

# **Preliminary Report - 300 Borough Drive, 1755 Brimley Road and 400 to 580 Progress Avenue – Official Plan Amendment Application**

Date: December 7, 2021

To: Scarborough Community Council

From: Director, Community Planning, Scarborough District

Wards: 21 - Scarborough Centre

**Planning Application Number:** 21 206885 ESC 21 OZ

**Notice of Incomplete Application Issued:** October 26, 2021

**Designated Heritage Buildings on Site:** 520 Progress Avenue (former Scott House)

**Current Use(s) on Site:** Scarborough Town Centre shopping centre and a mix of stand-alone retail uses, and associated below-grade parking structures and surface parking lots. The lands are adjacent to Toronto Transit Commission's Line 3 Scarborough Centre station and bus terminal. This transit node also includes Metrolinx Go Buses.

## **SUMMARY**

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This report provides information and identifies a preliminary set of issues regarding the application located at 300 Borough Drive, 1755 Brimley Road and 400 to 580 Progress Avenue, which is located within the Scarborough Centre Secondary Plan ("OurSC") Study area. Staff are currently reviewing the application. It has been circulated to all appropriate agencies and City divisions for comment.

## **RECOMMENDATIONS**

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The City Planning Division recommends that:

1. Staff process this application concurrently with, and within the context of, the Scarborough Centre Secondary Plan Study.
2. This application be considered by Scarborough Community Council concurrently or following Scarborough Community Council's consideration of the Scarborough Centre Secondary Plan Study.

3. Within the context of the ongoing the Scarborough Centre Secondary Plan Study, staff be authorized to:

- a. Schedule a community consultation meeting for the lands located at 300 Borough Drive, 1755 Brimley Road and 400 to 580 Progress Avenue, together with the Ward Councillor.
- b. Provide notice for a community consultation meeting to landowners and residents within 120 metres of the application site, and to additional residents, institutions and owners to be determined in consultation with the Ward Councillor, with any additional mailing costs to be borne by the applicant.

## **FINANCIAL IMPACT**

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

## **DECISION HISTORY**

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### **Pre-application History**

Pre-application consultation meetings were held on June 19, 2017, October 20, 2017, April 27, 2018, November 1, 2018 and December 3, 2020 with the applicant to discuss the proposed masterplan.

A number of key issues were identified by City staff including regard for the existing and planned context, as well as emerging directions from the Secondary Plan Study; the provision of a block context plan; an appropriate parkland and open space strategy; public realm and streetscape improvements; and appropriate community services and facilities.

A Planning Application Checklist was provided to the applicant on January 6, 2021.

### **Scarborough Centre Secondary Plan**

The Scarborough Centre Secondary Plan was adopted by City Council at its meeting of December 5, 6 and 7, 2005. It establishes a vision and strategic implementation policies for the Centre and sets out broad goals for the future development of Scarborough Centre.

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

make up the entirety of the Town Centre Commercial Precinct, which describes the precinct as predominantly a commercial centre providing regional level and local employment uses such as retail and office uses. While residential development is not the focus for this Precinct, neither will it be discouraged, especially on sites where there is an opportunity to knit together the fabric of the Centre.

The block at the southeast corner of the subject lands is located within the McCowan Precinct. This block is subject to Site and Area Specific Policies (SASP) No's. 5 and 9 in the SCSP. SASP No. 5 states that retail uses are permitted as a primary use and SASP No. 9 states that the block falls within the McCowan Precinct Plan area.

Promoting transit supportive development in the vicinity of rapid transit is a key strategy of the SCSP. Higher densities of both residential and employment land uses are encouraged to generate ridership levels to help sustain the transit services, support future transportation improvements and further the City's goal of accommodating balanced growth at strategic locations within Toronto. Promoting the reduction in car dependency is also an objective of the SCSP through transit supportive development at key locations and by promoting appropriate parking supply requirements/limits.

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

The Scarborough Centre Secondary Plan may be found here:

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

See Attachment 6: Scarborough Centre Secondary Plan Map.

### **Scarborough Centre Public Space and Streetscape Master Plan**

At its meeting of July 11, 2012, City Council endorsed the Scarborough Centre – Public Space and Streetscape Master Plan. The purpose of the Master Plan was to establish a vision for the Civic and Town Centre Commercial Precincts and to identify priority projects and implementation strategies to improve and enhance their public space framework. The decision of City Council can be accessed via the following link:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.SC17.22>

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

At its meeting of May 22, 2018, City Council adopted the SCTMP Final Report (including OPA 408 & 409) and put in place a transportation network for Scarborough

Centre. The Official Plan Amendments implement the findings of the SCTMP and are intended to:

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

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

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

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

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

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

### **Our Scarborough Centre (OurSC) (formerly Scarborough Centre Focused Review Study)**

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

- built form, density, public realm, parks and open space, active connections, and community infrastructure strategies;
- conceptual master plan and urban design guidelines;
- massing (3D) model;
- review and refinement of the SCTMP; and
- master servicing plan.

OurSC Study is being conducted over four phases. Phase 1 was undertaken with the assistance of the firm The Planning Partnership between October 2018 to April 2019, with Scarborough Community Council adopting the Phase 1 Status Update Report at its meeting of May 2, 2019. This first phase of the Study focused on data collection and analysis, and synthesizing work completed to date. Outcomes included the identification of: a vision and principles; opportunities and challenges; and emerging public realm framework and character areas and corridors; and a series of big moves that are further articulated in a more detailed Preliminary Public Realm plan. The decision of Scarborough Community Council can be accessed via the following link:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.SC6.3>

The firm of Gladki Planning Associates Inc. has been retained to assist staff with the completion of the remaining phases of the Study (Phases 2-4). Phase 2 was undertaken between November 2019 to October 2021. The second phase of the Study involved consultation with other City divisions and agencies, as well as the broader community as part of the public engagement strategy. Outcomes included further development of Phase 1 work; preliminary development ideas and concepts; a visioning workshop; and a detailed Progress Report, which can be found on the Study website:

<https://www.toronto.ca/OurScarboroughCentre>

Phase 3 is currently underway and the Study is expected to be complete by the second quarter of 2022.

