

## **Housing Now – 140, 150, 156, 158 and 160 Borough Drive – City Initiated Official Plan Amendment and Zoning By-Law Amendment - Final Report**

Date: March 10, 2022

To: Planning and Housing Committee

From: Chief Planner and Executive Director, City Planning Division

Wards: Scarborough Centre

**Planning Application Number:** 21 176132 ESC 21 OZ

### **SUMMARY**

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The City-owned parking lot at 158 Borough Drive is one of six sites approved by City Council in May 2020 for inclusion in Phase Two of the Housing Now Initiative. This site represents an important city-building opportunity in the heart of the Civic Precinct of Scarborough Centre. The proposed development concept envisions the transformation of the parking lot into a mixed-use site featuring rental housing, including affordable units, a daycare, an improved and expanded public realm, and high-quality built form.

This report recommends approval of the City-initiated applications to amend the Official Plan and the Employment Districts Zoning By-law No. 24982 (Progress Employment District), and to lift the Holding ("H") provisions at 158 Borough Drive. The applications propose to update existing residential permissions to permit a mixed-used building with two residential towers of 27 and 42-storeys with approximately 645 dwelling units, of which between 33 percent – 50 percent will be provided as affordable rental housing through the Housing Now Initiative.

The site's redevelopment will include a non-profit daycare with programmable outdoor space and two publicly accessible pedestrian connections along the north and west side of the development which will improve pedestrian circulation to Albert Campbell Square from Borough Drive and Town Centre Court. The proposed development concept includes a generous landscaped streetscape along Borough Drive and a publicly accessible space with opportunity for hard and soft landscaping.

The site's redevelopment will contribute to the continued development of a mixed-income, inclusive community, supporting the evolution and vision of Scarborough Centre. The site will remain in City ownership and will be leased to a developer partner for a term of 99 years. The developer partner will be responsible for detailed design and submission of a Site Plan Control application based on technical work that has been

undertaken by CreateTO and City divisions to support the proposed development concept, in addition to other obligations related to the provision of new affordable housing.

The proposed amendment to the Official Plan would exempt 158 Borough Drive from Policy 6.3 of the Scarborough Centre Secondary Plan that sets a parkland dedication rate of 0.4 hectares per 300 units. It would bring the parkland dedication rate for the site in alignment with the city-wide Official Plan policies that apply a cap on required parkland dedication, based on site area.

In order to keep zoning permissions consistent for the surrounding properties at 140, 150, 156 and 160 Borough Drive, the proposed zoning by-law amendment also includes updating a performance standard that relates to how Gross Floor Area is calculated for these properties.

The proposed development concept is consistent with the Provincial Policy Statement (2020), conforms with A Place to Grow: Growth Plan (2020), as it provides an appropriate form and scale of development in a strategic growth area, Scarborough Centre.

## **RECOMMENDATIONS**

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

1. City Council amend the Official Plan, with respect to the lands municipally known as, 158 Borough Drive, substantially in accordance with the recommended Official Plan Amendment attached as Attachment 7 to the Report (dated March 10, 2022) from the Chief Planner and Executive Director, City Planning.
2. City Council amend former City of Scarborough Employment Districts Zoning By-law No. 24982 (Progress Employment District), as amended, with respect to the lands municipally known as 140, 150, 156, 158 and 160 Borough Drive, substantially in accordance with the recommended Zoning By-law Amendment attached as Attachment 8 to the Report (dated March 10, 2022) from the Chief Planner and Executive Director, City Planning.
3. City Council authorize the City Solicitor to make such stylistic and technical changes to the recommended Official Plan Amendment and Zoning By-law Amendment as may be required.
4. City Council request the Chief Executive Officer, CreateTO, in consultation with the Chief Planner and Executive Director, City Planning, to engage City partners and the developer partner, to advance the detailed design of development requirements identified in Attachment 11 to the satisfaction of the Chief Planner and Executive Director, City Planning, and to secure the delivery of the development requirements on terms, including details and timing, in a Lease Agreement with the developer partner.

5. City Council direct that future planning applications for 150 to 160 Borough Drive, including an application for Site Plan Control be reviewed in the context of the 158 Borough Drive Design Brief (February 2022), provided as Attachment 12 to this report.
6. City Council direct that market dwelling units are provided in accordance with the Growing Up Urban Design Guidelines with respect to unit size and type, and secured through the Lease Agreement with the future developer partner.
7. City Council request the Executive Director, Corporate Real Estate Management to identify interim parking opportunities in the vicinity of Scarborough Civic Centre to meet civic centre parking needs related to the ModernTO program.
8. City Council direct the Executive Director of Corporate Real Estate Management to take all necessary steps to update and amend the applicable Shared Use Agreement and Cost Sharing Agreement between the City of Toronto and the Toronto District School Board to facilitate the development at 158 Borough Drive, prior to final Site Plan Approval.
9. City Council direct the General Manager of Transportation Services to review the feasibility of implementing a Borough Drive reconfiguration pilot project including temporary bidirectional bike lanes on the northern curb lane, from Omni Drive to the northeast intersection of Town Centre Court and Borough Drive, as recommended in the approved Scarborough Centre Transportation Master Plan dated April 11, 2018.

## **FINANCIAL IMPACT**

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In May, 2020, through Item PH14.3, City Council adopted Phase Two of the Housing Now Initiative and approved Open Door incentives of approximately \$48 million to support the creation of up to 620 new affordable rental units in six sites across the city. 158 Borough Drive is included in the Phase Two list of properties.

### **158 Borough Drive**

Through the 2021 budget process, Council approved \$703,500 in pre-development funding for 158 Borough Drive. It is anticipated that this budget will be sufficient and there will be no net new impact to the City as a result of the recommendations in this report.

Possible future year financial impacts are unknown at this time and will be determined through the design and planning approval process for City Council consideration through the budget process or a stand-alone report.

Any additional resource implications related to implementing the Housing Now Initiative, including additional pre-development and personnel costs, will be identified and presented to Council for consideration as part of the 2023 Budget Process. The Chief Financial Officer and Treasurer has been informed of the financial implications associated with this report.

## **EQUITY IMPACT**

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The Housing Now Initiative is part of the HousingTO 2020-2030 Action Plan. The Housing Now Initiative advances a number of the City of Toronto's equity strategies and commitments, including: Social Procurement Policy, Strong Neighbourhoods Strategy, Toronto Newcomer Strategy, Toronto Poverty Reduction Strategy and the Toronto Seniors Strategy. Through the incorporation of social procurement principles in the market offering process for Housing Now sites, the implementation of the Housing Now Initiative will encourage local hiring and create employment, training and apprenticeship opportunities for people experiencing economic disadvantage, including those from equity-seeking communities.

The new affordable rental units will remain affordable for 99 years, providing quality housing for future generations. Safe, secure, affordable housing is an important social determinant of health. It improves the social and economic status of individuals, families and communities. Good quality, affordable housing is also the cornerstone of vibrant, healthy neighbourhoods and supports the environmental and economic health of the city, region and country as a whole.

An intersectional analysis reveals that women, seniors, newcomers, and low income residents who require access to affordable housing, city spaces, and public transit, will be positively impacted by developments such as the proposal for 158 Borough Drive. 158 Borough Drive is located in Scarborough Centre, with access to employment, services, retail and parkland. Between 33-50 percent of units located on this site will be rented below the City-wide average market rent, providing access to quality, affordable housing near high-order transit. The site is approximately 250 metres from the Scarborough Centre RT station, as well as TTC bus routes along Brimley, Ellesmere and McCowan Roads, within 600 metres from the approved Scarborough Centre Subway Station, and within 500 metres from a planned Durham-Scarborough BRT stop that will be constructed along Ellesmere Road.

## **DECISION HISTORY**

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In May 2018, City Council adopted the recommendations in the Scarborough Centre Transportation Master Plan – Final Report, and Official Plan Amendments 408 and 409, which came into effect in June 2018. These Official Plan Amendments will guide changes resulting from development and public sector investments in the Centre and establish a transportation network supportive of all users, focusing on building connections within the Centre, including on Borough Drive, as well as to the surrounding area and the rest of the City. The City Council decision can be found here: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.SC30.3>

The City's Housing Now Initiative was launched in 2018, and in 2019, 11 Phase One sites were selected. On May 28, 2020, City Council adopted the recommendations in Item CC21.3, Creating New Affordable Housing Opportunities through Phase Two of the Housing Now Initiative. The report recommended Council's approval of six additional sites to the Housing Now Initiative, including 158 Borough Drive. The six new sites in

Phase Two are estimated to create 1,455 to 1,710 new residential units including an estimated 1,600 purpose-built rentals, of which an estimated 620 will be affordable rental units. The City Council decision can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.CC21.3>

On June 29 and 30, 2020, City Council adopted the recommendations in Item PH 14.3, Housing Now Initiative – Annual Progress Report. The Report provided Council with the first annual update on the Housing Now Initiative including the early successes, lessons learned and latest status of the Phase One Sites. The report recommended enhancements to the Housing Now Initiative that will improve the lives of future residents of the sites. Some of these enhancements include limiting annual rent increases on market rental homes, maximizing the involvement of non-profit organizations to increase affordability, and through the market offering process, increasing the number of accessible homes with the incorporation of universal design features to create housing that is suitable for everyone.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.PH14.3>

On November 9, 2021, City Council adopted the recommendations in Item PH28.2, Housing Now Initiative – Annual Progress Update and Launch of Phase Three Sites. The report provided Council with an update on the Housing Now Initiative including progress to-date on advancing the 17 sites. It also provided updated authorities for the Affordable Housing Program component of Housing Now and recommended Council approval to expand the program to add four additional sites as part of 'Phase Three' of the Initiative.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.PH28.2>

## **PROPOSAL**

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### **Application Description**

The proposed development concept at 158 Borough Drive is for a mixed use building with two residential towers of 27-storeys (90 metres) and 42-storeys (135 metres), exclusive of mechanical penthouses, with 645 dwelling units, 51,369 square metres of residential gross floor area, and a minimum of 800 square metres of non-residential space on the ground floor facing Borough Drive proposed for a daycare use. The proposed development concept would have a total gross floor area of 52,337 square metres, resulting in a floor space index of 8.24 times the lot area.

The proposed building provides setbacks, stepbacks and specific tower heights that respond to the urban context of the site and vision for Scarborough Centre, while at the same time mitigating the building scale from the street and providing appropriate separation distance to adjacent residential towers. The orientation of the towers addresses thermal comfort by providing continued access to sunlight for Albert Campbell Square while optimizing the site's opportunity for new affordable housing.

Connecting the two towers is a six-storey (24 metres) podium, with an articulated two-storey scaled street wall on the west and east elevations, facing the forecourt to the Scarborough Civic Centre (SCC) and Town Centre Court, respectively. This two-storey

element generally corresponds with the height of the adjacent buildings to the north and east.

Each tower has a separate lobby entrance. The west tower lobby entrance is located at the southwest corner of the building facing the pedestrian promenade and the east tower lobby entrance is located at the northeast corner of the building facing Town Centre Court. The daycare's primary access and pick-up and drop-off is from a new a laneway or "Woonerf". For the purposes of this proposal, a "Woonerf" is a space that will be designed to be used concurrently as a safe, publicly-accessible pedestrian route, which runs west from Town Centre Court connecting to the north-south pedestrian connection leading to Albert Campbell Square.

One of the major landscape elements includes two main open spaces in front of the six-storey podium facing Borough Drive. The east side serves as the outdoor play space associated with the daycare and the west side is publicly accessible space. These spaces serve to connect the development with the broader context and respond to the landscape character of the Frank Faubert Woodlot, creating a cohesive and meaningful public realm.

The recommended zoning by-law amendment will allow for two publicly accessible pedestrian connections that are central to improving the connectivity of Scarborough Centre, one along the north edge of the property connecting Town Centre Court to the accessible ramp along the western edge of the site; and a second connecting Borough Drive to Albert Campbell Square. These connections are shown in Figure 1, below. The "Woonerf" will be used primarily as a pedestrian connection, while also providing a location for loading, and daycare pick-up and drop off. The "Promenade" will provide a barrier free connection from Borough Drive to Albert Campbell Square.

**Figure 1: Proposed Development Concept – Landscape and Pedestrian Connections**



Approximately 645 dwelling units will be provided, with between 33-50 percent provided as new affordable rental units. The development proposal reference concept provides for a range of unit sizes; generally, there will be the same number of units by type (i.e. one-bedroom, two-bedroom, etc.) for both the affordable and market units. The market units have a range of sizes in accordance with Growing Up: Planning for Children in New Vertical Communities - Urban Design Guidelines (the Growing Up Guidelines). The affordable rental units include 20% accessible units and the market rental units include 15% accessible units.

Indoor and outdoor residential amenity for Tower 1 is located on the 1st, 2nd and 7th floors and for Tower 2 on the 2nd and 7th floors. Total indoor amenity space is 1,290 square metres and outdoor amenity space is 1,290 square metres. The recommended zoning by-law will secure a minimum of 2.0 square metres per unit each for indoor and outdoor amenity space.

