

Our Scarborough Centre Secondary Plan Study - Proposals Report

Date: June 8, 2023,

To: Scarborough Community Council

From: Acting Director, Community Planning, Scarborough District

Wards: 21 - Scarborough Centre and 24 - Scarborough-Guildwood

Planning Application Number: 18 103942 EPS 00 TM

SUMMARY

The Our Scarborough Centre (OurSC) Study was initiated by City Planning staff in February 2018 for the lands within Scarborough Centre (SC), comprising Wards 21 and 24 and represents approximately 180 hectares of land (refer to Attachment 1: Scarborough Centre Secondary Plan Study boundaries).

Over the past half century, Scarborough Centre has grown from an agricultural area to become the civic, commercial, and employment heart of Scarborough. The evolution of SC has been closely tied to transportation infrastructure with the initial wave of urbanization occurring when Ontario Highway 401 was built through the area in the 1950s, followed by the construction of TTC Line 3 Scarborough (originally known as the Scarborough RT) and the adjacent Bus Terminal in 1985.

The current Secondary Plan for Scarborough Centre dates back to 2005 and is out of date. The OurSC Study is a multi-faceted study that refines and updates the 2005 Secondary Plan and develops a comprehensive planning framework specific to the Centre. Central to the Study is a robust policy direction for the Centre inspired by a vision to transform the area into a complete community. The policies are intended to guide future growth and encourage city building that is green, resilient and sustainable, guides positive change and placemaking over the coming decades, and promotes the development of Scarborough Centre as a vibrant, connected, and prosperous mixed-use growth centre.

The purpose of this report to present the "OurSC: Phase 4 Final Study Report", and provide a summary of the Study findings (refer to Attachment 2: OurSC: Phase 4 Final Study Report - Executive Summary). The preferred development concept identified by the consultant has the potential to accommodate approximately 64,000 residents and 27,000 jobs over the next 20+ years, in a mix of tall, mid- and low-rise buildings ranging in height from 1 to 55 storeys.

RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council request the Chief Planner and Executive Director, City Planning, invite comment and undertake stakeholder consultations on draft Secondary Plan policies and amendments, and undertake stakeholder consultation in the fourth quarter of 2023 to inform the final version of the policies for the Secondary Plan for Scarborough Centre; and
2. City Council direct the Chief Planner and Executive Director, City Planning, to bring forward the final amendments to the Scarborough Centre Secondary Plan for a Public Meeting, informed by the consultations with internal divisions and external stakeholders.

FINANCIAL IMPACT

The recommendations in this report have no financial impact. The study was funded by the City Planning Division Capital Budget and Plan, through account CUR028-46.

DECISION HISTORY

There are a number of City Council decisions related to the OurSC Study.

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 decision of City Council can be accessed via the following link:
<https://www.toronto.ca/legdocs/2005/agendas/council/cc051205/cofa.pdf>.

Scarborough Centre Civic Precinct Plan

At its meeting of April 6, 2009, City Council adopted the first Precinct Plan, The Scarborough Centre Civic Precinct Implementation Plan. The Implementation Plan sets out a list of priority projects and initiatives which would accelerate the maturation of the Civic Precinct as the focal point in SC. The decision of City Council can be accessed via the following link:
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2009.SC24.17>.

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 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>.

McCowan Precinct Plan

The McCowan Precinct Plan Study Final Report (including OPA 242) and the Urban Design Guidelines were adopted by City Council on June 10, 2014 and put in place the framework to guide future growth and development of the McCowan Precinct.

Amendments to the Secondary Plan (OPA 242) promote a finer grid of new public streets and the creation of small and medium sized development blocks. These policies are intended to create new public street frontages for buildings, enhance opportunities for vehicle, pedestrian and cycling circulation, intensification, and further the potential for new public spaces. The decision of City Council can be accessed via the following link: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2014.SC32.20>.

Scarborough Subway Extension (SSE)

On November 4, 2019, the Province of Ontario and the City of Toronto jointly announced the “Ontario-Toronto Transit Partnership”. Per the terms of this agreement the Province assumed responsibility for delivering a three station extension of Line 2 with new stations to be located in Scarborough Centre, at Lawrence Avenue East and McCowan Road, and at Sheppard Avenue East and McCowan Road. Metrolinx is tasked with managing the delivery of the project while TTC will remain as operator of the transit system.

The SSE is presently structured to be delivered via two contracts: an advanced tunnel component and a station, rails and systems contract. Tunneling began in January 2023 and is proceeding south from Sheppard. Metrolinx awarded a contract to Scarborough Transit Connects (STC) in late 2022 to develop detailed designs for the stations, rails and systems. This work is expected to continue into 2024 before construction activities begin to complete the SSE. The scheduled in service date for the subway extension is sometime in 2030.

Scarborough Centre Transportation Master Plan (SCTMP)

The SCTMP Final Report (including OPA 408 & 409) was adopted by City Council on May 22, 2018 and put in place a transportation network for Scarborough Centre. The Official Plan Amendments implement the findings of the SCTMP and are intended to: 1- create a vibrant public realm and sense of place that attracts people and jobs; 2-provide mobility options for all users, regardless of mode, age, ability, or income; and 3-support the growth, development and investment in SC. The decision of City Council can be

accessed via the following link:

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

Scarborough Centre Public Art Master Plan Study (SCPAMP)

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

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

Initiation of the Our Scarborough Centre (OurSC) Study (formerly Scarborough Centre Focused Review (SCFR))

At its meeting of February 21, 2018, Scarborough Community Council received a report for information advising that City Planning staff were initiating the SCFR Study. The intent of the SCFR Study is to update and further articulate the Secondary Plan and develop a revised vision and a planning framework that will guide and support future growth and encourage city building in SC. The decision of Scarborough Community Council can be accessed via the following link:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2018.SC28.5>.