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

The SSE project has been identified as a Sole Responsibility Project of the Province of Ontario, through O.Reg. 248/19 made under the Metrolinx Act 2006. Portions of the subject lands are located within 500 metres of the future Scarborough Centre subway station associated with the SSE.

## **ISSUE BACKGROUND**

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### **Application Description**

This application proposes to comprehensively plan the Scarborough Town Centre (STC) mall site by amending the Official Plan to add a Site and Area Specific Policy ("SASP") to the properties at 300 Borough Drive, 1755 Brimley Road and 400 to 580 Progress Avenue. Submitted with the Official Plan Amendment (OPA) is a conceptual block master plan that divides the site into 21 blocks and illustrates how the proposed development of the STC mall site is intended to occur over the next 20+ years.

The SASP proposes to establish planning policies to permit the multi-phased redevelopment of the lands as a mixed-use community with a range of residential, retail, office and entertainment uses with a maximum proposed total future gross floor area of 1,330,456 square metres and a gross Floor Space Index of 4.5 (including the STC mall), heights ranging between 8 and 65 storeys, along with in internal private above and below grade street network, open spaces and parkland.

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

See Attachments 1 and 2: 3D Model of Proposal in Context for a three dimensional representation of the proposal in context.

See Attachment 3: Location Map for a two dimensional view of the subject site and surrounding context.

See Attachment 4: Site Plan for a conceptual site plan for the site.

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

Any decision of Council related to this application is required to be consistent with the Provincial Policy Statement (2020) (the "PPS"), and to conform with applicable Provincial Plans which, in the case of the City of Toronto, include: A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020). The PPS and all Provincial Plans may be found on the Ministry of Municipal Affairs and Housing website.

### **Growth Plan for the Greater Golden Horseshoe (2020)**

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020) (the "Growth Plan (2020)") came into effect on August 28, 2020. This new plan replaces the previous 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).

## **Urban Growth Centres**

The Growth Plan (2020) as amended contains policies pertaining to population and employment densities that should be planned for urban growth centres. The Growth Plan (2020) requires that by 2031 or earlier, urban growth centres will be planned to achieve a minimum density target of 400 residents and jobs combined per hectare in the City of Toronto. Urban growth centres should be planned to accommodate and support the transit network at the regional scale and provide connection points for inter- and intra-regional transit, as well as to serve as high-density major employment centres that will attract significant employment uses.

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

The Growth Plan (2020) as amended contains policies pertaining to population and employment densities that should be planned for in major transit station areas (MTSAs) along priority transit corridors or subway lines. MTSAs are generally defined as the area within an approximately 500 to 800 metre radius of a transit station, representing about a 10-minute walk. The Growth Plan (2020) requires that, at the time of the next municipal comprehensive review (MCR), the City update its Official Plan to delineate MTSA boundaries and demonstrate how the MTSAs are planned for the prescribed densities.

City Planning staff have begun a three-phased approach to delineate and set the minimum density targets for all MTSAs across the City. The Scarborough Subway Extension is a Provincial Priority Project and the future Scarborough Centre station falls under Phase 3 and may require a local area study to demonstrate how the minimum targets will be planned for.

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

The City of Toronto Official Plan is a comprehensive policy document that guides development in the City, providing direction for managing the size, location, and built form compatibility of different land uses and the provision of municipal services and facilities. Authority for the Official Plan derives from The *Planning Act* of Ontario. The PPS recognizes the Official Plan as the most important document for its implementation.

Toronto Official Plan policies related to building complete communities, including heritage preservation and environmental stewardship may be applicable to any application. Toronto Official Plan policies may be found here:

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

Section 3.1.1 contains policies that help guide the development of streets, sidewalks, boulevards, and other aspects of the public realm, including the creation of new city blocks and development lots and new parks, public and open spaces. Great cities not only have great buildings – but the buildings work together to create great streets, plazas, parks and public spaces.

Policy 8 in this section, discusses that new streets will be designed to:

- provide connections with adjacent neighbourhoods;
- promote a connected grid-like network of streets that offer safe and convenient travel options;
- extend sight lines and view corridors;
- divide larger sites into smaller development blocks;
- provide access and addresses for new development;
- allow the public to freely enter without obstruction;
- implement the Complete Streets approach to develop a street network that balances the needs and priorities of the various users and uses within the right-of-way;
- provide and improve the frontage, visibility, access and prominence of natural and human-made features including parks, cemeteries, school yards and campus lands; and,
- provide access for emergency vehicles.

Policy 9 states that new streets will be public streets unless otherwise deemed appropriate by the City. Private streets, where they are deemed to be appropriate, will be designed to connect to and integrate into the broader public street network and meet the design objectives for new public streets.

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

- the pattern of streets, development blocks, open spaces and other infrastructure, including adequate space for planting of trees;
- the mix and location of land uses;
- a strategy to provide parkland and to protect, enhance or restore natural heritage;
- a strategy to provide community services and local institutions;
- a strategy to provide affordable housing;
- a strategy for energy conservation, peak demand reduction, resilience to power disruptions and small local integrated energy solutions that incorporate renewables, district energy, combined heat and power or energy storage;
- a strategy for stormwater management and water conservation; and
- a strategy for waste management.

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

The current application is located on lands shown as *Centres* on Map 2 of the Official Plan and *Mixed Use Areas* on Map 19. See Attachment 5: Official Plan Map.

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

In December 2013, City Council adopted Official Plan Amendment ("OPA") No. 231, which provides new and revised economic policies and designations for employment



lands in the city. OPA No. 231 was approved by the Province with minor modifications in July 2014 and portions of OPA No. 231 are under appeal at the Ontario Land Tribunal ("OLT"). The OLT has issued several Orders partially approving OPA 231.

OPA No. 231 also added new policies to Section 3.5.1 of the Official Plan respecting the promotion of new office development within *Mixed Use Areas* and on lands within 500 metres of an existing or approved and funded subway, light rapid transit or GO train station. While currently under appeal, these policies are intended to provide for minimum standard for commercial development and increased non-residential gross floor area within mixed use buildings.

## **Zoning By-laws**

The lands are zoned a combination of City Centre Commercial (CCC), City Centre Office (CCO) and City Centre Residential (CCR), and under former City of Scarborough Employment Districts Zoning By-law No. 24982 (Progress Employment District), as amended.