Vehicular access is from Borough Drive via an existing driveway into the forecourt to access the underground parking garage entrance located at the north end of the site. The proposed parking is located below grade. In keeping with By-law 89-2022, the proposed site-specific by-law does not include a minimum for residential occupants, and sets a minimum requirement for visitor parking of 0.01 spaces per unit and X accessible parking spaces. A minimum of two spaces will also be required for the daycare use. Under the recommended Zoning By-law Amendment, a percentage of the visitor parking may be offered as shared spaces to support the City's parking needs for the Scarborough Civic Centre (SCC), requiring parking facilities near the SCC on an occasional and temporary basis. Bicycle parking, comprising 580 long-term and 70 short-term bicycle parking spaces is located at ground level and on the first level of the parking garage.

Refer to Attachment 2: Application Data Sheet; Attachment 3: 3D Model of Proposal in Context; Attachment 9: Site Plan; and Attachment 10: Elevations.

## **Site and Surrounding Area**

The subject site has an area of 6,535 square metres with 101 metres of frontage on Borough Drive and 54 metres of frontage on Town Centre Court. The site slopes gently downwards from north to south and east to west. The site is currently used as a City of Toronto parking lot for staff working at the SCC, with 365 spaces (185 spaces at-grade and 180 underground) with vehicular access from both Borough Drive via an access driveway and from Town Centre Court. There are no existing buildings. The site is also used as a mid-block pedestrian connection between Borough Drive and Albert Campbell Square and from Town Centre Court to Albert Campbell Square.

The subject site is located on the northwest corner of Borough Drive and Town Centre Court (see Figure 1, below and Attachment 1 - Location Map). Borough Drive has four lanes of traffic, two in each direction, with centre left turn lanes at the intersection of Borough Drive and Borough Approach East/driveway into the forecourt and one northbound at Town Centre Court. There is a sidewalk only on the south side of Borough Drive and on-street parking is permitted at certain times of the day on the south side as well. The east side of the site fronts onto Town Centre Court, which is a



relatively narrow street with one-lane in each direction and a small layby for four parking spaces on the east. The following uses surround the site:

- North: Residential buildings, of 30, 35 and 39 storeys; beyond which is Albert Campbell Square and park.
- East: 1 and 11 Town Centre Court residential buildings, each of 30-storeys.
- South: Frank Faubert Woodlot and Hand of God Dog Park.
- West: SCC and Scarborough Centre Public Library. The SCC forecourt is immediately east of the proposed development concept. The forecourt provides access to servicing and loading facilities for the SCC building, short-term visitor parking for the building, and access to the existing staff parking lot.

**Figure 2: 158 Borough Drive and Area Context**



### **City-Initiated Official Plan and Zoning By-law Amendments**

An Official Plan amendment is required to exempt the subject lands from Policy 6.3 of the Scarborough Centre Secondary Plan (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 City would be required to provide parkland greater than the area of the site itself, either in land or cash-in-lieu of parkland at the time of issuance of an above-grade building permit. The recommended OPA is consistent with amendments approved for other developments in Scarborough Centre.

A City-initiated Zoning By-law Amendment is required to amend the Employment Districts Zoning Bylaw (Progress Employment District) No. 24982, as amended, to lift the Holding ("H") provisions, to update existing residential permissions, to permit the



proposed development concept at 158 Borough Drive, and to establish appropriate performance standards related to the proposed density, height, parking rate, retail use and other provisions. The amendment also makes minor adjustments to Performance Standard 795 for the properties at 140, 150, 156 and 160 Borough Drive to ensure existing Gross Floor Area ("GFA") permissions are maintained, despite removing 158 Borough Drive from the land area used to calculate GFA permissions in Performance Standard 795.

The recommended City-initiated Zoning By-law Amendment proposes a maximum development of 53,000 square metres which includes a minimum non-residential requirement of 990 square metres to accommodate the daycare and other ancillary non-residential uses. The by-law proposes maximum height limits of 89 metres and 135 metres for the west and east towers, respectively. General locations are for the two new pedestrian connections, and publicly accessible space fronting on Borough Drive are set. Parking requirements are limited to 0.01 spaces for visitors per unit and 14 spaces for accessible parking spaces.

## **APPLICATION BACKGROUND**

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### **Housing Now Overview**

City Council initiated the Housing Now Initiative in December 2018 to accelerate the development of affordable housing and mixed-income, mixed-use, transit-oriented communities on 11 City-owned properties. The Housing Now Initiative is an approach to city-building whereby City-owned lands are used to facilitate private sector development of affordable rental, market rental and ownership housing within mixed-use, mixed-income, transit-oriented communities. The new affordable rental homes will remain affordable for 99 years, providing quality housing opportunities for future generations. Housing Now will provide access to affordable rental units for households earning up to approximately \$68,000 per year (based on 2021 average market rents).

The creation of new housing on City-owned lands will provide Toronto residents with affordable opportunities to live near transit hubs and close to places of work, education and services. Investment in these sites will also contribute to the broader community by delivering new amenities, revitalized public spaces and improved access to transit.

The development of new housing through Toronto's Housing Now Initiative is guided by the following Council adopted principles:

- Activate sites to achieve the highest possible public benefits;
- Optimize the development of market and affordable rental housing with a mix of unit types and sizes;
- Create energy efficient homes that are affordable for a diverse range of incomes, including deeply affordable homes;
- Appropriately address and accommodate existing City and other operations and uses which increase city-building opportunities to create complete communities;
- Prioritize the public retention of sites, including long-term land leases;

- Support participation by the non-profit and co-op housing sectors and help build capacity in the sectors; and,
- Actively engage with City Councillors and local communities in the planning and development of each site.

As Housing Now sites advance through the re-zoning process, City Planning staff, in collaboration with the Housing Secretariat and CreateTO, continue to seek opportunities to increase the potential yield of new affordable housing units at each location, in accordance with the policies of the Official Plan, and informed by Toronto's evolving development context. For example, through the preparation of the proposed development concept and proposed Official Plan and Zoning By-law amendments at 158 Borough Drive, City Planning and CreateTO have been able to exceed the initial unit estimates while still meeting the policies of the Official Plan and Scarborough Centre Secondary Plan.

Across the Housing Now portfolio, City Planning has worked with City Divisions and CreateTO to bring forward development concepts for the Housing Now Initiative that include new child care facilities, expansions to public parks, community space, employment opportunities, improved public realm and new public streets. The 158 Borough Drive proposed development concept includes the provision of a daycare and two important pedestrian connections along the north and west side of the development supporting hard and soft landscape, a generous landscaped streetscape along Borough Drive and a publicly accessible space.

## **Rezoning to Support Market Offering**

Bringing forth a recommended Zoning By-law represents a critical milestone in the Housing Now process. A recommended zoning by-law, and in the case of 158 Borough Drive, an Official Plan Amendment, provides the foundation for the business case for each site. This process is detailed through EX1.1 "Implementing the Housing Now Initiative". Other components of the business case stage include detailed due diligence by City staff and CreateTO, to facilitate the site's redevelopment. This work establishes a market-ready development concept and advances projects through key stages of the approval process, reducing project and approvals risks for selected development partners, and charting an expedited route to construction and occupancy.

This approach to achieving up-front zoning approvals strengthens the City's ability to leverage its contributions and partnerships with experienced housing developers and operators to deliver affordable housing and complete communities at key locations in the City. Through the City's contributions of land value and incentives, the Housing Now Initiative will leverage millions of dollars in third party investment and create thousands of new rental units, as evidenced by successful market offering of the Housing Now Initiative projects at 777 Victoria Park Avenue, 50 Wilson Heights Boulevard and 705 Warden Avenue.

## **City and Agency Review**

To aid in the preparation of the recommended Official Plan and Zoning By-law Amendments, CreateTO staff and consultants undertook due diligence analysis and

prepared a development proposal for 158 Borough Drive for inter-divisional review. This review entailed two formal submissions by CreateTO of plans and technical reports for the review of City Planning staff and other commenting Divisions and agencies, as required with respect to proposed Official Plan and Zoning By-law Amendments. City staff provided comments and City Planning led inter-divisional workshops in an effort to refine the proposed development concept, confirm the obligations of the eventual developer of the site and expedite planning approvals.

The proposal was circulated to all appropriate agencies and City divisions. The recommended Official Plan and Zoning By-law Amendments, and other recommendations in this report address the comments received through the review process.

## **Community Engagement**

Following the direction of the City's Medical Officer of Health and Provincial requirements, all engagement for 158 Borough Drive was held online. City staff and CreateTO developed new engagement tools to ensure that there can continue to be opportunities for feedback and discussion in the absence of in-person consultation. This included the following:

- Creation of a 'site reel', a short video orienting people to 158 Borough Drive, acknowledging that both local and city-wide audiences are interested in development concepts supporting the Housing Now Initiative;
- Meeting notices mailed to households provided a postage-paid option to enable households to request hard-copy meeting materials to eliminate electronic barriers to participation and information on the project;
- Enhanced project information that included an information sheet on the 158 Borough Drive proposed development concept, a general Housing Now information sheet, and written summaries of all Community Consultation Meetings; and
- Posting of recordings of the online Community Consultation Meetings for viewing by the public.

All material prepared for public consultation is available on the project website, hosted by CreateTO, at [createto.ca/158-borough-drive](https://createto.ca/158-borough-drive).

Beginning in April 2021, City Planning and CreateTO led community meetings and engagement events regarding the proposed development concept for 158 Borough Drive. These activities included two community consultation meetings (April and July 2021) and one online working group meeting led by the ward Councillor. The timing, location and number of attendees for each meeting are identified in Table 2. Community Consultation #1 presented a preliminary development concept in order to receive comments prior to the first submission, and Community Consultation #2 was structured to receive comments that could be further incorporated to the final proposed development concept that forms the basis for the recommended Zoning By-law.

**Table 1: Community Engagement Summary**

Meeting Date	Meeting Type	Number of Attendees
April 19, 2021	Community Consultation #1: <ul style="list-style-type: none"> <li>• Introduction to the Housing Now Initiative;</li> <li>• Overview of site context, local planning framework;</li> <li>• Preliminary development concept.</li> </ul>	90
July 26, 2021	Community Consultation #2: <ul style="list-style-type: none"> <li>• Review of the Housing Now Initiative;</li> <li>• Overview site context, local planning framework;</li> <li>• Overview of revisions to the preliminary development concept and discussion of rationale for revisions, including how community feedback was considered.</li> </ul>	115
September 9, 2021	Working Group Meeting: <ul style="list-style-type: none"> <li>• Review of the Housing Now Initiative;</li> <li>• Overview site context, local planning framework;</li> <li>• Feedback from the working group on the preliminary development concept regarding matters related to:               <ul style="list-style-type: none"> <li>• Safety (Crime Prevention Through Environmental Design, other);</li> <li>• Design inputs informing the tall building elements;</li> <li>• Landscaping and public realm improvements; and</li> <li>• Construction and noise management.</li> </ul> </li> </ul>	20

**Community Engagement - Areas of Support:**

- Housing Now Initiative and creation of new affordable housing. This was also an area of concern;
- Inclusion of publicly accessible open space and new green space;
- Inclusion and location of daycare space;
- Improvements to pedestrian connectivity, experience, and safety; and
- General support for, and interest in the incorporation of cycling infrastructure, sustainable design and construction measures.

## **Community Engagement - Areas of Concern:**

- Whether this is an appropriate location for new affordable rental housing;
- Neighbourhood safety;
- Occupancy date preceding completion of new transit infrastructure in Scarborough Centre;
- Potential strain on infrastructure (schools, water, etc.);
- Potential for added traffic congestion on Borough Drive and the surrounding area;
- Height and density relative to adjacent properties; and
- Replacement of informal gathering space.

Input from members of the public through the consultation process has shaped the proposed development concept and recommendations in this report. In particular, comments from the community supported a revision to the plan to increase tower setbacks to reduce their visual impact and potential adverse wind conditions at the street level; additional affordable units have been accommodated in the east tower through a modest increase in height; further refinements to the public realm, including enhanced landscaping; at-grade bicycle storage; and a slight reconfiguration to the “Woonerf”, described above, to include an area for informal play.

Further consultation and project updates are planned throughout the marketing, Site Plan Control and construction management processes.

## **Design Review Panel**

158 Borough Drive was presented to the City's Design Review Panel (DRP) on March 11, 2021. The purpose of presenting the preliminary development concept to the DRP at the zoning stage is to receive feedback on the approach to building massing, site organization, and concepts for landscape and architectural treatment to be included with the project's Design Brief. The feedback and comments from this presentation were used to refine the recommended Zoning By-law Amendment. As part of the Housing Now Initiative, the City-selected developer partner will present the updated plans to the DRP as part of the Site Plan Control process.

