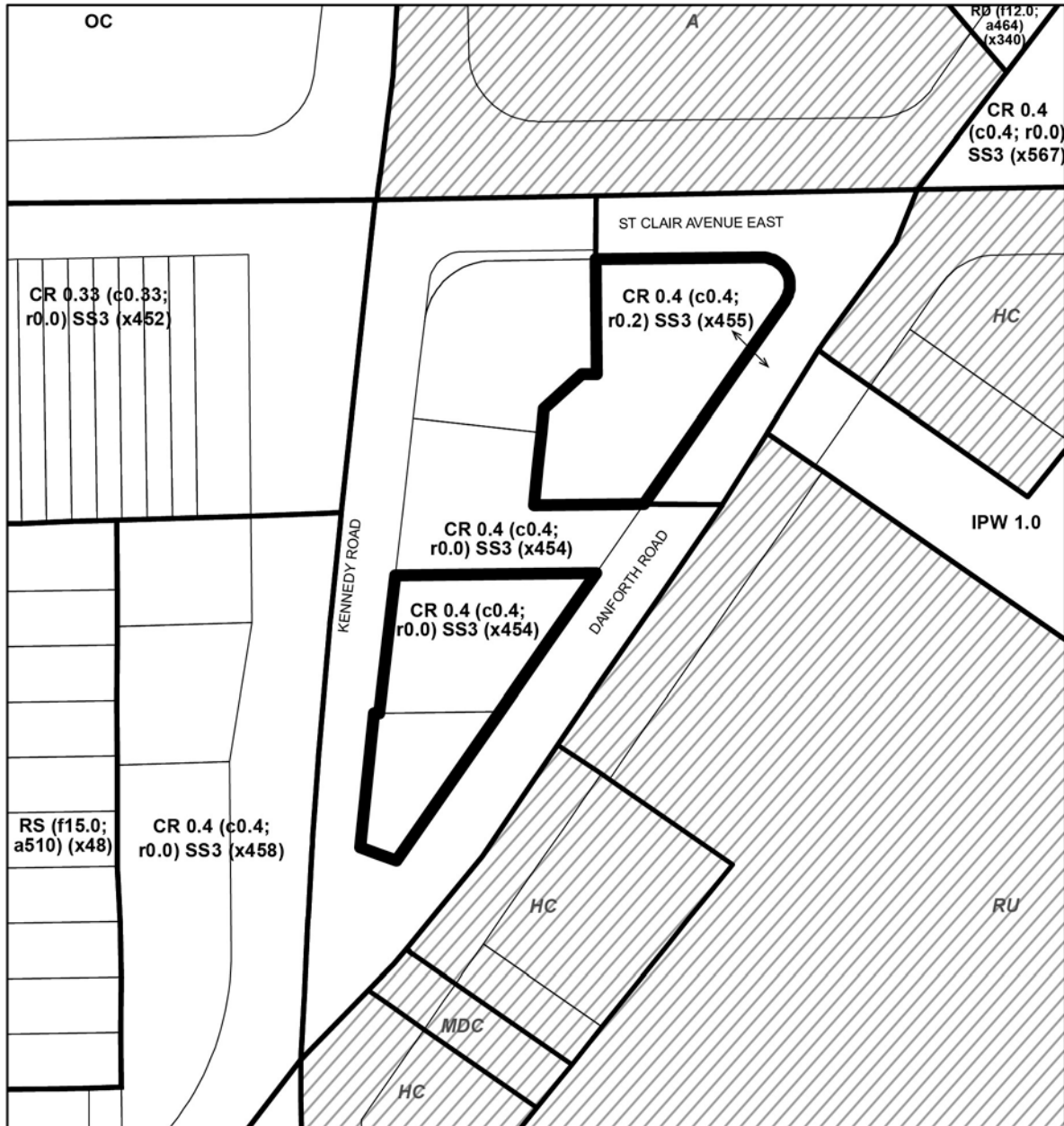
- IPW** Institutional Place of Worship
- OR** Open Space Recreation
- UT** Utility and Transportation

See Former City of Scarborough Kennedy Park Community By-law No. 9276 and Employment District By-law No. 24982 (Birchmount Park)

- S** Single-Family Residential Zone
- T** Two Family Residential Zone
- ST** Street Townhouse Residential
- A** Apartment Residential
- NC** Neighbourhood Commercial
- MC** Industrial Commercial Uses
- MG** General Industrial Zone
- HC** Highway Commercial Zone
- SC** School
- RU** Recreational Zone
- O** Major Open Spaces
- RWY** Railway Corridor Zone
- P** Park

Not to Scale
Extracted: 01/19/2021

Attachment 11: Zoning Map (Danforth Triangle Application)



Zoning By-law 569-2013

411-415 Kennedy Road and
636-646 Danforth Road
File # 20 211279 ESC 20 0Z

Location of Application

RD Residential Detached
RS Residential Semi-Detached
CR Commercial Residential
IPW Institutional Place of Worship
OC Open Space Cemetery

See Former City of Scarborough Kennedy Park Community By-law No. 9276 and Former City of Scarborough Employment District By-law No. 24982 (Birchmount Park)

A Apartment Residential
MDC Industrial District Commercial Zone
HC Highway Commercial Zone
RU Recreational Zone



Not to Scale
Extracted: 01/07/2021

Attachment 12: Artist's Perspective Rendering - Overall Development Concept



Attachment 13: Overall Concept Site Plan



Attachment 14: Overall Concept - Ground Floor and At-Grade Elements