ISSUES BACKGROUND

Study Purpose

Further to direction from City Council, the OurSC Study was initiated in 2018 by City Planning staff to develop a comprehensive planning framework specific to SC that would form the foundation and recommendations for an update to the 2005 Scarborough Centre Secondary Plan and will include policies that direct:

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

In preparation of the Study, staff consulted with other City divisions and agencies, and City Planning staff worked with a team of land use planning and urban design consultants led by The Planning Partnership for Phase 1; and a team of land use planning, urban design, transportation, servicing, environmental, and community services and public engagement consultants led by Gladki Planning Associates (Gladki) for Phases 2 to 4. City Planning staff have also consulted with the broader SC

community throughout the Study process as part of the public engagement strategy, as well as other stakeholders.

The Study reviewed appropriate residential and non-residential growth on lands designated *Mixed Use Areas*, including employment/office uses.

The Study also provided a high-level assessment of the infrastructure that will be required to support the anticipated growth in SC, including streets, servicing, parks, and community services and facilities.

Study Approach and Community Consultation

The OurSC Study is a four-phase study that is currently in Phase Four. Each phase of the Study has included multiple virtual public engagement/consultation meetings with City staff, external stakeholders, a Local Advisory Committee (LAC), landowners, business owners, and members of the general public.

OurSC Study - Phase One

Phase One occurred from October 2018 to September 2019 and was undertaken with the help of the consulting firm The Planning Partnership. This phase focused on an analysis of the Scarborough Centre Study area and its surrounding context, developing an understanding of the opportunities and constraints within SC and identifying the necessary work to be undertaken in other phases of the Study. A draft vision and planning principles were developed, along with a preliminary public realm plan to inform the work to be undertaken in Phase Two. An internal Visioning Workshop was held on November 27, 2018; and on March 4, 2019 an Open House was held for Landowners and Business Owners (BLOM) and a separate Community Consultation Meeting (CCM).

On May 22, 2019, Scarborough Community Council received an Information Report from City Planning staff dated May 2, 2019. The Phase 1 Status Report tabled the final consultant report for the OurSC Study. The report can be found here:

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

OurSC Study - Phase Two

Phase Two of the Study occurred from November 2019 to October 2021, and included refinements to the vision, guiding principles, the public realm plan including a greening strategy, street network and character areas for the Study area. Phase Two included background research and analysis of existing conditions, a preliminary problem and opportunity statement and identified preliminary development concepts for SC. The development concepts focused on variations in the overall height strategy, built form and massing concepts at the block level, street cross-sections and massing variations of buildings including separation distances, setbacks and step backs and their implications on the Centre's overall massing studied through an updated model of the Centre.

This research and analysis, along with the preliminary development concepts were presented for feedback and discussion in an on-line survey held between June 30 and August 28, 2020; a virtual Open House for Landowners and Business Owners on July 14, 2020; and at a virtual Visioning Workshop on June 2, 2021. Additional consultation events included a children's activity Little Scarborough Centre and a collaborative art project ShowUsSC in May 2021. A survey of Human Service Agencies was also undertaken.

The presentation materials from the BLOM meeting on July 14, 2020 can be found here: <https://www.toronto.ca/wp-content/uploads/2020/07/9711-CityPlanning-Our-Scarborough-Centre-Phase-2-Consultation-Presentation.pdf>

The Phase 2 Background Report prepared by the consultants can be found here: https://www.toronto.ca/ext/digital_comm/pdfs/city-planning/city-planning-our-scarborough-centre-background-report-2021.pdf

OurSC Study - Phase Three

Phase Three of the Study occurred from October 2021 to February 2022, and built on the preliminary ideas and plan components explored in Phase Two. Phase 3 focused on the design, analysis and testing of development concepts for three key components of the plan: Heights Strategy, Land Use Variations, Density and Parkland Strategy. The Guiding Principles and objectives form the basis for an evaluation framework to assess different components of the development concepts being explored.

The Transportation Master Plan for Phase 3 focused on determining the approach and methodology to conduct the transportation analysis to review the proposed development concepts in terms of population and employment to understand the percentage increase from the SCTMP.

The Master Servicing Assessment evaluated stormwater servicing, fire flow and wastewater servicing for the Study Area.

This phase of the Study included a number of virtual consultation meetings, specifically a Technical Advisory Committee (TAC) meeting on November 23, 2021, a LAC meeting on December 2, 2021, and both a BLOM and a CCM on December 9, 2021. An on-line survey was also conducted between December 2, 2021 and January 7, 2022 and a Pop-up Consultation at the Toronto Public Library's Scarborough Centre Branch between December 8, 2021 and January 7, 2022.