The CCC zone permits a variety of commercial uses including financial institutions, libraries, places of entertainment, recreations uses, restaurants and retail stores. The CCO zone permits office uses and a number of accessory uses. The CCR zone permits all types of dwelling units, day nurseries and private daycare. The vast majority of the lands are subject to multiple Holding (H) provisions that may be removed by an amending By-law subject to certain conditions being satisfied. These conditions generally relate to limiting uses prior to the lifting of the H, adhering to Section 4.6.1 of the Secondary Plan for the Town Centre Commercial Precinct, and when Council is satisfied as to the availability of all transportation improvements, infrastructure and servicing to accommodate any proposed development.

Current densities for CCR uses range between 0.62 and 1.5 times the area of the lot; and for CCC and CCO they range between 1.0 and 2.0 times the area of the lot. A maximum height limit of 90 metres applies to all the lands.

The site is not subject to the City-wide Zoning By-law No. 569-2013, as amended.

## **Design Guidelines**

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

- City-Wide Tall Building Design Guidelines;
- Mid-Rise Building Guidelines;
- Scarborough Centre Public Art Master Plan;
- Percent for Public Art;
- Growing Up: Planning for Children in New Vertical Communities;
- Urban Design Guidelines for Privately-Owned Publicly Accessible Spaces;
- Bird-Friendly Design Guidelines;
- Toronto Green Standards (TGS) Version 3.0;
- Complete Streets Guidelines;

- Guidelines for the Design and Management of Bicycle Parking Facilities;
- Best Practices for Effective Lighting; and
- Accessible Design

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

### **Provincial Noise Guidelines**

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

### **Site Plan Control**

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

## **COMMENTS**

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### **Reasons for the Application**

The Official Plan Amendment proposes to establish a comprehensive planning framework that will guide future development on the STC mall lands over the long term. This is proposed through amendments to the Scarborough Centre Secondary Plan by adding a SASP that seeks to permit a range of residential and non-residential uses, four new districts, a gross Floor Space Index of 4.5 times the area of the site (inclusive of the existing STC mall), heights ranging between 8 and 65 storeys, new private and public streets, privately-owned publicly accessible spaces and parkland. The proposed SASP also includes housing, built form, public realm and parkland parameters to guide future development on the lands.

### **Issues to be Resolved**

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

### **Provincial Policies and Plans Consistency/Conformity**

This application will be evaluated for consistency with the PPS (2020) and conformity with the Growth Plan (2020). With regard to the PPS, staff will evaluate the proposed development against the policies that promote complete communities including opportunities for local employment; a mix of housing, recreation, parks and open space and transportation choices. These policies are relevant for the subject site, which

includes over 15,500 proposed residential units in close proximity to the future Scarborough Subway stop at Scarborough Centre.

With regard to the Growth Plan (2020), staff will evaluate the application on its merits and overall conformity with the policies within the Growth Plan. The three Scarborough Subway Extension stops have not been delineated as Major Transit Station Areas ("MTSA") in the Official Plan at this point. As such, staff will evaluate whether the proposed density is appropriate, despite the area not formally being delineated as an MTSA. Staff will also review the application against the Growth Plan (2020) with respect to employment strategies to attract and retain jobs, and the requirement to provide a range of housing options, public service facilities, infrastructure, transportation, servicing, recreation and green space.

### **Official Plan Conformity**

Staff will evaluate this planning application to determine its conformity to the Official Plan policies pertaining to *Centres*, *Mixed Use Areas*, Structuring Growth in the City: Integrating Land Use and Transportation, Healthy Neighbourhoods, Housing, Parkland, and Public Art, amongst others.

Staff will also assess opportunities to advance and enhance land uses including employment and affordable housing opportunities on the lands.

### **Our Scarborough Centre Study (OurSC)**

Staff will be evaluating the application in the context of the on-going OurSC Study and the emerging directions. The Study is expected to be completed in the second quarter of 2022, with a comprehensive planning framework, recommended updates to the Scarborough Centre Secondary Plan policies, and guidelines and strategies being brought to City Council for consideration later in 2022. Preliminary issues include assessing the proposal against the density, land use, massing, public realm network, road configuration, housing and parkland and open spaces size and locations, among other matters.

### **Block Context Plan**

A Block Context Plan was requested as part of a complete application and while the applicant has submitted one, at the time of writing this report, staff have requested it be revised so that the subject lands can be appropriately reviewed against the surrounding context. In reviewing the Block Context Plan, staff will analyze existing open spaces, transportation networks, potential building placement and form, existing and proposed sun and shadow conditions to inform a block structure, which would also include potential public streets, public parks and sidewalk connections within the lands, to the existing street network, and to new and existing open spaces. Staff will also review the Block Context Plan in the context of the emerging directions of the OurSC Study.

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

The suitability of the proposed built form, density, heights and massing will be evaluated based on the planning framework for the area including Provincial policies and plans, Official Plan policies, the existing Scarborough Centre Secondary Plan, the appropriate City Design Guidelines, including City-wide Tall Building Design Guidelines and Growing Up: Planning for Children in New Vertical Communities Guidelines.

Staff will address other issues that may arise in the review of the application, including:

- whether the application is contextually appropriate and fits with the existing and planned context, including emerging directions from the OurSC Study;
- the relationships to adjacent properties, including transition in scale within the existing and planned context;
- appropriateness of the proposed built form, siting, density and building massing;
- whether the proposed parkland strategy is adequate and desirable;
- ensuring development around streets and parks is designed to mitigate wind and shadow;
- whether the proposed housing strategy, including proposed unit types, is adequate and desirable;
- advancement and enhancement of land uses, including employment opportunities;
- the provision and location of landscape open space, including privately-owned publicly-accessible space (POPS) within the lands;
- impact of the proposal on the public realm and opportunities to expand and enhance the public realm. including streetscape improvements along Brimley Road, Progress Avenue, Borough Drive and McCowan Road; and
- appropriateness of the proposed sensitive land use, including assessment and peer review of the potential noise and air quality impacts from nearby industrial uses to the west and Highway 401 to the north.