## **POLICY CONSIDERATIONS**

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### **Planning Act**

Section 2 of the *Planning Act* sets out matters of provincial interest which City Council shall have regard to in carrying out its responsibilities. The outcome of staff analysis and review of relevant matters of provincial interest are summarized in the Comments Section of this report.

### **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;
- protecting people, property and community resources by directing development away from natural or human-made hazards; and
- conserving significant built heritage resources to retain cultural heritage value.

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 4.7 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 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) came into effect on August 28, 2020. This was an amendment to the Growth Plan for the Greater

Golden Horseshoe, 2019. The Growth Plan (2020) 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 (2020), establishes policies that require implementation through a Municipal Comprehensive Review (MCR), which is a requirement pursuant to Section 26 of the *Planning Act*.

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, and better connected 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 (2020), 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 (2020), 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 (2020). Comments, submissions or advice affecting a planning matter that are provided by Council shall also conform with the Growth Plan (2020).

Staff have reviewed the proposed development concept for consistency with the PPS (2020) and for conformity with the Growth Plan (2020). The outcome of staff analysis and review are summarized in the Comments section of the Report.

### **Planning for Major Transit Station Areas**

The Growth Plan (2020) 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. As required by the Growth Plan (2020), the City is currently undertaking a Municipal Comprehensive Review to update the Official Plan to delineate MTSA boundaries and demonstrate how the MTSAs achieve appropriate densities.

## **Toronto Official Plan**

This proposal has been reviewed against the policies of the Official Plan and the Scarborough Centre Secondary Plan, which sets out the policy framework for the lands. Key policies are noted below.

### **Chapter 2 - Shaping the City**

The Official Plan identifies the subject site as being within Scarborough Centre; one of the designated "Centres" in the City of Toronto, as shown on Map 2 - Urban Structure. 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.

Policy 2.2.2 (2)(e) "supports residential development with the aim of creating a quality living environment" and "a full range of housing opportunities in terms of type, tenure, unit size and affordability". Policy 2.2.2(2)(h) supports the use of 'municipal assets' and to "create strong pedestrian and cycling linkages to transit stations".

### **Chapter 3 - Building a Successful City**

#### **Public Realm**

The Public Realm policies of Section 3.1.1 of the Official Plan recognize the essential role of streets, open spaces, parks and other key shared public assets in creating a great city. These policies aim to ensure that a high level of quality is achieved in layout, organization and massing of private developments to ensure that the public realm is beautiful, comfortable, safe and accessible. Policy 3.1.1.1 identifies that the public realm is comprised of all public and private spaces to which the public has access including streets and lanes, parks and open spaces, and the parts of private and public buildings that the public is invited into.

#### **Built Form**

Policy 3.1.2.1 states that "development will be located and organized to fit with its existing and planned context." Policy 3.1.2.3 requires development to "protect privacy within adjacent buildings by providing setbacks and separation distances from neighbouring properties and adjacent building walls containing windows." Policy 3.1.2.5 further requires new development to "frame the edges of the public realm with good street proportion, fit with the character, and ensure access to direct sunlight on the public realm by (a) providing harmonious streetwall height and setbacks; and (b) stepping back building mass and reducing building footprints above the streetwall height."

Policy 3.1.2.6 requires development "to provide good transition in scale between areas of different building heights and/or intensity of use" and Policy 3.1.2.7 requires "transition in scale to be provided on the development site in relation to adjacent properties." Policy 3.1.2.10 requires new development to "promote civic life and provide amenity for pedestrians in the public realm to make areas adjacent to streets, parks and open spaces attractive, interesting, comfortable and functional by providing improvements to adjacent boulevards and sidewalks."

## **Heritage Conservation**

The Official Plan's policies on heritage conservation are relevant to this site as 158 Borough Drive is adjacent to the Scarborough Civic Centre, which has been identified as a heritage resource. Section 3.1.5 of the Official Plan states that the City's significant heritage properties tell stories about the forces and events that have shaped Toronto. Policy 3.1.5.5 states that "New construction on, or adjacent to, a property on the Heritage Register will be designed to conserve the cultural heritage values, attributes and character of that property and to mitigate visual and physical impact on it."

## **Affordable Housing**

Section 3.2.1 of the Official Plan states that current and future residents must be able to access and maintain adequate, affordable and appropriate housing. The City's quality of life, economic competitiveness, social cohesion, as well as its balance and diversity depend on it. Policy 3.2.1.1 requires that a full range of housing, in terms of form, tenure and affordability be provided. Policy 3.2.1.3 encourages investment in new rental housing, particularly affordable rental housing. The creation of affordable housing is addressed in Policy 3.2.1.4. It states that where appropriate, assistance will be provided to encourage the production of affordable housing. In the case of affordable rental housing, and in order to achieve a range of affordability, municipal assistance may include: loans and grants, land at or below market rates, fees and property tax exemptions, rent supplement and other appropriate assistance.

## **Chapter 4 - Land Use Designations**

The site is designated *Mixed Use Areas*. This designation permits a broad range of commercial, residential, and institutional uses, and includes policies and development criteria to guide development and its transition between areas of different development intensity and scale.

The development criteria in *Mixed Use Areas* include, but are not limited to:

- Creating a balance of high-quality commercial, residential, institutional, and open space uses that reduce automobile dependency and meet the needs of the local community;
- Locating and massing new buildings to provide a transition between areas of different development intensity and scale;
- Locating and massing new buildings to frame the edges of streets and parks;
- Providing an attractive, comfortable, and safe pedestrian environment;
- Providing good site access and circulation and an adequate supply of parking for residents and visitors;
- Locating and screening service areas, ramps, and garbage storage to minimize the impact on adjacent streets and residences; and
- Providing indoor and outdoor recreation space for building residents in every significant multi-residential development.

The outcome of the staff analysis and review of the relevant Official Plan policies and designations are summarized in the Comments section of this report.

Refer to Attachment 4: Official Plan Land Use Map.

## **Scarborough Centre Secondary Plan**

The site is located within the Scarborough Centre Secondary Plan (SCSP) in the Official Plan. See Attachment 5: Scarborough Centre Secondary Map. The SCSP recognizes that the Centre is a large geographical area in which several development areas have emerged. The subject site is located in the Civic Precinct, which speaks to redeveloping parking lots and other under-utilized lands to achieve overall goals respecting the provision of community services and facilities, and the achievement of enhanced streetscapes and pedestrian environments. The SCSP may be found here: <https://www.toronto.ca/wp-content/uploads/2017/11/900a-cp-official-plan-SP-5-ScarboroughCentre.pdf>

Section 3.1 of the SCSP, Urban Design, notes that tall buildings will form a prominent part of the urban landscape for the Centre. Tall buildings must fit within their planned context and minimize impacts on surrounding properties. Policy 3.1.1(f) refers to new developments enhancing connectivity and mobility options through a combination of streets and connections.

Section 4.7 of the SCSP speaks to the importance of enhancing the diversity of housing options by supporting a variety of housing forms, affordability and tenure, as well as promoting transit supportive development.

Transportation policies in Section 5 encourage the prioritization of active transportation, prioritizing space for pedestrians and cyclists, as well as improving connectivity and accessibility within the Centre and to the surrounding area by the reconfiguration of Borough Drive for the provision of dedicated cycling facilities and an improved public realm/pedestrian environment with an emphasis on enhancing place-making opportunities.

## **Scarborough Centre Secondary Plan Review**

The City Planning Division has initiated a multi-faceted study, Our Scarborough Centre (OurSC), 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), OurSC is a critical element to the transformation of Scarborough Centre. The development of a comprehensive planning framework specific to Scarborough Centre 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 Study is being conducted over four phases and the study is currently in Phase 3. The study website can be found here: [www.toronto.ca/scarborough-centre-review](http://www.toronto.ca/scarborough-centre-review).



## Zoning

The 158 Borough Drive site is zoned City Centre Residential (CCR) (H) and subject to Exception No. 531 under the former City of Scarborough Districts Zoning By-law No. 24982 (Progress Employment District), as amended. The site is also subject to a Holding (H) provision in conjunction with the City Centre Residential zone that may be removed by an amending By-law subject to the submission of a Site Plan to the satisfaction of the City and when Council is satisfied as to the availability of all transportation improvements, parking, infrastructure and servicing necessary to accommodate any proposed development. 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.

The lands located at 140, 150, 156, 158 and 160 Borough Drive are subject to Performance Standard 795 in the former City of Scarborough Districts Zoning By-law No. 24982 (Progress Employment District), as amended. This Performance Standard uses the land areas for these properties to calculate Gross Floor Area permissions. As 158 Borough Drive is being removed from the land area, the Performance Standard needs to be adjusted to keep development permissions the same on the remaining properties. See Attachment 6: Existing Zoning By-law Map.

## Design Guidelines

The following design guidelines have been used in the evaluation of this proposal:

- Tall Building Design Guidelines
- Growing Up: Planning for Children in New Vertical Communities
- Urban Design Guidelines for Privately-Owned Publicly Accessible Spaces
- Bird-Friendly Design Guidelines
- Pet Friendly Design Guidelines
- Accessibility Design Guidelines
- Toronto Green Standards (TGS) Version 3.0
- Guidelines for the Design and Management of Bicycle Parking Facilities

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

## Toronto Green Standard (Climate Change and Resilience)

Climate change adaptation, mitigation and resilience are key concerns of the City. On October 2, 2019, City Council declared a Climate Emergency and set a new goal to achieve net zero greenhouse gas emissions by 2050 or sooner. The City's TransformTO Net Zero Strategy, which outlines a pathway to achieve net zero emissions in Toronto by 2040, was adopted by City Council on December 15, 2021. The Council decision on TransformTO can be found here:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.IE26.16>

The Toronto Green Standard (the "TGS") sets out the key sustainable performance measures new developments are required to meet to address climate adaptation,

mitigation and resilience. The TGS is a critical component of the City's efforts to achieve zero emissions buildings by 2030, to meet 2050 citywide greenhouse gas reduction targets, and to build a more resilient city. The TGS also supports other city-wide strategies related to environmental sustainability, including TransformTO, the Resilience Strategy, Ravine Strategy and Biodiversity Strategy.

### **Site Plan Control**

The proposed development concept is subject to Site Plan Control. A Site Plan application will be submitted by the future developer partner for the site.

## **COMMENTS**

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

The proposal has been reviewed and evaluated against the Provincial Policy Statement (PPS) (2020) and the Growth Plan (2020). Staff have determined that the proposal is consistent with the overall policies of the PPS and conforms with the Growth Plan (2020). Some specific policies include:

Policy 1.1.3.3 requires the City to identify appropriate locations and promote opportunities for transit-supportive development that includes a range of housing options. Policy 1.6.7.4 of the PPS promotes a land use pattern, density and mix of uses that minimizes the length and number of vehicle trips, and supports current and future use of transit and active transportation. The proposal is consistent with the PPS in this regard. The proposed land use and density provides a built form that supports an efficient use of land and existing transportation infrastructure.

Policy 1.1.1(b) indicates that healthy, safe livable communities are sustained by accommodating a wide range of housing types including affordable housing and market-rate housing. Policy 1.4.3 requires the City to "provide for an appropriate range and mix of housing options and densities to meet projected market-based and affordable housing needs of current and future residents." The proposed development concept helps the City provide an appropriate range and mix of housing options.

The proposal is consistent with Policy 1.7.1(e) that states "long-term economic prosperity should be supported by encouraging a sense of place, by promoting well-designed built form and cultural planning and by conserving features that help define character."

From a heritage conservation perspective, Policy 2.6.1 indicates significant heritage resources and significant cultural heritage landscapes shall be conserved. Policy 2.6.3 indicates planning authorities shall not permit development and site alteration on adjacent lands to protected heritage property except where the proposed development concept and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved. The proposed re-zoning is consistent with the PPS in conserving cultural heritage resources adjacent

to the site by providing for an appropriate height and scale of base building that complements the heritage context.

With regard for Growth Plan, the proposal supports the achievement of complete communities in accordance with Policy 2.2.1(4) by providing intensification with a range of dwelling types and affordability, new space for community facilities, access to a range of transportation options, and providing a compact built form with an attractive and vibrant public realm.

## **Land Use and Affordable Housing**

The proposed mixed-use building with a daycare on the ground floor is an appropriate land use for the subject site and consistent with the Official Plan policies for *Mixed Use Areas* and the Scarborough Centre Secondary Plan.

The anticipated use for the non-residential space is a daycare; however, in order to provide for long-term flexibility, the recommended Zoning By-law provides for a range of other potential community-oriented uses, in order to meet the evolving needs of the community and to contribute to active and animated uses at ground level. The daycare space will be occupied by a non-profit organization to be selected through the Children's Services standard process after the development partner has been selected. Through the Site Plan Control process, the future development partner should explore opportunities to expand the proposed daycare space to create a more regular and efficient footprint on the ground floor. The proposed minimum size of the daycare space is 800 square metres; however, a larger space up to approximately 990 square metres is preferable to provide for more flexibility in space planning. This flexibility is provided for in the recommended Zoning By-law amendment, included as Attachment 8.