The presentation materials from the BLOM and CCM on December 9, 2021 can be found here: <https://www.toronto.ca/wp-content/uploads/2021/12/927c-CityPlanning-OurScarboroughCenter-Phase3-Consultation-Presentation.pdf>

The Phase 3 Development Concepts Report prepared by the consultants can be found here: <https://www.toronto.ca/wp-content/uploads/2022/03/9002-CityPlanning-OurSC-Phase-3-Report.pdf>

OurSC Study - Phase Four

Phase Four of the Study commenced in February 2022, and identified a draft preferred development concept based on the feedback from Phase Three. Staff have worked with partners in other divisions and agencies, as well as the consulting team to refine the preferred development concept and plan for the study area. Staff have also consulted with business owners and landowners on numerous occasions, with TAC and LAC members, as well as other stakeholders throughout all phases of the Study. This has allowed more fulsome discussions regarding the emerging public realm and built form strategies.

On April 27, 2022, a LAC meeting was held to discuss the emerging planning framework and preferred development concept for the study area and receive feedback from LAC members in advance of the CCM on May 10, 2022. The LAC presentation and feedback received can be found here:

<https://www.toronto.ca/wp-content/uploads/2022/06/95e9-CityPlanning-Our-Scarborough-Centre-LAC-2-Presentation-April-27-2022.pdf>

<https://www.toronto.ca/wp-content/uploads/2022/06/8e47-CityPlanning-Our-Scarborough-Centre-LAC-2-Meeting-Minutes-April-27-2022.pdf>

On May 10, 2022, City Planning hosted both a BLOM and a CCM to present the preferred development concept and proposed plan, and the planning framework and demonstration plan for SC.

The presentation materials from the BLOM and CCM on May 10, 2022, can be found here: <https://www.toronto.ca/wp-content/uploads/2022/06/9666-CityPlanning-Our-Scarborough-Centre-CCM-BLOM-Presentation-May-10-2022.pdf>

A summary of the feedback received from business owners, landowners, residents and other stakeholders regarding the materials presented at the BLOM and the CCM on May 10, 2022, can be found here:

<https://www.toronto.ca/wp-content/uploads/2022/06/961f-CityPlanning-Our-Scarborough-Centre-BLOM-Meeting-Summary-May-10-2022.pdf>

<https://www.toronto.ca/wp-content/uploads/2022/06/95fb-CityPlanning-Our-Scarborough-Centre-CCM-Meeting-Summary-May-10-2022.pdf>

The final report regarding the OurSC Study is expected to be considered by City Council in Q2 2024.

SUMMARY OF OURSC STUDY FINDINGS (CONSULTANT'S REPORT)

OurSC Final Consultant's Report (Gladki Planning Associates)

The OurSC Phase Four Final Study Report provides a summary of the work that was completed both in Phase Four and through the Study, recommending a preferred development concept to achieve the vision for a complete, connected, accessible and diverse mixed-use community. The report is accompanied by Secondary Plan strategy and policy recommendations, Urban Design Guidelines, a Community Energy and Emissions Plan, a Master Servicing Plan and a refinement of the Transportation Master Plan.

Refer to Attachment 2 for the Executive Summary of the OurSC Phase Four Final Consultant's Report prepared by Gladki Planning Associates. The full report can be found on the study website at: <https://www.toronto.ca/city-government/planning-development/planning-studies-initiatives/scarborough-centre-review/>.

The consultant's findings resulted in an emerging planning framework and preferred development concept demonstration plan that was presented at the CCM on May 10, 2022. The demonstration plan, at full build out, would generate approximately 64,000 residents and 27,000 jobs over the next 20+ years, in a mix of tall, mid-, and low-rise buildings ranging in height from 1 to 55 storeys.

The consultant's report is organized as follows and described in more detail below:

- Executive Summary;
- Introduction;
- Vision and Guiding Principles;
- Area Structure;
- Land Use and Economy;
- Natural Areas, Parks, Open Spaces, and Public Realm;
- Density and Built Form;
- Housing;
- Community Services and Facilities;
- Cultural Heritage;
- Sustainability, Energy and Resiliency;
- Transportation Master Plan Refinements;
- Master Servicing Plan; and
- Implementation.

Executive Summary

The Our Scarborough Centre Phase 4 Final Consultant's Report - Executive Summary can be found as Attachment 2.

Introduction

The OurSC Phase 4 Final Consultant's Report discussed study: overview, components, phases, area, background, and consultation activities; and the evolution of development concepts.

Vision and Guiding Principles

The vision statement and guiding principles identified in the OurSC Phase 4 Final Consultant's Report provide an evaluation framework for the Study, including a basis for formulating the preferred development concept and updated Secondary Plan policies.

Vision:

Scarborough Centre is the heart of Scarborough: and important civic and economic hub anchored by the Scarborough Civic Centre, Frank Faubert Wood Lot and the West and East branches of Highland Creek. It will evolve into a transit-oriented community focused on the new Scarborough Centre subway station, characterized by a mix of live-work-play uses supported by a vibrant, safe and interconnected public realm, a robust network of local parks, public open spaces, diverse and affordable housing options and accessible community services. Sustainability, resiliency, inclusivity and celebration of Scarborough Centre's unique heritage of ethnocultural diversity will be the cornerstones of all new initiatives.