It is important to plan comprehensively for such a large parcel of land. The current policy framework for the Town Centre Commercial Precinct contemplates a predominantly commercial centre that provides regional and local employment uses such as retail and office uses. While residential development is not the focus for this Precinct, it is understood that a certain level of density be located here in a transit supportive, urban village format, together with other uses such as parks and open spaces, community services and facilities.

The applicant is currently proposing an overall gross density of 4.25 times the lot area, which will be reviewed in context of Official Plan policies, the emerging direction of the OurSC Study, as well as recent approvals for developments in the immediate area.

The applicant will be required to submit additional studies including sun/shadow and pedestrian level wind studies as part of all future Zoning By-law Amendment applications.

## **Parkland/Open Space**

The Official Plan contains policies to ensure that Toronto's systems of parks and open spaces are maintained, enhanced and expanded. Map 8B of the City of Toronto Official Plan shows local parkland provisions across the City. The site is in a parkland priority area, as per Chapter 415, Article III, of the Toronto Municipal Code. The site is also located adjacent to an Area of Parkland Need identified in the Council-adopted Parkland Strategy. Parks play a significant role in the quality of life and livability of the city. Toronto is growing and intensifying and parks are core to a growing city and essential to quality of life, a sustainable environment and a thriving economy. As the City, and Scarborough Centre, grow and evolve, the parks system must expand and improve with it. Growth provides opportunity to strengthen the urban fabric with parks that are cornerstones of every community.

Policy 6.3 in the SCSP establishes an alternative parkland dedication rate pursuant to Section 42(3) of the *Planning Act* of 0.4 hectare of land for every 300 dwelling units. The SCSP does not specify a maximum/cap for the required parkland dedication. The SCSP also acknowledges that the existing supply of parks and open spaces will need to be improved and expanded to meet increased demand from the planned increase in residential and worker population over the next 30 years, and that to meet this need and maximize opportunities to obtain parkland in the Centre, the dedication of land is preferred to a dedication of cash-in-lieu of land, especially on sites 1.0 hectare or more.

Direction can be taken from the Parkland Strategy, a 20-year strategic city-wide plan that guides long-term planning for new parks, park expansions and improvements, and improved access to existing parks. The Strategy includes a methodology to measure and assess parkland provision, using the baseline of residential population against the area of parkland available across the city.

The applicant proposes to provide seven on-site public parkland dedications for a combined area of 36,100 square metres or approximately 9.75% of the overall land area. They also propose 41,495 m<sup>2</sup> of open spaces/POPS, approximately 11.2% of the overall land area. The size and location(s) of parkland dedication and appropriate open space/POPS requirements will be informed by Official Plan and Secondary Plan policies, as well as emerging directions from the OurSC Study, which will further articulate the Official Plan policies for the acquisition and improvement of public parkland, open spaces and recreational facilities within the Centre.

The applicant will be required to satisfy the full parkland dedication requirements through on-site dedications. All parks must be free and clear of any encumbrances, have ample frontage on a public street and comply with Policy 3.2.3.8 of the City's Official Plan.

## **Tree Preservation**

The application is subject to the provisions of the City of Toronto Municipal Code, Chapter 813 Articles II (Street Trees By-law) and III (Private Tree By-law). The subject lands generally contain public (City-owned) trees along the perimeter of the site, as well as some private trees in proximity to the STC mall. The applicant will be required to

submit a Tree Preservation Report and Plan with future Zoning By-law Amendment application(s), which will identify whether the existing public and/or private trees will be preserved.

## **Housing**

The City's Official Plan contains policies that state that a full range of housing, in terms of form, tenure and affordability, across the City and within neighbourhoods, will be provided and maintained to meet the current and future needs of residents. A full range of housing includes: ownership and rental housing, affordable and mid-range rental and ownership housing, social housing, shared and/or congregate-living housing arrangements, supportive housing, emergency and transitional housing for homeless people and at-risk groups, housing that meets the needs of people with physical disabilities and housing that makes more efficient use of the existing housing stock.

The subject lands are 37 hectares in size and located adjacent to TTC's Line 3 Scarborough Centre station, and will be in close proximity to the Scarborough Centre station on the future Scarborough Subway Extension and the Durham-Scarborough Bus Rapid Transit ("DSBRT") line. As such, there is opportunity for this application to address the need for affordable housing in line with the Growth Plan for the Greater Golden Horseshoe as well as the City's Official Plan policies. The proposal will create a new community(s), and as such, should have a comprehensive planning framework that reflects the Plan's city-wide goals of providing a full range of housing in terms of form, tenure, and affordability assisting in achieving the diversity required to meet current and future needs of residents, and to provide economic competitiveness and social cohesion. The provision of affordable housing on the lands would be appropriate due to the substantial size of the lands, the number of buildings being proposed, and the site's proximity to higher order transit.

A Housing Issues Report ("HIR") has been submitted as part of this application as the site exceeds five hectares in size and is being reviewed by staff. The review will also include an evaluation of how the development achieves the Growing Up: Planning for Children in New Vertical Communities draft Urban Design Guidelines. The Growing Up Guidelines are intended to ensure that new developments in the City increase the liveability for larger households, including families with children, at the neighbourhood, building and unit scale. A Housing strategy will be developed through the OurSC Study to create area-specific policies for Scarborough Centre, which will be used in the evaluation of this application.

## **Archaeological Assessment**

An archaeological resource assessment identifies and evaluates the presence of archaeological resources also known as archaeological sites. A Stage 1 Archaeological Resource Assessment has been submitted with respect to portions of the land identified on the City of Toronto Archaeological Management Plan as areas of archaeological potential and is under review by City staff.

## **Heritage Impact and Conservation**

A Conservation Objectives document was submitted with the application. This document is not sufficient for Heritage Preservation Services Staff to review the application. A Heritage Impact Assessment has been requested in order to adequately review the entirety of the lands for potential cultural heritage value.

The subject property contains one building on the City's Heritage Inventory registry at this time, 520 Progress Avenue (the former Scott House).