As part of the Housing Now Initiative, the development will include between 33%-50% affordable rental units. The recommended Zoning By-law permits 53,000 square metres of residential gross floor area, which is estimated to provide for approximately 645 new residential units, of which between 212 - 322 units will be affordable rental units.

## **Height and Massing**

The proposed height and massing have been assessed by applying the relevant Official Plan policies and Tall Building Design Guidelines. The proposed building fits the existing and planned context, is consistent with Official Plan Policies 3.1.3.7 through 12 regarding tall building built form, complies with the Tall Building Design Guidelines and complements the existing heritage context of the neighbouring SCC building.

The proposed tower heights of 27 and 42 storeys is appropriate for the subject site and compatible with existing and approved building heights in the area. Heights of the immediately surrounding buildings range from 30-39 storeys to the north and 30 storeys to the east. Massing on the site has been deployed in towers of varying heights, and the orientation of the towers has been designed to address thermal comfort by providing continued access to sunlight on Albert Campbell Square in the morning hours at the Spring and Fall equinox. This approach to massing has resulted in the ability to accommodate approximately 245 additional units above initial estimates for the site.

In accordance with the Tall Building Design Guidelines Section 3.2.1, the proposed towers have a maximum floorplate of 750 square metres and have been positioned to maximize tower setbacks from Borough Drive and Town Centre Court maximizing views through the site. A minimum 12.5 metre tower setback from the north property line has been provided in accordance with Tall Building Design Guidelines Section 3.2.3. The towers have a 39 metre separation distance from each other, generally consistent with the towers on the property to the north, and exceed the minimum 25 metre separation distance to the towers to the north and east.

The proposed six-storey (23.7 metre) base building generally corresponds with the height of the buildings to the north and is one storey higher than the buildings to the east. The base building appears as a two-storey streetwall facing Borough Drive and Town Centre Court since the ground floor has double height (approximately 7.5 metre) ceilings that span the first and second storeys, which relate well to the two-storey townhouses in the base of the building to the east (see Attachment 10: Elevations). The base building relates to the scale of adjacent streets, fits neighbouring streetwall heights, and animates the street by providing active uses at ground level.

The proposed six-storey podium connecting the two towers is integrated into the development providing a backdrop for the publicly accessible space and outdoor space associated with the daycare. It further emphasizes the prominence of the tower bases as the defining built form element as viewed from Borough Drive.

The proposed buildings contribute to the evolution of the Civic Precinct, and present an acceptable built form with appropriate relationships with adjacent buildings.

## **Sun, Shadow and Wind**

Achieving the appropriate balance between new housing opportunities and maintaining thermal comfort and access to sunlight in the public realm has been a focus throughout the design and community consultation processes. This analysis and discussion have resulted in the built form, tower heights and orientation discussed in this report. Staff are of the opinion that the shadow impact on Albert Campbell Square – a small amount of additional shadow in the morning hours at the Spring and Fall Equinoxes – maintains the utility of the Square and is acceptable when being balanced against other planning objectives such as providing new affordable housing and public realm improvements. This position is also supported by an analysis of the development potential in the vicinity of the site that indicates there is little opportunity for other future tall buildings to cast additional shadow on Albert Campbell Square.

A Pedestrian Level Wind Study will be submitted as part of Site Plan Control and any required wind mitigation measures will be secured through this process.

## **Heritage**

The subject site is located adjacent to the SCC, which is Designated under Part IV of the *Ontario Heritage Act*. The Notice of Intention to Designate for the subject lands and the Reasons to Designate describe the SCC and setting but do not include the parking garage at 158 Borough Drive.

The Official Plan identifies the view of the SCC from the northeast steps of Albert Campbell Square as a protected view in Map 7A. Staff have reviewed the Heritage Impact Assessment submitted in support of the proposal, prepared by ERA Architects Inc., for conformity with the *Planning Act*, the Provincial Policy Statement, the Growth Plan and the City's Official Plan heritage policies. Staff are satisfied that the proposed development concept sufficiently conserves the integrity and identified cultural heritage value and attributes of the SCC and its surroundings.

Development at this location will require a Heritage Permit application and approval under Section 33 of the *Ontario Heritage Act*. The application will be reviewed by Heritage Planning staff through delegated authority as the proposal will not negatively impact the heritage attributes of the property. This will occur at the Site Plan Control stage prior to the issuance of building permit.

## **Streetscape**

The proposed development concept will contribute to expanded and improved streetscapes on both Borough Drive and Town Centre Court. A significant re-planning of the Borough Drive streetscape is envisioned at this location. The intent is to create a streetscape appropriate for the Civic precinct and that reflects the emerging Borough Drive cross-section as part of the Secondary Plan Study that is underway. Proposed streetscape improvement include:

- Borough Drive:
  - a 3 metre wide pedestrian clearway, with a planting and furnishing zone on either side that will each accommodate a row of tree planting and pedestrian seating;
  - a 4 metre wide bi-directional bike lane adjacent to the curb; and
  - a transfer to Transportation Services of a 0.4 metre widening along the Borough Drive frontage to satisfy the Official Plan requirement of a 27 metre wide right-of-way.
- Town Centre Court:
  - upgrades to meet current standards to achieve a 2.1 metre wide pedestrian clearway with street trees adjacent to the curb. Achieving this width may result in portions of the sidewalk straddling the property line adjacent to the layby on Town Centre Court; and,
  - provision of a 5.0 metre corner rounding at the southeast corner of the site to improve sightlines at the intersection.
- SCC Forecourt:
  - realignment of the east curb to provide for an accessible, safe pedestrian connection from Borough Drive to the SCC; and
  - partial entryway widening to 8.5 metres (maintaining a 7.0 metre width at the intersection).

The boulevard portion of the streetscape will be the responsibility of the developer partner, as detailed in the Design Brief, and secured in the Project Agreement, and will be included in the application for Site Plan Control.



Recommendation 7 of this report further requests that Transportation Services review the feasibility of implementing a Borough Drive reconfiguration pilot project including temporary bidirectional bike lanes on the northern curb lane, from Omni Drive to the northeast intersection of Town Centre Court and Borough Drive, as recommended in the approved Scarborough Centre Transportation Master Plan dated April 11, 2018.

## **Public Open Space and Pedestrian Connections**

The site's configuration has enabled the proposed development concept to incorporate a range of new publicly accessible spaces of varying functions and characters that will connect 158 Borough to the broader network of pedestrian spaces. One of the major landscape elements in this project is the 'Woodland Court' which is an open space in between the two towers fronting Borough Drive. This area supports two main uses: the eastern portion serves as a play space for the daycare and the western portion of the court features a publicly accessible landscaped open space. The dimensions of the space, (approximately 28 metres wide by 24 metres deep) will be contiguous with the Borough Drive streetscape. This south-facing courtyard will include features such as: tall vegetation, shade trees, and a fence to delineate the daycare play area. This space extends and connects the development to the broader context, creating a cohesive and meaningful public realm.

A key policy in the Official Plan is to maintain and enhance a safe and attractive public realm, which can include public sidewalks, connections and privately-owned publicly-accessible spaces. The current proposal extends the public realm through the creation of two publicly accessible connections that are critical to the connectivity of Scarborough Centre. The first is a 12.5 metre wide "Woonerf", proposed along the north edge of the site that will serve as a pedestrian link from Town Centre Court to Albert Campbell Square and the Civic Centre Forecourt. A portion of the "Woonerf" will also provide service access and daycare drop-off for both towers. As such, it will be designed as a shared space, using a variety of plantings, paving treatments, planters, and site furnishings to enhance and prioritize pedestrian use.

The second, is the 'Promenade' a pedestrian connection proposed partially along the western edge of the site, and partially on the abutting City property to the west. This connection provides an important, barrier-free pedestrian link from Borough Drive to Albert Campbell Square, it also provides connections to the "Woonerf", the Civic Centre forecourt and the SCC. It slopes gently from the south to the north end of the site.

The existing Civic Centre Forecourt aligns with the western edge of the site and is an important entrance for the SCC. The forecourt, which provides access to the development, will be re-designed as a safe, pedestrian-friendly public space that is open and visible from Borough Drive. The forecourt and pedestrian walkway across the proposed garage entrance will be enhanced through textured paving, providing seamless connections to the SCC, the development and the Promenade.

## **Design Brief**

The submission package for Housing Now proposals includes a Design Brief. The Design Brief is a document prepared for the re-zoning submission, providing enhanced

direction on built form, landscape treatments, materiality, and other factors related to the future application for Site Plan Control by the selected development partner. The re-zoning submission included the proposed development concept which was prepared to test the zoning envelope and confirm the ability to accommodate key design elements, such as locations for public realm expansions and opportunities for enhanced sustainability measures to be achieved through the design of the building envelope.

The City-selected developer partner will be provided with the Design Brief that specifies the key design objectives to be met on the site. Preparation of an application for Site Plan Control that addresses the Design Brief will be a condition of the Ground Lease, as set out in Recommendation 5 of this report. The requirement will be to demonstrate consistency with the design direction for 158 Borough Drive for review and acceptance by City Planning in the context of the Site Plan Approval. The requirement is set out in Attachment 11 - Development Requirements and the Design Brief is provided as Attachment 12.

## **Parkland**

The Official Plan contains policies to ensure that Toronto's systems of parks and open spaces are maintained, enhanced and expanded. The site is in a Parkland Priority Area, as per Chapter 415, Article III, of the Toronto Municipal Code.

Policy 6.3 of the SCSP establishes an alternative parkland conveyance of 0.4 hectares of land for every 300 dwelling units. However, the SCSP does not specify a maximum parkland dedication rate, which would cap the overall percentage of the site area required to be conveyed as parkland. As such, the Official Plan Amendment application proposes to exempt the subject site from Policy 6.3 of the SCSP. The proposed amendment to the Official Plan would exempt 158 Borough Drive from Policy 6.3 of the Scarborough Centre Secondary Plan to bring the parkland dedication rate for the site in accordance with the Official Plan policies that are in force at the time of issuance of the first above-grade building permit. This approach has been adopted for other sites within the Scarborough Centre Secondary Plan area.

Parkland dedication fees are waived for affordable rental housing on this site per City Council Decision CC21.3 on May 28, 2020, Land Considerations, Recommendation 12. In accordance with Chapter 415, Article III of the Toronto Municipal Code, the developer partner will be required to satisfy the parkland dedication requirement through a cash-in-lieu payment for the market units.

## **Tree Preservation**

The proposed development concept 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). As proposed, this project would require the removal of one (1) City street tree, located adjacent to Town Centre Court and four (4) trees located adjacent to Borough Drive. It is expected that retention and appropriate protection of existing trees will be considered when developing site plans; however, the proposed upgrades to the Borough Drive and Town Centre Court streetscapes include an increase in the number of trees at the development. This planting will provide for a double row of trees along

Borough Drive and a single row along Town Centre Court. The proposal has included a Soil Volume Plan illustrating City standards will be met. These details, along with a tree planting and landscape plans will be secured through the Site Plan Control process.

### **Mobility, Access, Loading, Parking**

The site's location within Scarborough Centre is well-served by public transit and supports active transportation, providing convenient access to a range of services and employment opportunities. The site is located approximately 250 metres from the Scarborough Centre RT station, as well as TTC bus routes along Brimley, Ellesmere and McCowan Roads, and is within 600 metres of the approved Scarborough Centre Subway Station and 500 metres from a planned Durham- Scarborough BRT stop that will be constructed on Ellesmere Road. Borough Drive is shown as a dedicated cycling connection and active pedestrian connection on Map 5-4 of the Scarborough Centre Secondary Plan.

Through Official Plan Amendments 408 and 409, that resulted from the Scarborough Centre on the Move Transportation Master Plan study, Council requested that the General Manager, Transportation Services undertake cost estimates for new cycling facilities and interim measures (such as re-striping) to facilitate on-street parking, cycling, pedestrian and public realm enhancements. Recommendation 8 of this report relates to the ongoing cycling improvements proposed for Scarborough Centre, in the context of the proposed development concept at 158 Borough Drive.

The development proposes a total of 650 bicycle parking spaces (580 long-term and 70 short-term spaces) to be provided on ground level and within the first level of the underground parking garage.

The recommended Zoning By-law Amendment reflects the City-wide parking standards established by By-law 89-2022 regarding parking minimums. The recommended Zoning By-law does not preclude the construction of additional parking spaces that may be required to support the City of Toronto's business parking needs associated with 150 Borough Drive should the City decide 158 Borough Drive is an appropriate location for business parking. The recommended Zoning By-law permits visitor parking spaces to be provided on a shared basis for office uses/parking associated with 150 Borough Drive. Parking rates are reflective of the site's location, Transportation Demand Management Strategy, proposed local services and job opportunities, and evolving mobility trends within the area, and transitioning the site's use from a City staff parking lot through Housing Now and the City's ModernTO-Workplace Modernization Program.