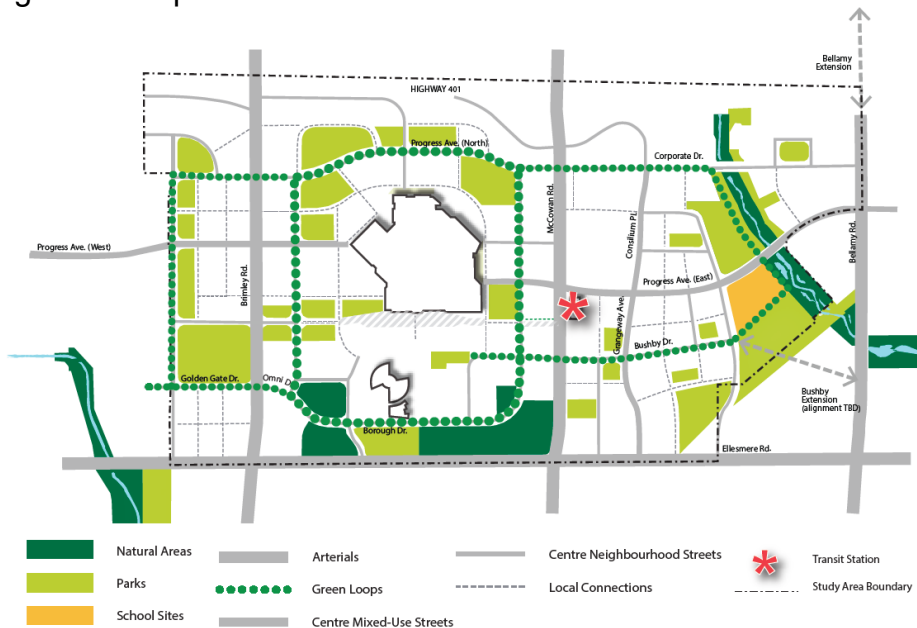
Guiding Principles:

- Create distinct districts with a varied built form;
- Make Scarborough Centre a vibrant and exciting place;
- Create great streets with an attractive public realm;
- Create a complete community with a diverse mix of activities;
- Create quality parks and open spaces;
- Plan for active transportation and improved mobility and connectivity;
- Build a sustainable and resilient Centre; and
- Foster an inclusive community.

Area Structure

The final design and plan for SC is guided by its area context and a series of structural elements that are identified on the Proposed Structure Plan, see Figure 1 below.

Figure 1: Proposed Structure Plan



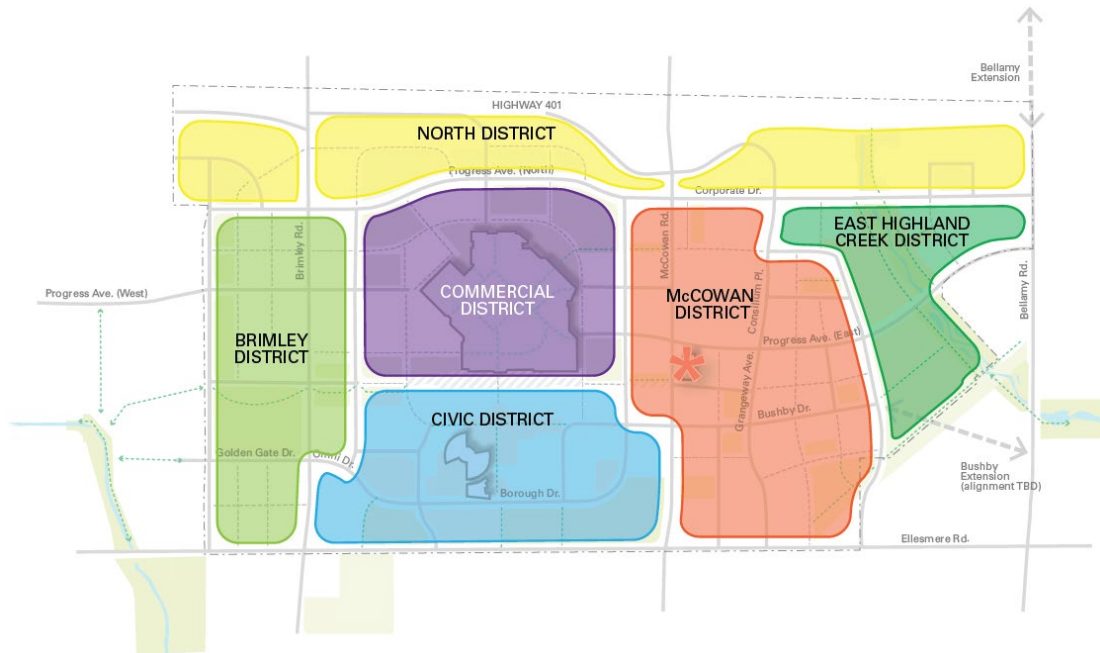
These elements balance numerous objectives to ensure that SC will develop in a manner consistent with the established Vision and Guiding Principles and include the following:

Mix of Uses:

Six (6) new districts (see Figure 2 below) that provide a specific growth management strategy for distinct sub-areas in the Centre. They serve to protect and enhance the unique character of these sub-area, defined by existing uses, natural features and transportation infrastructure and are intended to replace the existing four (4) precinct area structure:

1. Commercial District;
2. McCowan District;
3. Civic District;
4. Brimley District;
5. East Highland Creek District; and
6. North District.

Figure 2: Proposed Districts



Natural Features:

East Highland Creek and Frank Faubert Woodlots are the two main natural areas in SC. The network of parks, trails, open spaces, will connect to, and build on these features to enhance the ecological function and footprint of the Centre.