## **Community Services and Facilities**

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

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

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

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

## **Section 37 Community Benefits**

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

If it is determined that Section 37 benefits will be secured please refer to the Council approved Implementation Guidelines and Protocol for Negotiating Section 37 Community Benefits which are available here:

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

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

## **Streets and Blocks**

The application proposes a number of additions to the existing street network primarily by way of private streets and the extension and realignment of three public streets in order to accommodate the proposed development. The network of public and private streets has been proposed to divide the lands into 21 private development blocks.

Section 3.1.1 of the Official Plan reinforces the importance of public streets and states in Policy 9 that new streets should be public streets. In addition, Map 5-3 of the SCSP illustrates a public road network on the east, west and north portions of the STC lands.

Planning staff in consultation with Transportation Services, Transportation Planning, Parks, and Engineering and Construction Services staff are reviewing the proposed street network and block plan to ensure that it conforms with the Official Plan including, the Public Realm and Building New Neighbourhoods policies of the Official Plan and the SCSP and creates a complete community that integrates well into the surrounding context. This review will be in the context of a robust public consultation process and emerging directions and policies of the on-going OurSC Study.

## **Infrastructure/Servicing Capacity**

City staff are reviewing the subject application to determine if there is sufficient infrastructure capacity (roads, transit, water, storm water, sewage, hydro, community services and facilities, etc.) to accommodate the proposal. In particular, staff will determine whether there is sufficient infrastructure capacity to accommodate the proposal and the potential cumulative impact of all future and proposed applications in Scarborough Centre.

The applicant has submitted a Master Functional Servicing and Stormwater Management Implementation Report, which is being reviewed by Engineering and Construction Services staff.

A Transportation Assessment Study to evaluate the effects of the proposal on the existing transportation system and to assist in determining necessary transportation improvements to accommodate the new travel demands and impacts generated by the proposal, has also been submitted and is currently under review by City staff.

The application will be reviewed in the context of the emerging directions and policies of the on-going OurSC Study, which includes a Master Servicing Plan Strategy as one of its components, along with potential refinements to the Scarborough Centre Transportation Master Plan.



## **Public Art**

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

## **City Owned Lands**

The applicant proposes changes to the public right-of way (primarily Borough Drive East and West) as part of this long term plan. City staff will assess the public right-of-way reconfiguration against the proposal and surrounding context, in conjunction with the SCTMP and within the context of the OurSC Study.

## **Phasing and Implementation**

Given the size of the subject site and magnitude of the proposal, an appropriate phasing strategy for development on the STC lands is required as it relates to the streets and blocks, transportation, parks and community facilities and servicing. Especially when residential uses are introduced, the proposed development should function as a complete community. Therefore, development must be phased in a manner that ensures development proceeds logically and that a full range of public realm improvements, community facilities and services and required infrastructure is provided to serve the new development.

Further information and in-depth review is required regarding the phasing of the development related to transportation and servicing, streets and blocks, parkland and community facilities.

Details regarding the implementation of any future development on the subject site will need to be resolved including appropriate applications for Zoning By-law Amendment, Draft Plan of Subdivision, Holding (H) Provisions and Site Plan Control.

## **School Boards**

The application was circulated to the Toronto Catholic District School Board (TCDSB) and the Toronto District School Board (TDSB).

The TCDSB and TDSB will evaluate the impact of the proposal within the context of local development activity on area schools, including assessment of existing school capacity to support the amount of potential students proposed by this application.

## **Toronto Green Standard**

Council has adopted the four-tier Toronto Green Standard ("TGS"). The TGS is a set of performance measures for green development. Applications for Zoning By-law Amendments, Draft Plans of Subdivision and Site Plan Control are required to meet and demonstrate compliance with Tier 1 of the Toronto Green Standard. Tiers 2, 3 and 4 are voluntary, higher levels of performance with financial incentives intended to advance the City's objectives for resilience and to achieve net-zero emissions by 2050 or sooner.

Tier 1 performance measures are secured on site plan drawings and through a Site Plan Agreement or Registered Plan of Subdivision.

The TGS Checklist submitted by the applicant is currently under review by City staff for compliance with the Tier 1 performance measures.

## **Other Matters**

The STC Master Plan proposes an exciting opportunity to redevelop a regional shopping destination into a mixed use community. However, there are concerns with regard to the proposed Master Plan, including its scale and magnitude in relation to the area context, the introduction of a significant amount of residential gross floor area, the proposal of internal private streets, the movement strategy of pedestrians, cyclists and vehicles, site servicing, the lack of community facilities, and the proposed parkland strategy amongst other matters discussed in this report.

In order to arrive at an overall comprehensive plan for the STC lands, an understanding of the proposed impacts need to be thoroughly examined. The application should also be reviewed concurrently with the on-going OurSC Study, which will ultimately set out specific policies and guidelines for not only these lands, but the entire Centre, ensuring the provision of complete communities and sustainable growth for the future.