The current development proposal reference concept illustrates a total of 262 parking spaces within a two level underground parking facility. Of this total, 194 parking spaces for residential occupants and a minimum 65 spaces for residential visitors. The visitor spaces may also be provided as commercial parking for use by City staff at usage rates set out in the recommended Zoning By-law Amendment. Provision of visitor spaces in excess of what is required by the recommended Zoning By-law will be set out in the Lease agreement with the Developer Partner. Five spaces dedicated for daycare Pick-up Drop-off (PUDO) activity are located off the "Woonerf" on the north side of the building. A layby on Town Centre Court is proposed for PUDO activity associated with

the east tower of the development. The Town Centre Court layby will be created through the use of existing pavement.

Recommendation 6 of this report requests that Corporate Real Estate Management to identify interim parking opportunities in the vicinity of 150-160 Borough Drive to meet SCC needs, considering the implementation of the ModernTO program. The outcomes of the parking opportunities review will be reported separately, prior to the decommissioning of the current parking lot at 158 Borough Drive.

Transportation Services staff find that the proposed parking supply is acceptable in the context of City Council's approval of By-law 89-2022.

The proposed development concept is anticipated to generate in the order of 135 two-way vehicle trips in both the weekday AM and PM peak hours. Given this level of trip generation, the projected site traffic will have minimal impacts on area intersections and can be acceptably accommodated on the adjacent street network. Further, the proposed development concept and area improvements to transit and streetscape can adequately accommodate all multimodal person trips expected to be generated by the development in future.

As part of the proposed development concept, changes to the SCC forecourt area include a partial entryway widening to 8.5 metres (maintaining a 7.0 metre width at the intersection), re-alignment of curb on east side to increase landscaping and pedestrian safety and connectivity, and shifting underground parking access further to the north. Other elements of the SCC forecourt will not be altered. The existing PUDO area for the SCC and Toronto Public Health buildings to the north will be retained in its current configuration and the balance of surface parking will remain available to visitors of the SCC. All existing SCC loading activity, serving both the City of Toronto and Toronto District School Board, will be maintained. There is an existing Shared Use Agreement between the City of Toronto and the Toronto District School Board that provides guidance of a variety of shared elements, including the forecourt. Prior to the issuance of final Site Plan Approval, this agreement will need to be amended to include the future development partner at 158 Borough Drive as addressed in recommendation 7 to this report. As a condition of the Lease, the developer partner will be required to become a party to the Shared Use Agreement and any associated Cost Sharing Agreement.

The proposed 12.5 metre "Woonerf" along the north side of the development provides vehicular access to a PUDO for the daycare, and the two internal loading spaces (one Type 'B' and one Type 'B/G'). The loading spaces will be located on the ground floor in two separate loading facilities to service the waste and recycling collection, as well as the waste and recycling collection and delivery activities for the non-residential needs of the two towers of the proposed development concept.

## **Travel Demand Management**

Travel Demand Management (TDM) is a critical component of the Housing Now Initiative which has resulted in the creation of a Housing Now TDM Framework. The TDM Framework has been developed by CreateTO and its transportation consultant BA

Group, in consultation with City of Toronto staff in City Planning and Transportation Services.

Prior to City Council's adoption of the Recommended Parking Requirements for New Development (PH29.3), the TDM Framework was developed to justify the reduction of vehicular parking on site and to reduce single occupancy vehicle use and provide options for residents to find alternative ways to travel to and from the area. As the City's direction on parking requirements has evolved, the TDM Framework will still play a central role in facilitating a development that can successfully support multiple modes of travel. The TDM program and active transportation strategy will be secured through the lease agreement and Site Plan Control, to the satisfaction of the General Manager, Transportation Services.

The Housing Now TDM Framework contains initiatives that can be undertaken to reduce the number of vehicle trips generated by Housing Now developments. These TDM initiatives may include the following and will be secured through the lease agreement and Site Plan Control:

- Enhanced Pedestrian Walkability and Connectivity to Encourage Non-Auto Modes;
- Encourage and Facilitate Bicycle Utilization;
- Publicly accessible car share vehicles;
- Investment in bike share stations within the community;
- Publicly accessible bicycle repair stations;
- Designated carpool services and spaces;
- Dedicated pick-up-drop-off spaces and zones for taxis, delivery vehicles and service vehicles;
- Installation of new technologies and practices, including real-time traveler, information and parking management systems; and
- Transit passes for residents in the proposed development.

## **Servicing**

As part of the inter-divisional review of the proposed development concept, City staff reviewed a number of reports and studies related to servicing for 158 Borough Drive.

The reports used Fire Underwriters Survey (FUS) method to determine the fire demand for the building where the 'C' value was assumed as 0.6 and 50% sprinkler reduction was applied in the calculation. This assumptions are based on fire-resistive construction and a fully automatic and fully supervised sprinkler system. The recommended zoning by-law requires, and through the Site Plan Control process, the developer partner will be required to certify that the building construction and sprinkler technology will meet the requirements for the 'C' value calculation and associated fire demand, or otherwise provide analysis to demonstrate sufficient capacity in the City's system to meet fire demand. The reports, along with supplementary materials, submitted for the proposed rezoning, have been reviewed by Engineering and Construction Services (ECS) staff, in conjunction with Toronto Water Engineering who concur that the proposed development can be adequately serviced.

## Toronto Green Standard

Council has adopted the four-tier Toronto Green Standard (TGS). The TGS is a set of performance measures for green development. City Council direction requires the City's Agencies, Corporations and Divisions apply the Toronto Green Standard Tier 2 Core performance measures to all new buildings. This Standard also applies to development undertaken as part of the Housing Now Initiative, confirmed through CC21.3 as it relates to Phase Two, Housing Now.

A Toronto Green Standard Checklist has been submitted, which indicates the performance measures incorporated as part of the proposed rezoning. Where possible and appropriate, these measures have been secured in the recommended Zoning By-law Amendment. Implementation of TGS requirements will be confirmed as part of the forthcoming Site Plan Control application and will be secured on site plan drawings and through a Site Plan Agreement with the selected development partner.

## Holding Symbol

Under the City of Scarborough Employment Districts Zoning By-law No. 24982 (Progress Employment District), as amended, a Holding Provision (H) applies to the site. Zoning By-law No. 24982 states that:

- a. Prior to the removal of the Holding Provision (H) from the zoning of this site, only the following Zone Provisions and Performance Standards shall apply:

AG – 795 – 913s – 1387 – 1578 – 2029

77

- b. The Holding Provision (H) used in conjunction with the City Centre Residential Zone (CCR) shall be removed in whole or in part by an amending By-law upon the submission of a Site Plan to the satisfaction of the City, in accordance with Section 4.1.6 of the Scarborough Centre Secondary Plan and when Council is satisfied as to the availability of all transportation improvements, parking, infrastructure and servicing necessary to accommodate any proposed development.

- c. Following the lifting of the Holding Provision, Governmental Administrative Offices and related uses will continue to be permitted.

Through the review of this application, City staff are satisfied that requirements for transportation improvements, parking, infrastructure and servicing necessary to accommodate any proposed development have been maintained or improved. A Site Plan application will be submitted once a development partner is selected.

## Next Steps

In parallel with City Council's consideration of the recommended Official Plan Amendment in Attachment 7, recommended Zoning By-law Amendment in Attachment

8 and the other recommendations of this report, the City and CreateTO are advancing marketing of the project to experienced developer partners.

City and CreateTO aim to procure a development partner in Q3 2022. The development partner will be required to enter into a long-term lease and submit an application for Site Plan Control to confirm detailed design prior to construction. Staff propose to continue public consultation and project updates throughout these phases of work.

## **Conclusion**

The recommended Official Plan and Zoning By-law Amendments have been reviewed against the policies of the PPS (2020), the Growth Plan (2020) and the Official Plan. Staff are of the opinion that the recommended Official Plan and Zoning By-law Amendments are consistent with the PPS (2020), and conform with and do not conflict with the Growth Plan (2020). The recommended Zoning By-law Amendment is also in keeping with the intent of the Official Plan particularly as it relates to the *Centres* directing growth towards *Mixed Use Areas* and areas served by transit and compatible with adjacent land uses. The proposal also meets the goals and principles of the Secondary Plan.

Development of 158 Borough Drive represents an important city-building opportunity in the heart of the Civic Precinct of Scarborough Centre. The site will provide a new non-profit daycare and approximately 645 new rental housing units, of which between 212 and 322 units will be leased as new affordable rental through the Housing Now Initiative. All new affordable rental units will be secured for 99 years, advancing the Official Plan priority of adequate and affordable housing for all Torontonians.

Through the course of various consultation events, City staff have engaged and worked with members of the public to address key concerns, including the following: effective use of public lands, opportunities for a range of unit sizes, appropriate heights, site organization, traffic impacts from the proposed development, and improvements to pedestrian movement and the public realm.

The recommended Zoning By-law Amendment establishes the City's expectations for development at 158 Borough Drive, while permitting creativity and design excellence on the part of the future developer partner. The recommendations in this report will enable the development of the site in a manner that delivers much needed affordable housing within Scarborough Centre. Moreover, the recommendations will ensure the City advances towards the goal of delivering over 5,000 new affordable rental housing units through Phases One, Two and Three of the Housing Now Initiative.

## **CONTACT**

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Anna Procopio, Senior Planner, Strategic Initiatives, Policy & Analysis, 416-392-7623, [Anna.Procopio@toronto.ca](mailto:Anna.Procopio@toronto.ca)

Kelly Dynes, Senior Planner, Community Planning, 416-396-4250, [Kelly.Dynes@toronto.ca](mailto:Kelly.Dynes@toronto.ca)



## **SIGNATURE**

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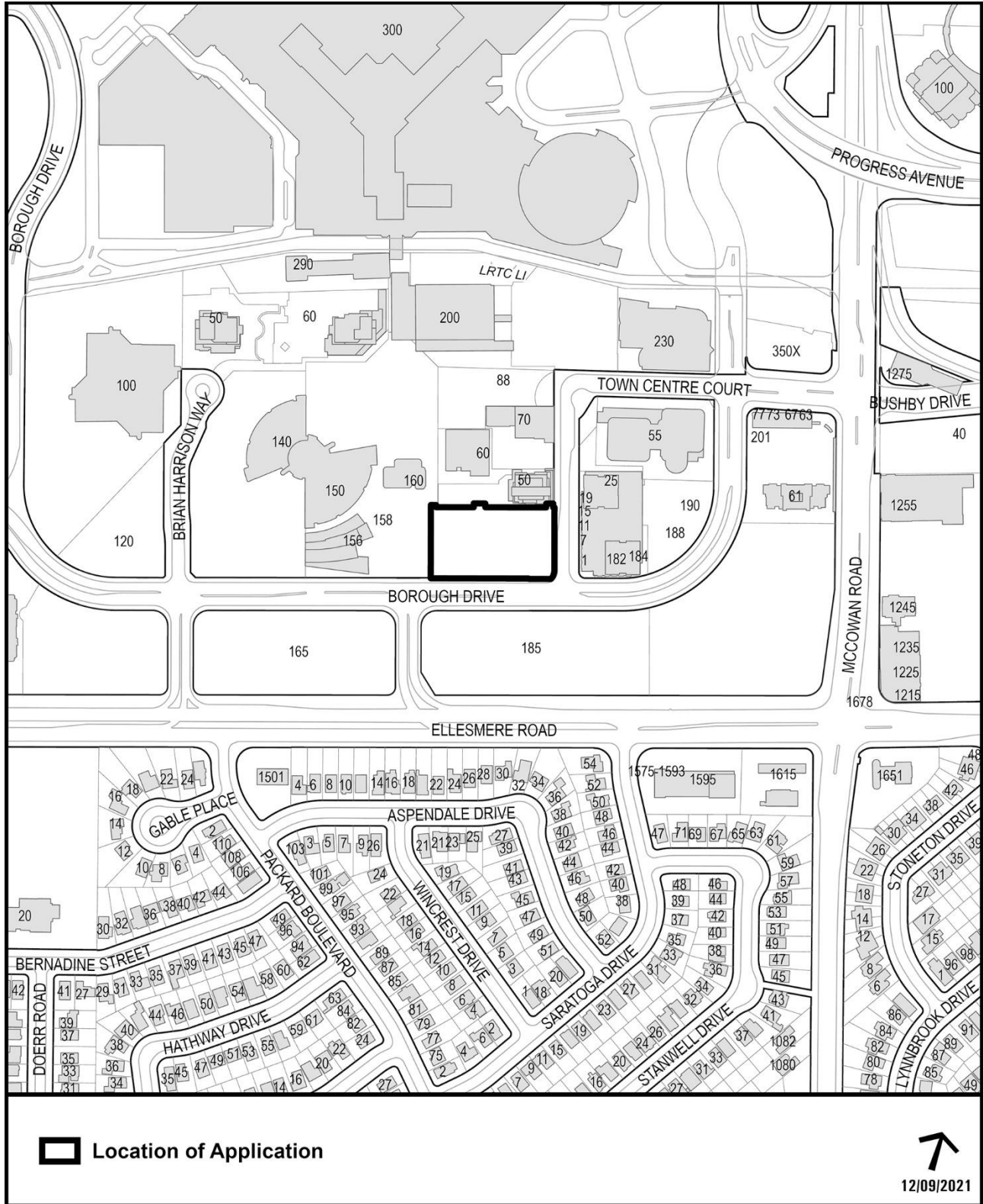
Gregg Lintern, MCIP, RPP  
Chief Planner and Executive Director  
City Planning Division