Transportation Infrastructure:

- The future Scarborough Centre subway station on McCowan Road will be the focus of a major multi-modal transit hub for Scarborough;
- McCowan, Brimley and Ellesmere Roads define the key vehicular movement corridors in the Centre, with the highest volume and intensity of users; along with Highway 401;
- A new local public street network that will break up existing large land parcels to improve opportunities for active transportation, increase permeability, and encourage a scale of development that can accommodate a wide range of uses and built form; and
- A series of Green Loops that run along civic streets that serve as key organizing features for locating and connecting future parks and open spaces in the Centre.

Land Use and Economy

Scarborough Centre is designated an Urban Growth Centre (UGC) in the Growth Plan and a Centre in the City's Official Plan, which makes it a focus for jobs and residential growth in the City. Developing the Centre in a manner that promotes its economic

competitiveness and builds a complete community is a key consideration. The land use strategy proposed through the OurSC study focuses on the following key areas:

- Mixed Use Areas;
- Office Priority Area;
- Retail Priority Frontages;
- Culture and Entertainment; and
- Land Use Compatibility.

Mixed Use Areas:

The majority of the lands in SC are designated *Mixed Use Areas* in the Official Plan. The OurSC Study reinforces the Mixed Use designation and provides direction for the Centre to evolve as a complete community that meets people's daily needs for living, working and recreation, and supports quality of life within a high-density urban environment. Additional recommended strategies state that *Mixed Use Areas* will:

- Provide a great environment for residents, works and visitors;
- Provide the opportunity for residents to work, shop and recreate close to home, where trips can be made quickly and conveniently by foot or on bicycle;
- Contain a mix of varying scales and intensities of development as well as building heights responding to the existing and planned context; and
- Provide adequate services and amenities that support people's needs for daily living, working and recreation.

Office Priority Area:

An office priority is recommended within SC to encourage office development. The approach is to provide an incentive of 20 percent additional density if devoted to office space. The incentive is intended to achieve a balanced mix of uses to reduce stress on the transportation system and to create a complete community. Key strategies include:

- An additional 20 percent density will be offered for exclusively office uses;
- Retail and services that support office uses will be encouraged;
- Signature buildings and landscape architecture will be encouraged; and
- Design of parks, plazas, and open spaces, integrating public art elements and pedestrian and biking supportive amenities, will be high quality.

Retail Priority Frontages:

SC is at the core of a large and successful employment district and is itself a major employment hub with over 15,800 jobs, many in retail, but also office, data processing and government-related employment. While the Scarborough Town Centre (STC) Shopping Mall is likely to remain a destination for retail, as the area transitions from an indoor-focused, auto-oriented landscape to a more complete community, there will be

opportunities for traditional grade-related retail. Providing grade-related and decentralized retail frontages across the Centre supports the objective of reducing reliance on cars.

The study is recommending two categories of retail priority streets: Primary Retail Priority Frontages and Secondary Retail Priority Frontages. Key strategies for promoting retail uses include:

- Primary Retail Priority Frontages are areas where retail frontages are recommended. These are the blocks leading out from the planned subway station toward the STC Shopping Mall and toward East Highland Creek along Progress Avenue. They will provide local destinations for shopping, serving local needs and creating a retail corridor through the Centre;
- Secondary Retail Priority Frontages are areas where retail frontages are strongly encouraged. These are areas along the streets near blocks and intersections in close proximity to Primary Retail Priority Frontages where retail and services can extend to reinforce the retail corridor;
- Development on Primary Retail Priority Frontages will have ground floor frontage to only include retail and service commercial space and small-scale offices, as well as lobbies, publicly accessible institutional or community uses that animate space at-grade;
- The retail and service commercial space within any development on Primary or Secondary Retail Priority Streets will provide generous floor-to-ceiling heights and appropriate setbacks at grade to provide space for public realm and pedestrian enhancements, be of high-quality design and allow for adaptability over time;
- Retail frontages related to the existing STC Shopping Mall are encouraged to face outward and have access from the public realm immediately outside the mall supported by a generous pedestrian realm; and
- Co-location of retail with community services is encouraged.

Culture and Entertainment:

SC is home to many outstanding artists who reflect its multi-cultural character in music, literature, film and the visual arts. There is, however, no geographic focal point for an arts cluster in Scarborough. To make this happen, the following strategic directions are recommended to promote culture and entertainment:

- Continue promoting festivals and other opportunities to celebrate Scarborough's identity at Albert Campbell Square and other appropriate locations;
- Explore opportunities to create a cultural hub for the performing arts, music, and visual arts on City-owned land in the Civic District; and
- Encourage hotel and entertainment uses near the subway.

Land Use Compatibility:

Employment uses east and west of SC need to be protected from sensitive uses. The OurSC study proposes to continue the policy in the existing Secondary Plan that proponents of any new sensitive uses, such as residential, mixed use or community facilities in close proximity to existing industrial uses, be required to submit studies and analyses such as a Land Use Compatibility study, as well as related acoustic and/or air quality studies in accordance with all Provincial guidelines. In addition, based on these studies buffering, screening, and/or other attenuation mitigation measures may need to be provided to the satisfaction of the City.