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

## **CONTACT**

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## **SIGNATURE**

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

## **ATTACHMENTS**

### **City of Toronto Drawings**

Attachment 1: 3D Model of Proposal in Context Looking Northwest

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

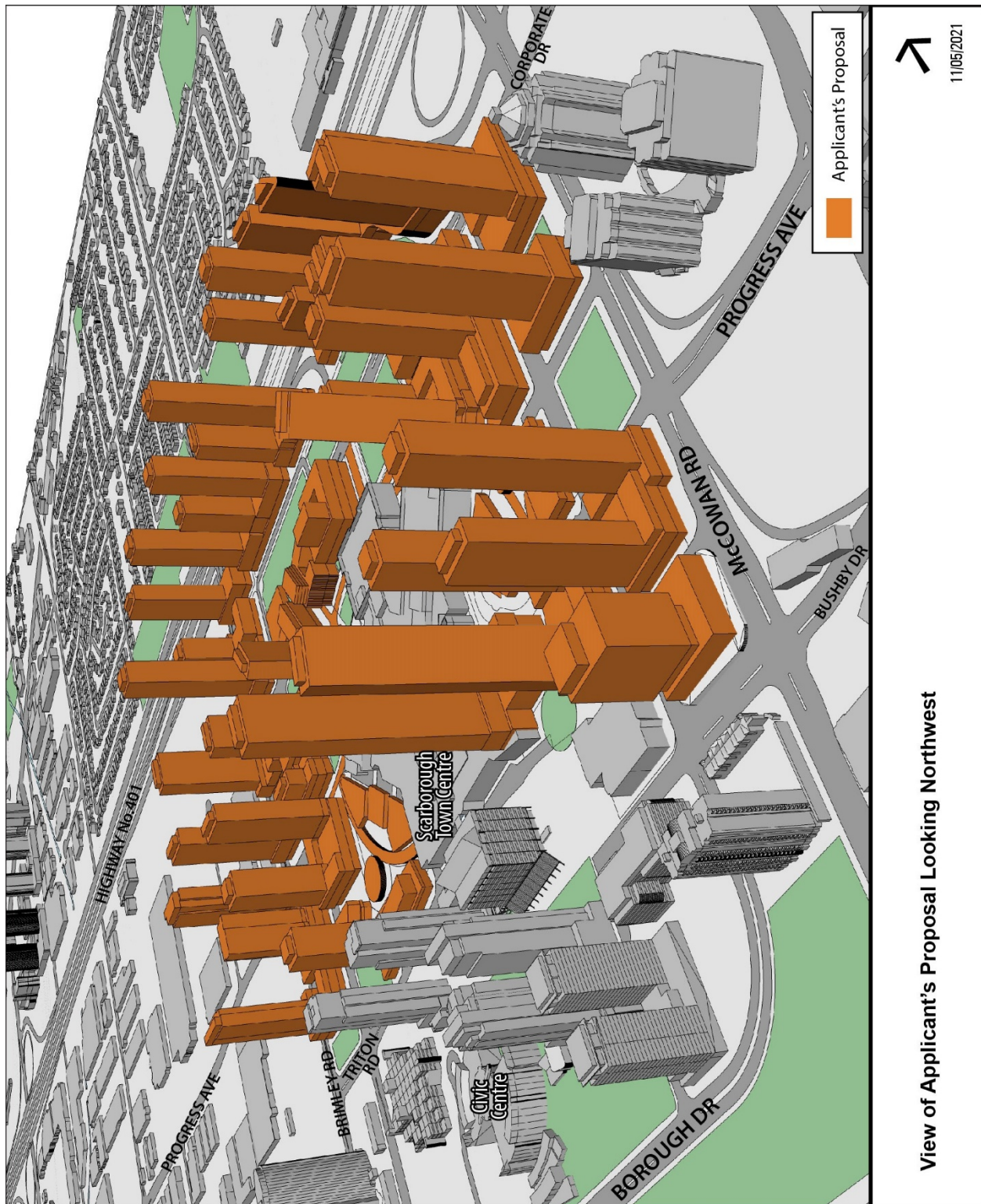
Attachment 3: Location Map

Attachment 4: Site Plan

Attachment 5: Official Plan Map

Attachment 6: Scarborough Centre Secondary Plan Map 5-1

## Attachment 1: 3D Model of Proposal in Context Looking Northwest

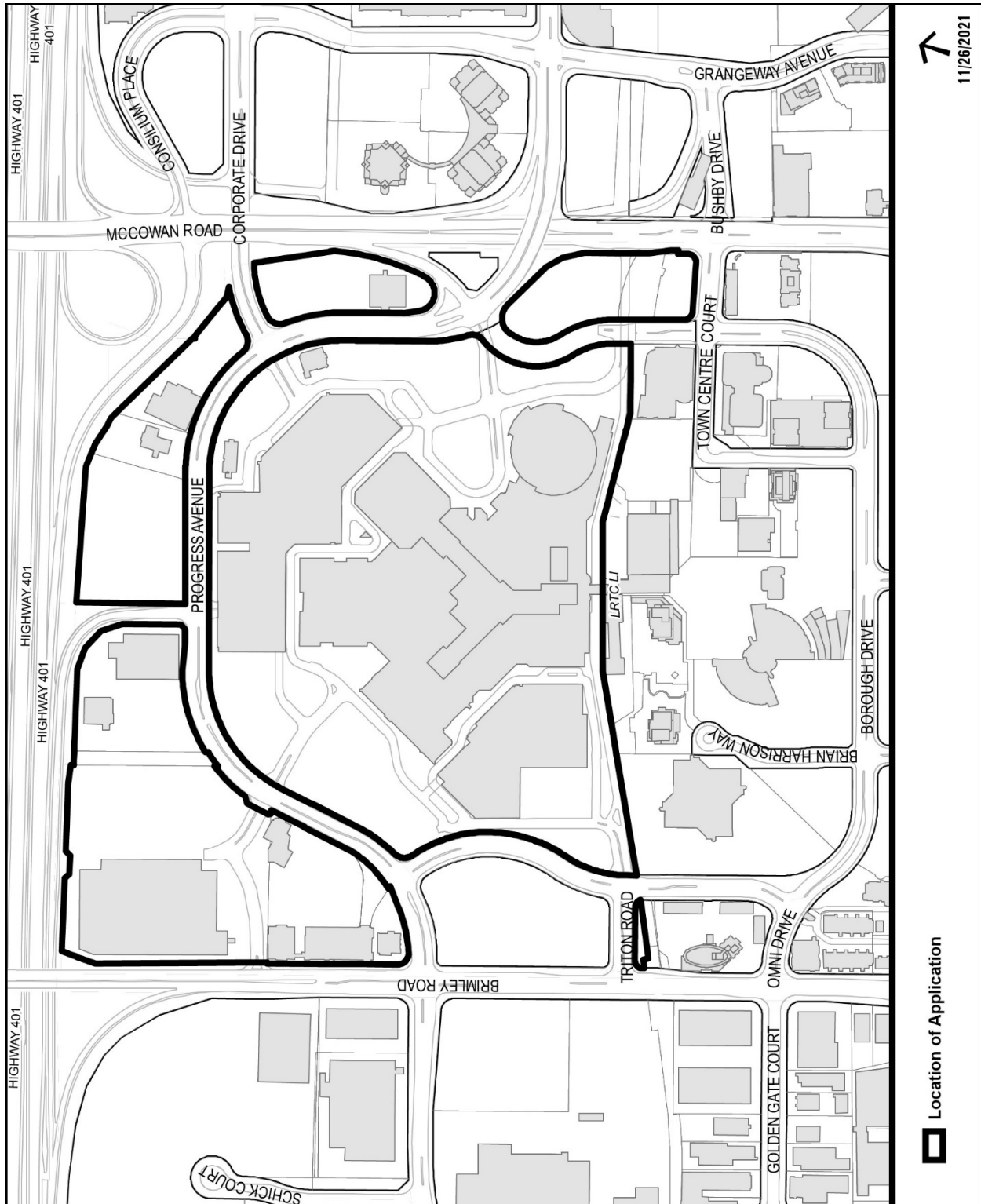




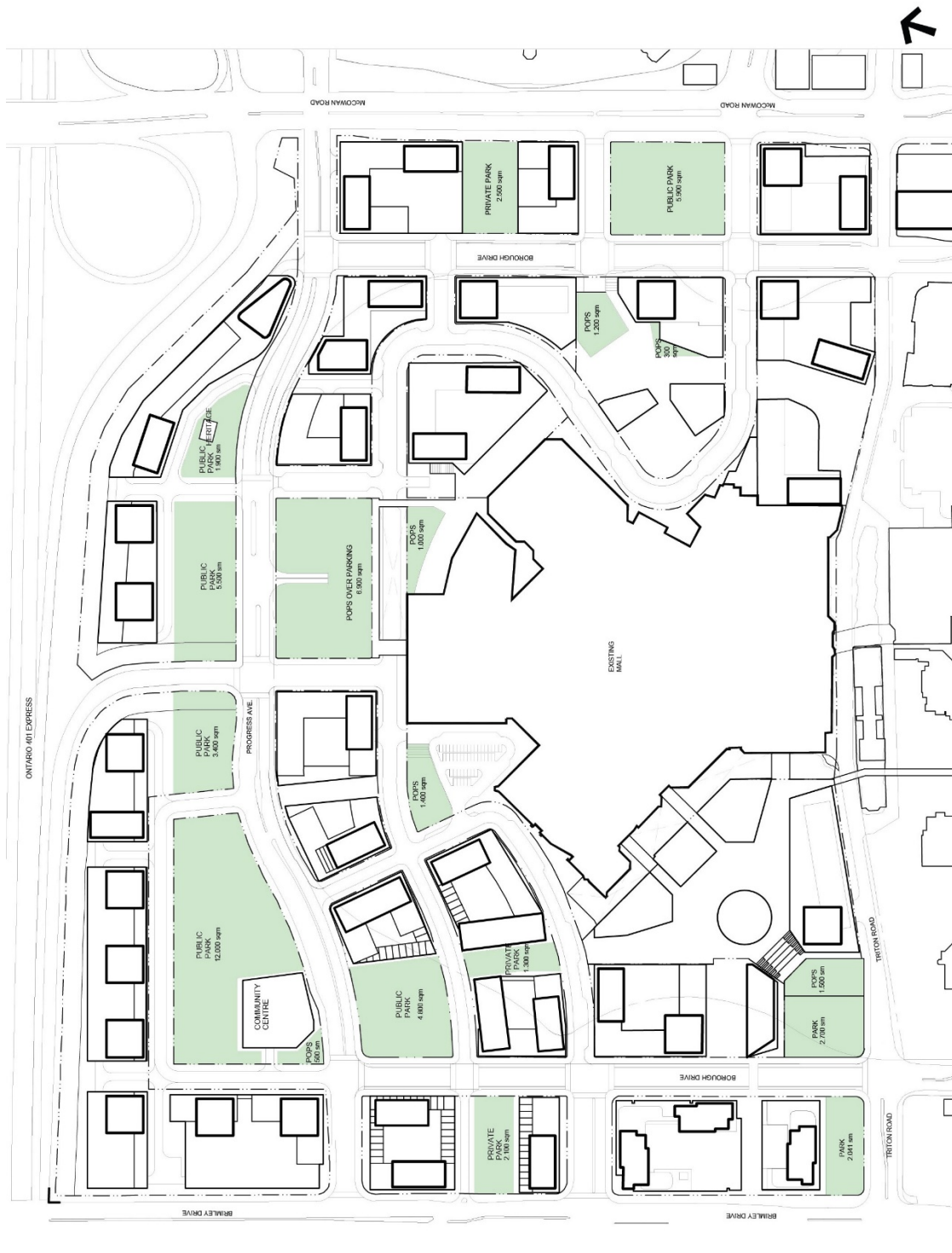
## Attachment 2: 3D Model of Proposal in Context Looking Southeast