## **ATTACHMENTS**

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Attachment 1: Location Map  
Attachment 2: Application Data Sheet  
Attachment 3: 3D Model of Proposal in Context  
Attachment 4: Official Plan Land Use Map  
Attachment 5: Scarborough Centre Secondary Plan Map  
Attachment 6: Existing Zoning By-law Map  
Attachment 7: Recommended Official Plan Amendment (provided separately)  
Attachment 8: Recommended Zoning By-law Amendment to City of Scarborough  
Employment Districts Zoning By-law No. 24982 (Progress Employment District), as  
amended (provided separately)  
Attachment 9: Site Plan  
Attachment 10: Elevations  
Attachment 11: Development Requirements  
Attachment 12: Design Brief (provided separately)

# Attachment 1: Location Map



## Attachment 2: Application Data Sheet

Municipal Address: 150 BOROUGH DR Date Received: June 25, 2021

Application Number: 21 176132 ESC 21 OZ

Application Type: OPA & Rezoning

Project Description: A city-initiated official plan and zoning by-law amendment by CreateTO has been submitted to facilitate a mixed use building with two residential towers, 27 and 42 storeys. The property is currently being used as a staff parking lot for the City of Toronto. A total of 645 dwelling units are proposed, of which 33-50% would be dedicated to affordable housing units. A total of 2,580m<sup>2</sup> of indoor/outdoor amenity space; and an 800 m<sup>2</sup> daycare are also proposed. The proposal includes 25 parking spaces in a two level garage.

Applicant	Agent	Architect	Owner
NIMA KIA		DSA	CITY OF TORONTO

### EXISTING PLANNING CONTROLS

Official Plan Designation: Mixed Use Areas Site Specific Provision:

Zoning: CCR(H) Heritage Designation: Y

Height Limit (m): NONE Site Plan Control Area: N

### PROJECT INFORMATION

Site Area (sq m): 6,354 Frontage (m): 104 Depth (m): 60

Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):			3,014	3,014
Residential GFA (sq m):			51,369	51,369
Non-Residential GFA (sq m):			968	968
Total GFA (sq m):			52,337	52,337
Height - Storeys:			42	42
Height - Metres:			141	141

Lot Coverage Ratio (%) 47.44 Floor Space Index: 8.24

Floor Area Breakdown Above Grade (sq m) Below Grade (sq m)

Residential GFA: 51,369

Retail GFA:  
 Office GFA:  
 Industrial GFA:  
 Institutional/Other GFA: 968

Residential Units by Tenure (assumed)	Existing	Retained	Proposed	Total
Rental:			645	645
Freehold:				
Condominium:				
Other:				
Total Units:			645	645

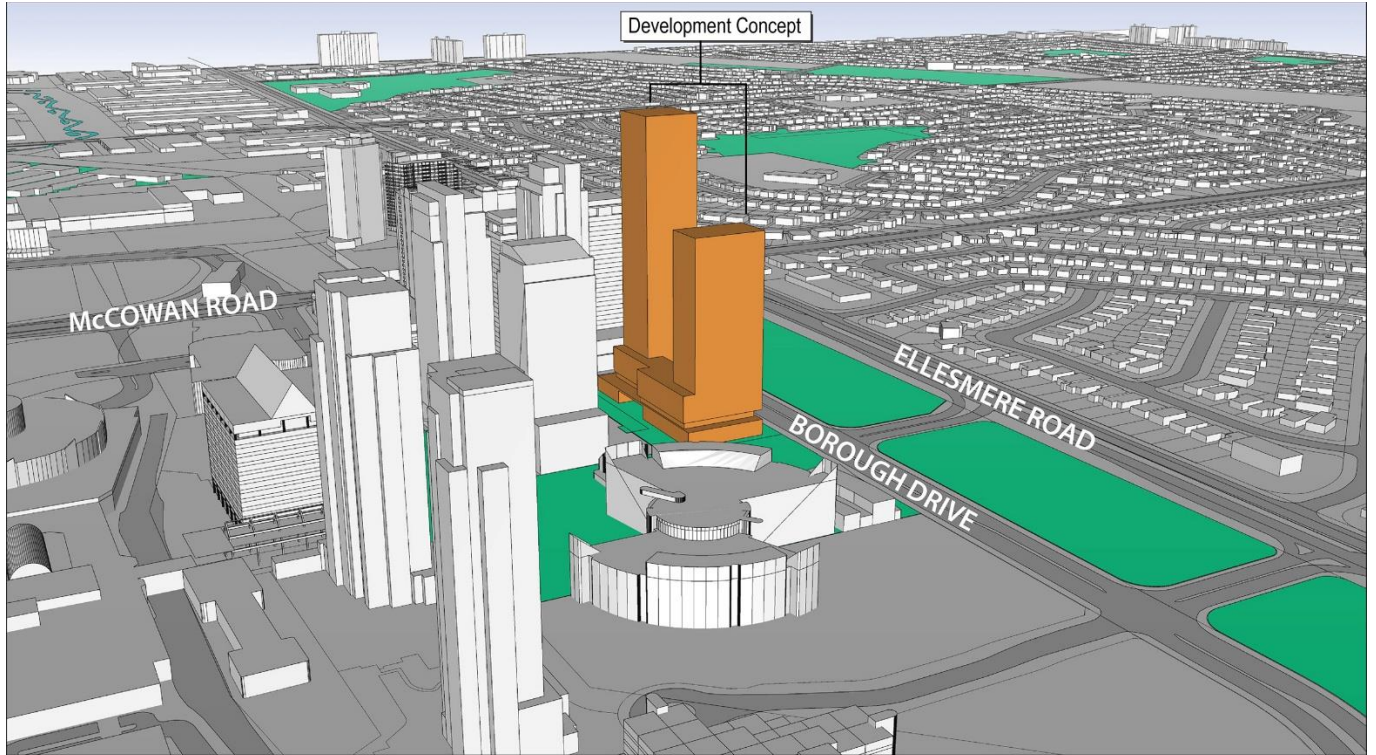
Total Residential Units by Size

	Rooms	Bachelor	1 Bedroom	2 Bedroom	3+ Bedroom
Retained:					
Proposed:			363	216	66
Total Units:			363	216	66

Parking and Loading

Parking Spaces: 262      Bicycle Parking Spaces: 650      Loading Docks: 2

# Attachment 3a: 3D Model of Proposal in Context (Looking East)

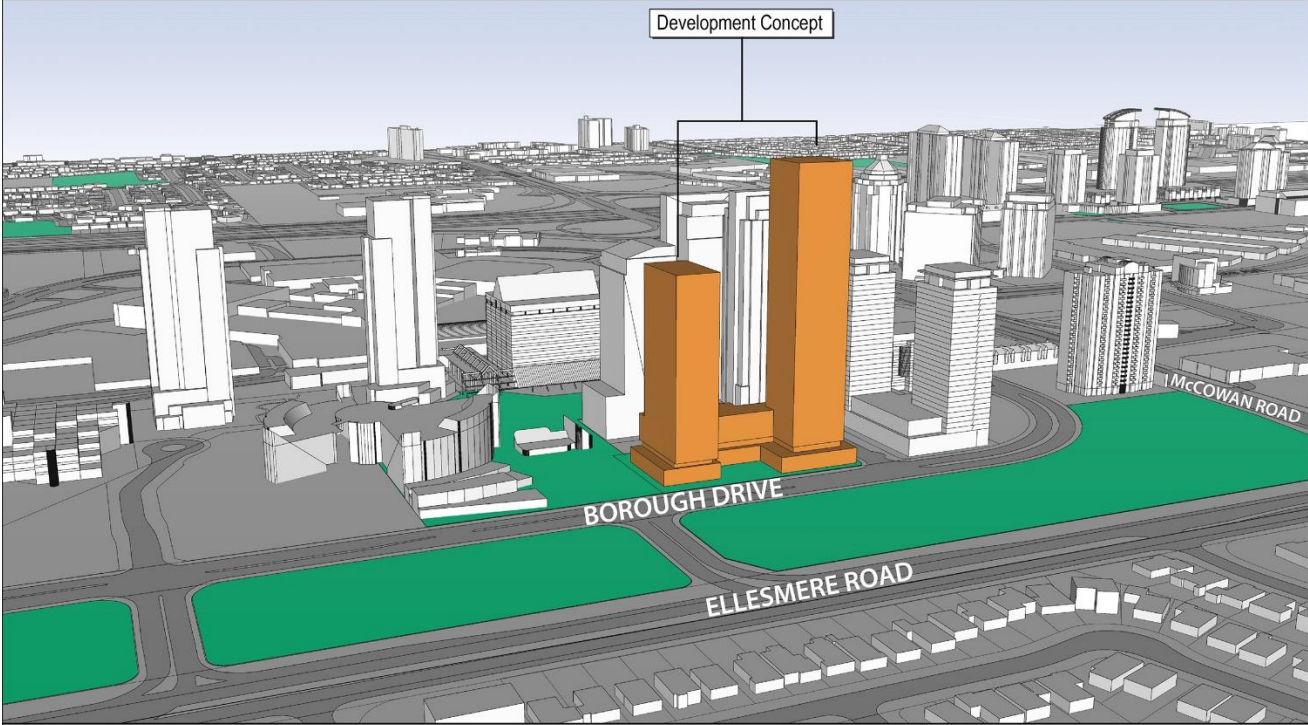


View of Development Concept Looking East



01/10/2022

# Attachment 3b: 3D Model of Proposal in Context (Looking Northeast)



View of Development Concept Looking Northeast



# Attachment 4: Official Plan Land Use Map



**Official Plan Land Use Map 19**

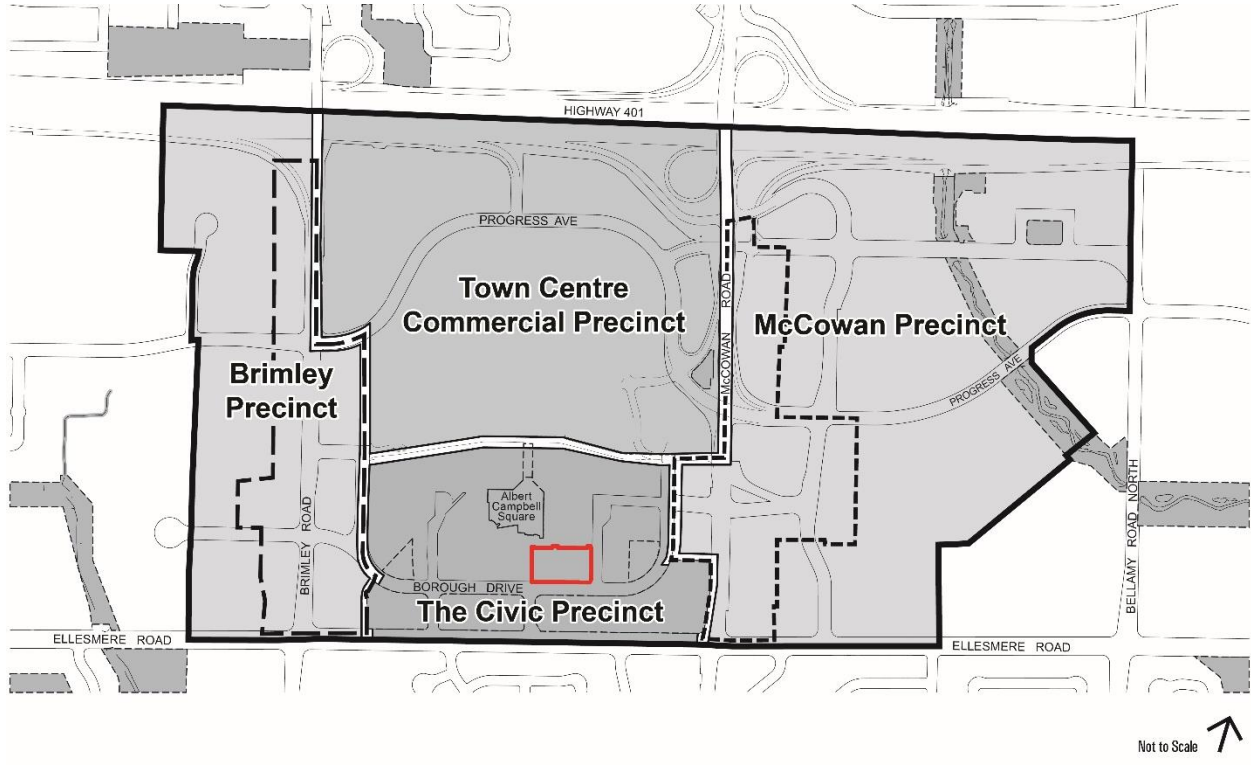
**158 Borough Drive**  
**File # 21 176132 ESC 21 OZ**