Natural Areas, Parks, Open Spaces, and the Public Realm

The public realm consists of the streets, natural areas, parks and open spaces, and pedestrian and cycling connections that provide structure for development and contribute to Scarborough Centre's identity and value. These elements are essential for complete and livable communities. The draft public realm strategies provide directions on creating an interconnected network of open and inviting spaces that all users can enjoy. New development in SC will build on and enhance the existing streets, parks and open spaces and create a new pedestrian and cycling friendly public realm to support a growing residential and employment population.

Natural Areas:

Natural areas play a significant role in supporting ecological integrity and health of an area. The natural areas in SC include East Highland Creek and Frank Faubert Woodlots, with West Highland Creek just outside the Centre. The vision is to protect and enhance their ecological function and public use by implementing the following strategic directions:

- Preserve and expand East Highland Creek corridor and Frank Faubert woodlots through inclusion of new parks and open spaces where possible;
- Improve access to Natural Areas through maintaining or adding new linkages that connect natural areas to local parks and other natural areas in the Centre and beyond, including connecting East and West Highland creek through trails and pedestrian connections;
- Preserve and improve public visibility and usability of Natural Areas for public use and recreation through informational and directional signage, education and engagement activities and parks related amenities; and
- Enhance natural areas by focusing on improving ecological performance, biodiversity, and design for public use.

Parks and Open Spaces:

Through the course of the OurSC study, it became clear that more parks are needed to support the projected population, and that they would need to be more broadly

distributed. This resulted in a more extensive parks system that fulfils the following six big moves:

1. Expand East Highland Creek Parks;
2. Expand Brimley West Parks;
3. Reclaim SRT Corridor to West Highland Creek;
4. Connect to Borough Green Loop;
5. Expand and Connect to Woodlots; and
6. Expand Progress North Parks and POPs.

Three approaches are proposed for the implementation of parks:

1. Immediate designation of specific lands as parks;
2. Planning for other park spaces that can be achieved incrementally; and
3. Conceptual indication of areas adjacent to the Centre which could help to support growth by providing additional parkland.

Streets and Blocks:

The OurSC Study has largely maintained the approved network of streets as shown on Map 5-3 in the SC Secondary Plan in accordance with the SCTMP, with two major updates:

1. Street Design

A new system of street character types is being recommended to ensure streets become safer, more equitable, and present a different character than today. Street character speaks to the look and feel of streets and the pedestrian user experience. These are:

- Arterial Streets (30m to 36m Rights-of-Way) are the largest streets in SC, serving the highest volume and intensity of users. They are character defining streets and will present a strong landscape character through landscape setbacks and greening of the right-of-way. These include Brimley, McCowan, Ellesmere and Bellamy Roads);
- Civic Streets (27m to 32m Rights-of-Way) are the higher order 'place' streets in SC and, together with connections through parks and open spaces, form the Green Loops. Civic streets include Borough Drive, Town Centre Court/Bushby Promenade, Golden Gate Drive, extensions of Borough Drive East and Borough Drive West, Progress Avenue North, and segments of Corporate Drive;
- Mixed-Use Streets (27m to 30m Rights-of-Way) are the focus of grade related retail, extending from the Commercial District to the east and west, and within the McCowan District and include: Progress Avenue East and West, Consilium Place, Corporate Drive east of East Highland Creek); and
- Neighbourhood Streets and Local Connections (18.5m to 20m Rights-of-Way) which serve a lower vehicle volume and speed. One of the main differences between the

two is that the former is a 20m public street and the latter is in either private or public ownership at 18.5m.

2. Green Loops

Green Loops are specially landscaped and signed routes, connecting many of the parks and open spaces within the Centre. The Green Loops speak to the structural role a network of street segments (and associated trail connections) to organize public spaces in the Centre. The three Green Loops are:

- Borough Loop: the primary central loop and surrounds the Scarborough Town Centre Shopping Mall.
- East Loop: links to East Highland Creek, bringing residents into contact with this natural area and expanded park and trail system planned to surround it.
- West Loop: will connect to a proposed new park system in the Brimley District and potentially onwards to West Highland Creek, serving a similar role to the East Loop.

The OurSC Study largely maintains the network of 'connections' shown on Map 5-3 of the SC Secondary Plan with some minor adjustments to accommodate the expanded network of parks being proposed.

The active transportation system will see a network of cycling facilities on all arterial and collector roads, this will be made up of one-way cycle track, but a two-way cycle track is recommended for the Borough Loop to emphasize its special character.

Street Design Priorities:

It is recommended the following criteria be employed in designing or redeveloping complete streets within the rights-of-way:

- Provide a safe, comfortable, and attractive pedestrian realm;
- Provide physically separated cycling facilities;
- Accommodate green infrastructure elements;
- Provide sufficient soil volumes for tree planting;
- Provide sufficient space for transit vehicles; and
- Provide sufficient space for other motorized vehicles.

Public Art:

The Scarborough Centre Public Art Master Plan was adopted by Council in 2017. The only changes being recommended reflect the changes in the SSE location, street and block network and open space network that have occurred since then.

Density and Built Form

To achieve the long-term vision for a complete, livable, connected and resilient mixed-use community, built form policies, including maximum densities, for SC are structured around several key principles, including promoting contextually appropriate and transit-supportive development, defining and contributing to the public realm and Districts, implementing appropriate transitions, and supporting a comfortable and safe pedestrian and cycling environment. Development will be of a high quality design through the Centre, with the greatest emphasis on the areas surrounding the future Scarborough Centre Subway Station, new parks, and existing and new streets.