### Attachment 3: Location Map

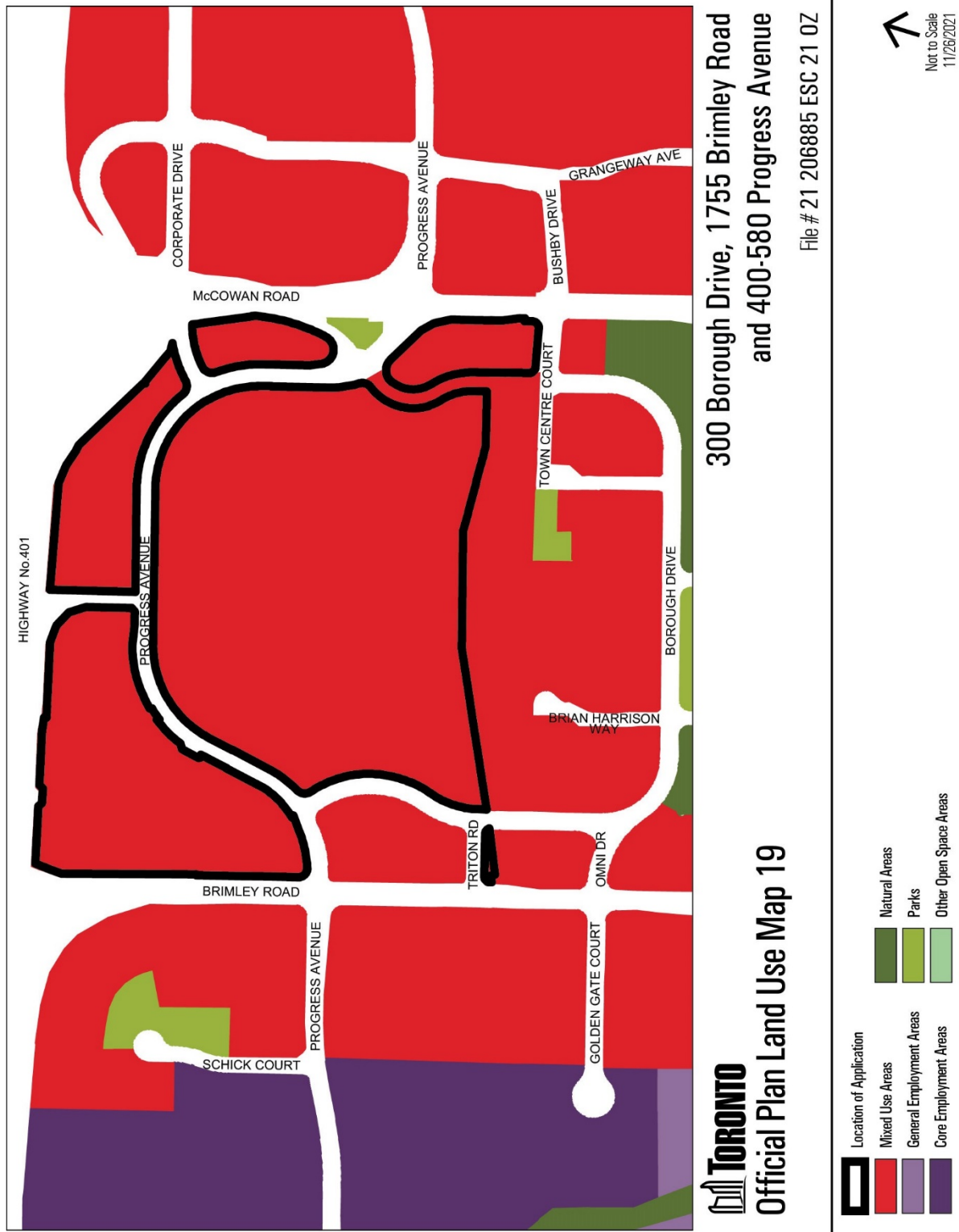


## Attachment 4: Site Plan

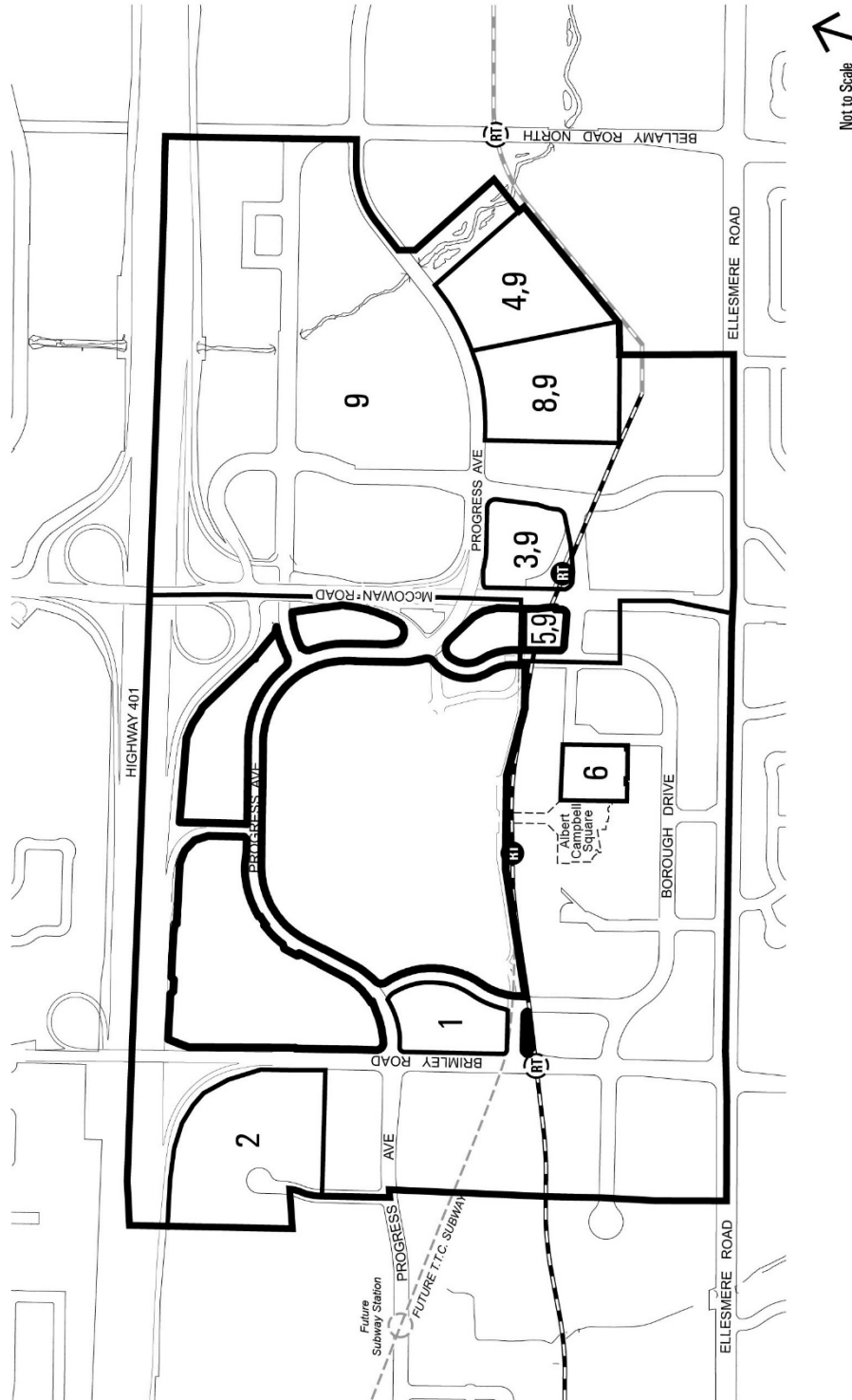




## Attachment 5: Official Plan Map



## Attachment 6: Scarborough Centre Secondary Plan Map 5-1



### Scarborough Centre Secondary Plan

Map 5-1 Urban Structure Plan



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

April 2014