- |   |   |
|---|---|
|  Subject Site    | <b>Parks &amp; Open Space Areas</b>   |
|  Neighbourhoods  |  Natural Areas |
|  Mixed Use Areas |  Parks         |

  
 Not to Scale  
 Extracted: 12/23/2021



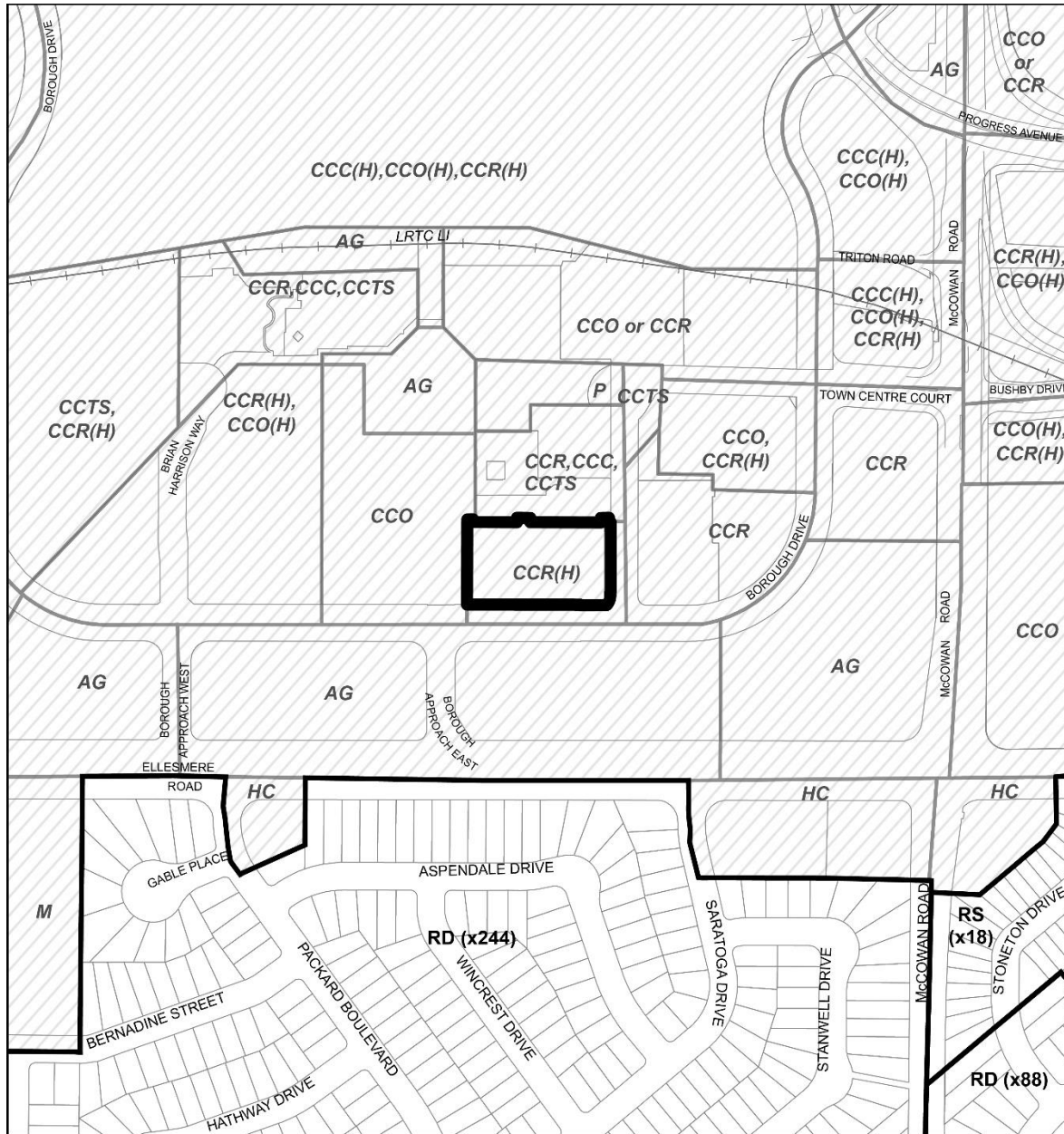
# Attachment 5: Scarborough Centre Secondary Plan Map



- Scarborough Centre Secondary Plan Boundary
- - - Brimley Corridor
- - - McCowan Corridor
- ▭ Subject Site

April 2019

# Attachment 6: Existing Zoning By-law Map



**Zoning By-law 569-2013**

**158 Borough Drive**

**File # 21 176132 ESC 21 OZ**

- Subject Site
- RD** Residential Detached
- RS** Residential Semi-Detached

- See Former City of Scarborough Bendale Community By-law No. 9350
- See Former City of Scarborough Woburn Community By-law No. 9510
- M** Multiple-Family Residential
- HC** Highway Commercial
- See Former City of Scarborough Employment District By-law No. 24982 (Progress)
- CCO** City Centre Office Zone
- CCR** City Centre Residential Zone
- CCTS** City Centre Town Square Zone
- AG** Agricultural Zone
- P** Parks Zone

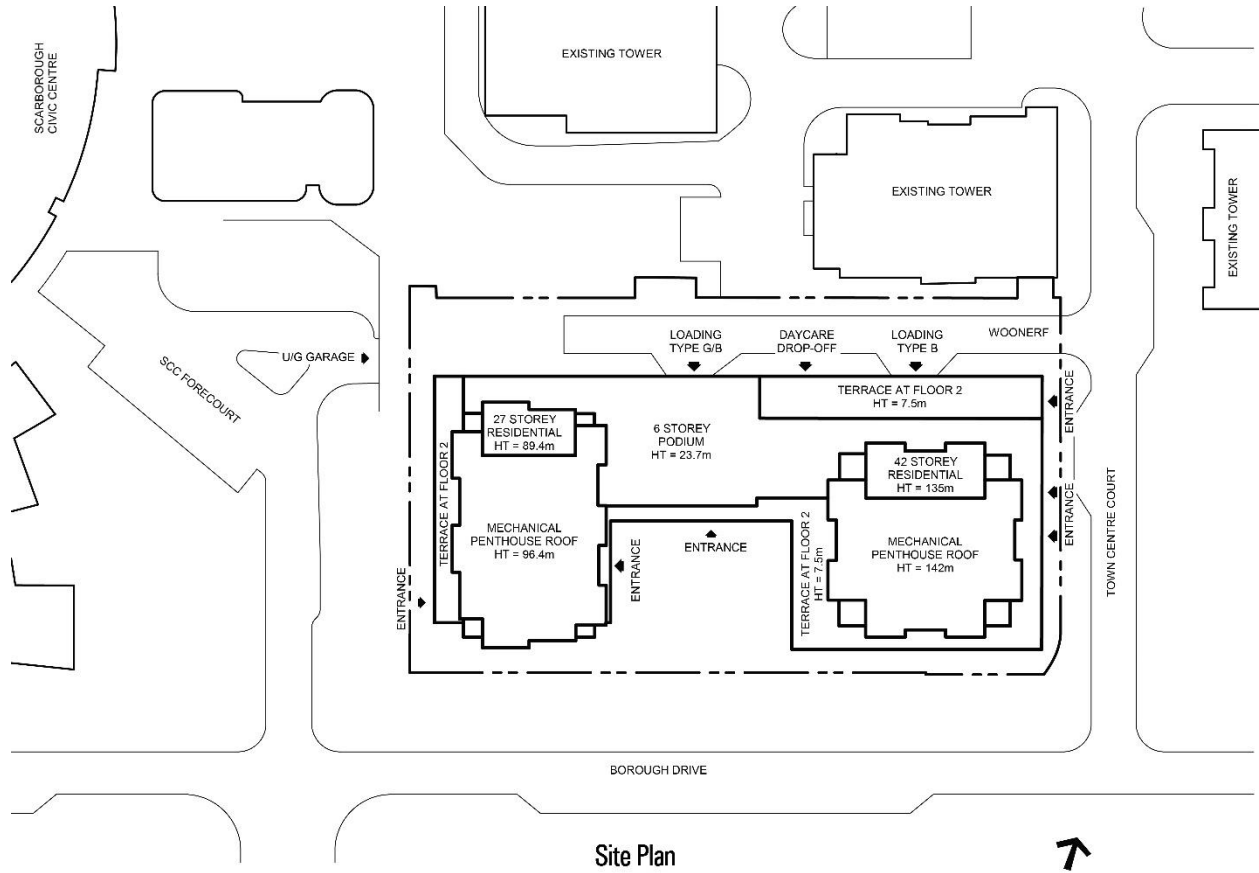
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**Attachment 7: Recommended Official Plan Amendment**  
(Provided Separately)

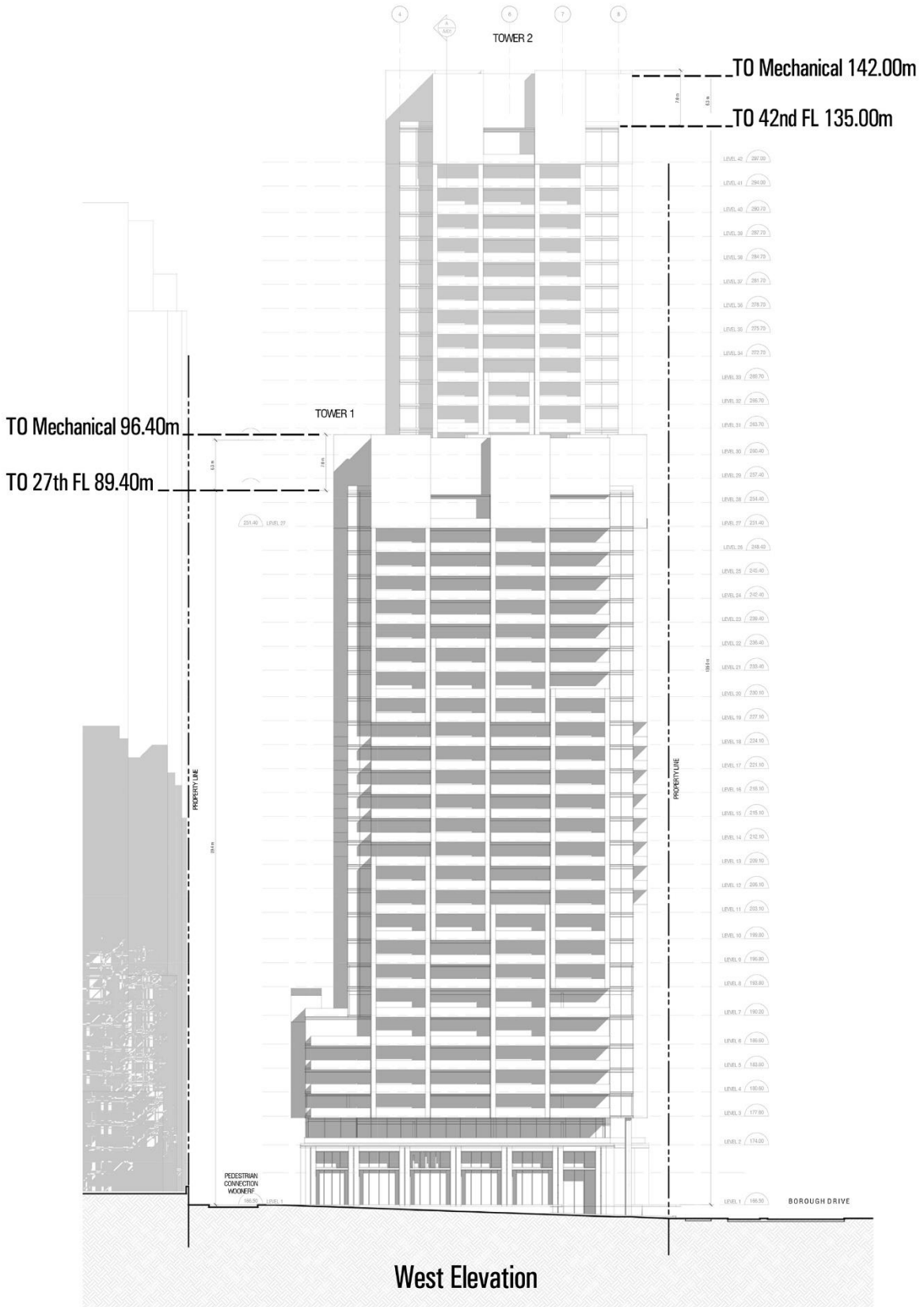
**Attachment 8: Recommended Zoning By-law Amendment (former City of Scarborough Employment Districts Zoning By-law No. 24982 (Progress Employment District), as amended)**