Development in Scarborough Centre will achieve the built form principles by:

- Providing the greatest densities in proximity to the planned transit station, with other clusters of density located around the intersection of Brimley Road and Progress Avenue, and the edge of Highway 401;
- Providing the greatest heights immediately around the planned transit station, with two other peaks at the intersection of Brimley Road and Progress Avenue, and the edge of Highway 401;
- Transitioning down in height away from the three height peaks, especially on the north side of Ellesmere Road adjacent to the low-rise neighbourhoods south of Ellesmere Road;
- Limiting shadow and wind impact on streets, parks, and open spaces to encourage the usage of these spaces and contribute to a pedestrian and cycling friendly environment, through specific shadow policies and strategic deployment of density and built form as well as detailed building and landscape design;
- Providing a tower separation of at least 30 metres;
- Providing appropriate building setbacks to support a generous, cohesive, and green public realm;
- Limiting maximum tower floorplate size to 750 square metres, with exceptions offered to office buildings and in select cases to promote architectural excellence;
- Providing active at-grade uses, including retail, at appropriate locations, to foster a human-scaled and pedestrian-oriented environment by encouraging activities in the public realm and promoting eyes on the streets, parks, and open spaces;
- Providing appropriate base building height and length conditions to promote an overall pedestrian-friendly scale throughout SC;
- Providing variety and variation in site configuration, building type, tall building height and tower placement to promote visually interesting streetscapes, diverse pedestrian experiences, and a strong sense of place along the streets, in the Districts, and across SC, including the provision that every second building on larger sites is a mid-rise building; and
- Implementing appropriate transition in scale through variation in building form and stepping down of tall building height and base building height, within and between Districts.

Housing

New residential development in SC will result in a complete and inclusive community by promoting diversity in housing opportunities. The draft housing strategies and policies will complement the affordable housing policies in Section 3.2.1 of the Official Plan for achieving a mix of housing types and affordability. In 2021, the City adopted an inclusionary zoning policy (OPA 557 and Zoning By-law 941-2021) that applies to developments located in both a Protected Major Transit Station Area (PMTSA) and an Inclusionary Market Area of which Scarborough Centre is located under both.

The draft strategies for promoting housing diversity include:

- A range of tenure, including purpose-built rental housing, building types, unit types and sizes to accommodate a variety of households and achieve a balanced mix of housing;
- A minimum of 10 percent of the total number of units will be 3-bedroom units and a minimum of 15-percent of the total number of units will be 2-bedroom for development containing more than 80 new residential units;
- An additional 15 percent of the total number of units as a combination of 2-bedroom and 3-bedroom units, or units that can be converted to 2- and 3-bedroom units; and
- The minimum requirements for larger units may be reduced to development that includes social housing or other publicly funded housing, or specialized housing.

Community Services and Facilities

A Community Services and Facilities (CS&F) assessment was undertaken as part of the OurSC Study, and included an inventory of existing community services and facilities, consultation with human service agencies in the area and focus groups with five CS&F sector groups: school boards, children's services, human services agencies, parks and recreation, and libraries. CS&F are essential to building complete, livable communities, contributing to the quality of life and acting as neighborhood focal points where people gather, learn, socialize and access services.

The CS&F priorities and conceptual locations for new CS&F for the Centre include:

- An additional 19 child care facilities to serve SC at full build out; with particular attention for 0-4 years in the area south of Highway 401 and east of McCowan Road;
- Revitalization and expansion of existing community centres that serve the area; including Centennial Recreation Centre and Birkdale Community Centre; and the provision of one additional recreation facility between Brimley and McCowan Roads, south of Highway 401 and north of Triton Road;
- Revitalization and expansion of existing facilities and community agency spaces that serve the area; at least 11 community organizations seek space in SC as identified through the Community Space Tenancy Program;

- Development on parcels with existing on-site community service facilities should replace the total gross floor of the community service facility on site; and
- New school(s) within the Commercial and East Highland Creek Districts.

Cultural Heritage Resources

This part of the report discusses the results of a Cultural Heritage Resource Assessment (CHRA) and strategies for the integration of cultural heritage resources into planning for the future of SC. The area has been influenced by the following periods of development:

- Indigenous Communities;
- Euro-Canadian Settlement & Agricultural Use (1800-1950);
- Highway 401 & Progress Industrial District (1950-1972);
- Scarborough Town Centre (1967-1990); and
- Evolving Growth Centre: Residential Towers (1990-present).

The final consultant's report has identified the following properties as having potential heritage value:

- Frank Faubert Woodlots;
- 100 Borough Drive;
- 200 Town Centre Court; and
- 740 Progress Avenue.

In addition, the following properties have been identified for further heritage assessment:

- 1710-1712 Ellesmere Road (Harold R. Lawson School);
- 300 Borough Drive (Scarborough Town Centre Shopping Mall);
- 100-300 Consilium Place; and
- Scarborough Centre Station, McCowan Station, and elevated RT Track.

Strategic directions regarding Cultural Heritage Resources include:

- Further study of the above noted properties for their potential cultural heritage value and/or interest to warrant designation and listing on the Heritage Register under the *Ontario Heritage Act*;
- Proposed development will include a review of potential heritage resources to determine whether any conservation is warranted;
- Consultation with First Nation, Métis, and Inuit communities will be consulted to determine where and how their histories and cultures could be recognized and celebrated in SC; and
- Identify and protect important views to and from the Scarborough Civic Centre; and

- Design and development of parks and the public realm to support and strengthen a distinctive sense of place.