(Provided Separately)

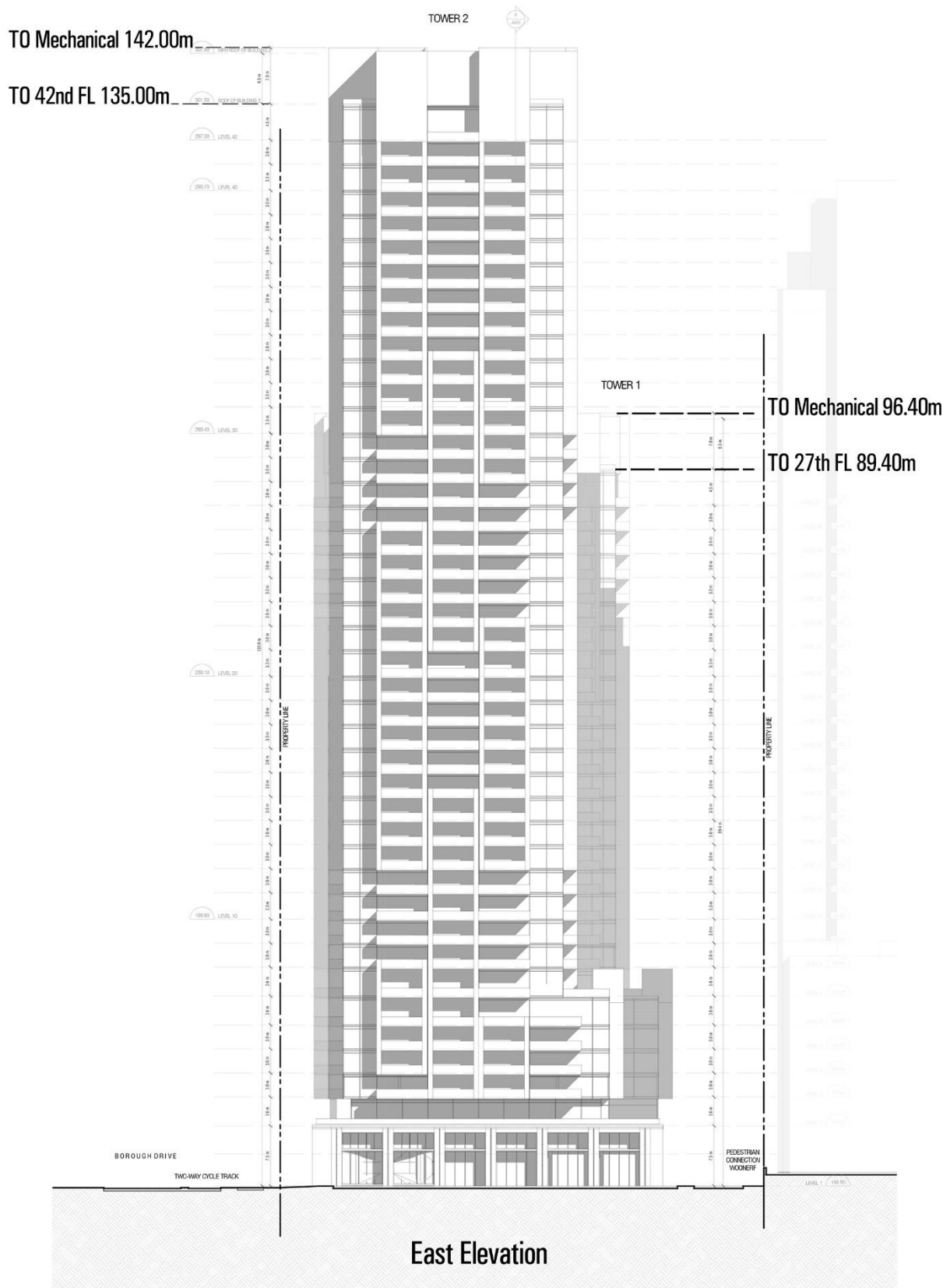
# Attachment 9: Site Plan



# Attachment 10a: West Elevation

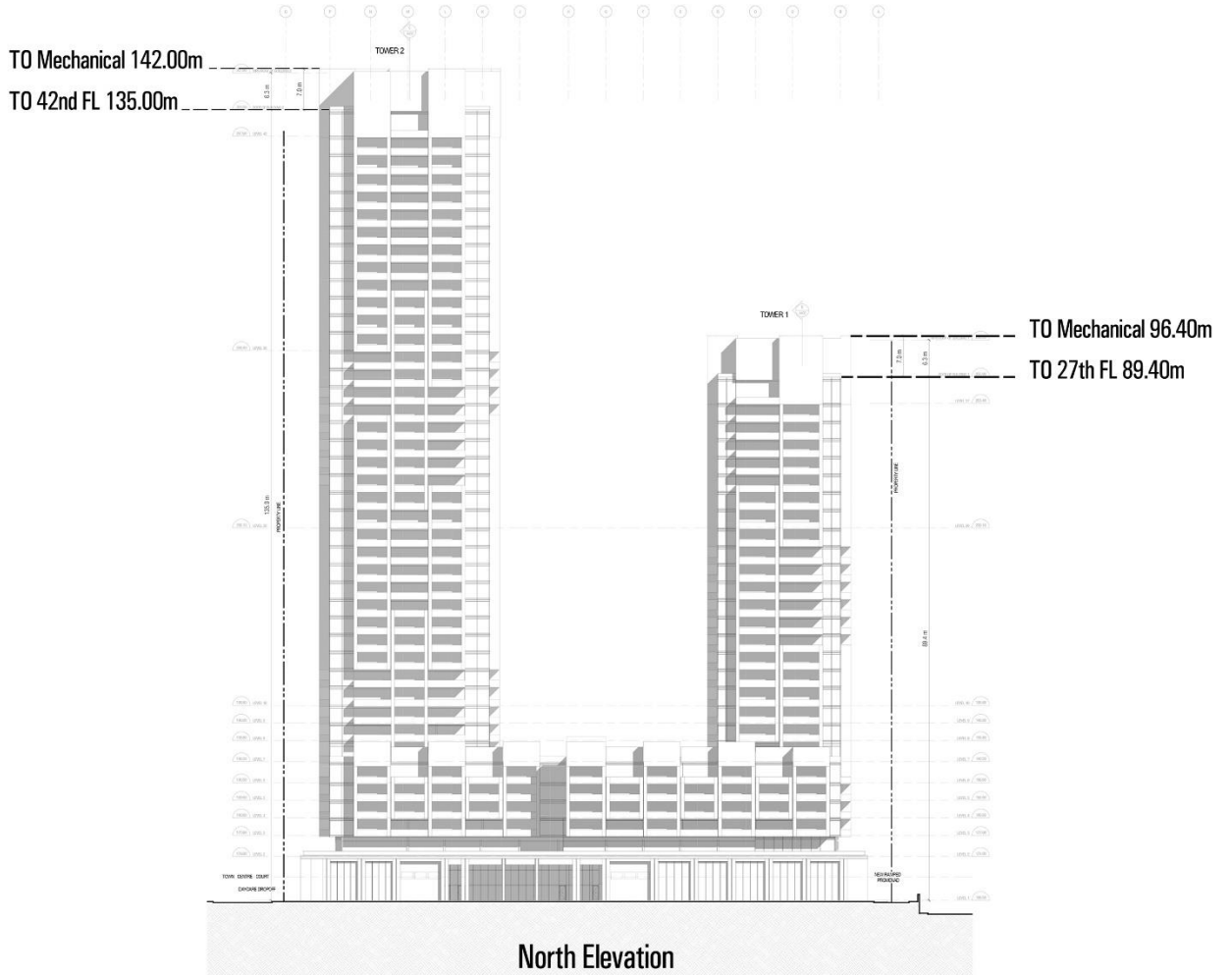


# Attachment 10b: East Elevation

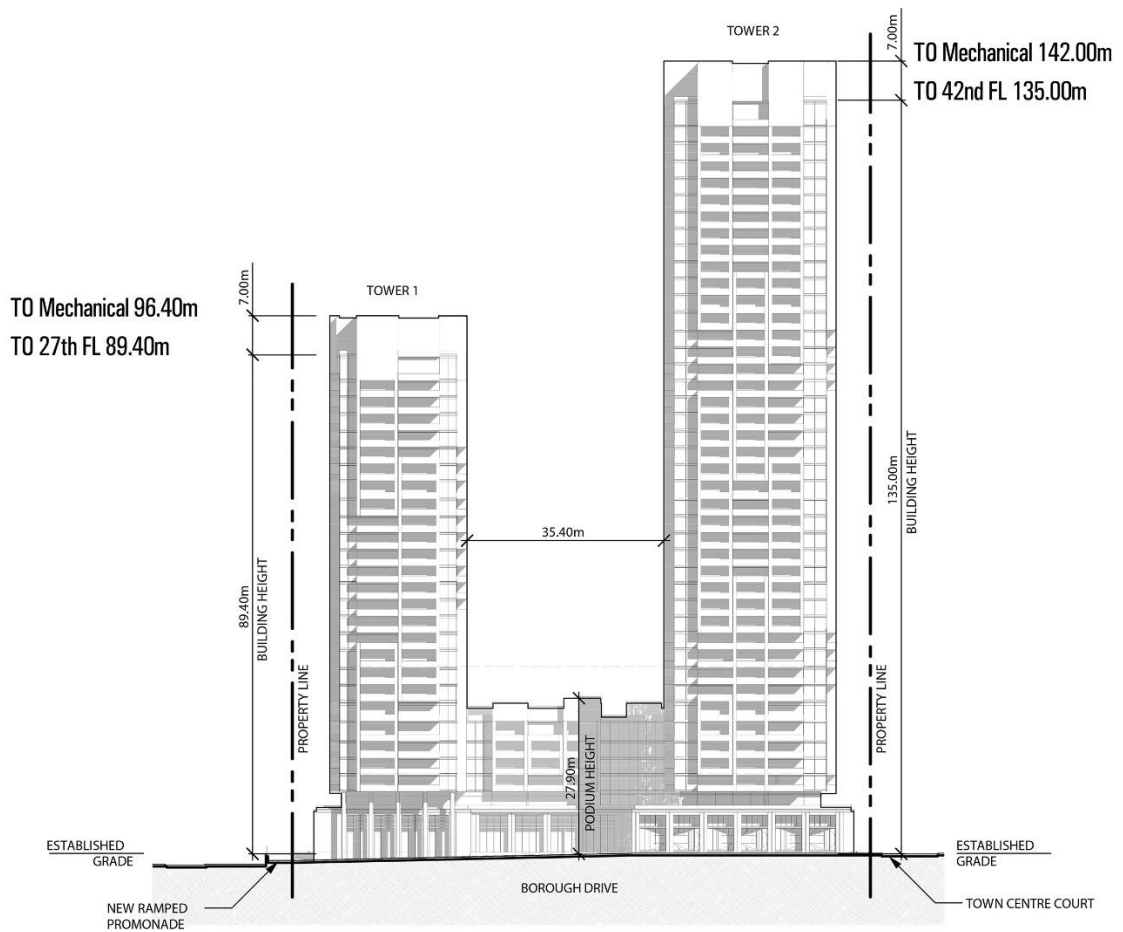




# Attachment 10c: North Elevation



# Attachment 10d: South Elevation



South Elevation

## Attachment 11: Development Requirements

The development of 158 Borough Drive as part of the Housing Now Initiative will be subject to the provision of the improvements set out below on terms secured in the Lease Agreement between the City and the Developer Partner, satisfactory to the Chief Planner and Executive Director, City Planning in consultation with the Divisions involved. Where applicable, terms will include that the final detailed scope and design will be confirmed in the Site Plan Approval process:

- publicly-accessible open space (design, construction, maintenance and public access) comprising landscaped pedestrian connections and open space as generally shown in Schedule 3 of the Zoning By-law Amendment (Attachment 8);
- provision of a minimum of 800 square metres of non-residential space for the purpose of a non-profit day care and additional adjacent outdoor space, dedicated parking spaces and on-site pick-up and drop-off;
- provision of Transportation Demand Management measures to be determined through the Site Plan Control process; and
- architectural drawings as part of the Site Plan Application for the 140,150,156 157 and 160 Borough Drive that address the Design Brief, January, 2022 for review and acceptance in the context of the Site Plan Approval.
- Certificates and sprinkler requirements required to meet Fire Underwriters Survey 'C' value calculations.

**Attachment 12: 158 Borough Drive Design Brief - February 2022**

(Provided separately)