Sustainability, Energy and Resiliency

All development within SC will incorporate sustainability principles and sustainable design to minimize environmental impact, reduce GHG emissions, and mitigate the effects of climate change.

In December 2021, City Council adopted the Net Zero by 2040 Climate Strategy and accelerated the Toronto Green Standard (TGS) implementation dates for the Greenhouse Gas Emission limits to 2025 and 2028 so that building constructed on or after 2030 are near zero emissions. This includes updates for reducing emissions in land use decisions and guiding new development to achieve net zero emissions. Resilience and Adaptation, includes updates related to biodiversity, natural heritage, water resources, stormwater management and urban forests

At the broadest level, the creation of a transit-supportive, mixed-use community with new parks and open space, and a well-connected public realm will provide an environment that encourages pedestrian and cyclist movement for local trips, and transit ridership for longer distance trips. Sustainability and climate resilience will be integrated into the design of new buildings, landscapes, surface parking, parks and open spaces, streets, and sidewalks to manage stormwater, reduce urban heat island and improve biodiversity. Promoting a mix of uses, intensification and reducing reliance on the automobile, along with protecting natural areas, expanding parks and open spaces and creating a green public realm are key.

Other climate change adaption and mitigation directions are recommended including, achieving 40 percent tree canopy coverage, carbon/renewable thermal energy technologies, low carbon construction and mitigation practices, passive cooling strategies, heat recovery and on-site renewable energy and electricity, as well as district energy systems.

Transportation Master Plan Refinements

The Scarborough Centre Transportation Master Plan (SCTMP) identified goals that support the intensification of SC through increased emphasis on active and sustainable modes of transportation. The work completed through the OurSC Study focused on a new development rationale for the area and re-assessed the impact on the SCTMP. This included changes to the regional transportation context such as the Scarborough Subway Extension, Durham Scarborough Bus Rapid Transit (DSBRT), surrounding development and associated network improvements.

It was determined that:

- Network improvements identified as part of OPA 409 will help create a balanced multi-modal transportation network;

- A simplified street grid is proposed which will increase route options, provide a more walkable and cyclable network, supporting a transition from auto use to more sustainable modes;
- Employment of complete streets principles to ensure user safety and comfort (refer to street design and classification);
- Key transit network improvements will enhance local and regional connectivity;
- The proposed network changes the road network should be able to accommodate the additional projected residents and employment;
- The Bushby Drive and Bellamy Road Extension will be needed at the time of projected full build-out or earlier; and
- Additional analysis is required to clearly demonstrate the fine grain improvements and to understand the implementation timeline of these improvements.

Master Servicing Plan Summary

The servicing strategies and future policies for SC were informed by the Master Servicing Plan (MSP). The MSP will serve as a strategic document to support the draft Secondary Plan policies and will be utilized as a technical resource to assist in the review of development proposals in Scarborough Centre. Where infrastructure capacity is inadequate to support proposed and planned growth, upgrades and improvements to infrastructure will be required to provide adequate capacity.

Draft servicing strategies for SC include, but are not limited to:

- Development will not exceed the capacity of existing municipal servicing infrastructure within SC, and any required improvements and/or upgrades will be coordinated and phased;
- Where infrastructure capacity is inadequate to support proposed and planned growth, development will be required to provide necessary upgrades and/or improvements to municipal servicing infrastructure; and
- City of Toronto Wet Weather Flow Management Guidelines (WWFMG) will provide criteria to be followed for new development and redevelopment areas.

Implementation

The draft strategies and amendments/policies for the Secondary Plan reflect the long-term Vision for Scarborough Centre, which is anticipated to develop incrementally over the next 20+ years. As such, implementation, phasing and monitoring policies are key components to the longevity and adaptability of the Plan. Managing growth and monitoring its impact on the transportation, servicing, parkland, and CS&F systems are important elements in the growth management strategy necessary to implement the Vision for Scarborough Centre.

Incremental growth via new development will need to be reviewed in the context of available transportation network capacity, including the SSE and DSBRT, and new and reconfigured streets as identified in the SCTMP.

Draft implementation, phasing and monitoring strategies include the following:

- Development applications will demonstrate that there is adequate transportation, servicing, parkland, and community infrastructure capacity within the broader SC area to accommodate the proposed level of intensification;
- The City will monitor development activity in SC on an on-going basis to evaluate the evolving needs of the area's population and inform the delivery of new and enhanced community services and facilities, green infrastructure, physical infrastructure, and parkland;
- The expansion of the street network into a finer grid of streets will occur incrementally with development through the direct construction and conveyance of new streets on development sites or contributions towards the acquisition of land and construction of transportation infrastructure off-site;
- Development will be sequenced to ensure appropriate infrastructure is available and a Holding ('H') provision may be placed on lands, where appropriate, for additional matters beyond those in the Official Plan;
- Phasing plans will be required with development proposals, to ensure development coincides with infrastructure improvements; and
- Temporary Use By-laws may be considered to explore new and innovative uses in buildings, vacant lands, discontinued infrastructure, or parking lots.

Development Applications

There are currently eight development applications with SC that are under review by City staff, of which the following two are under appeal at the Local Planning Appeal Tribunal (LPAT):

- 670-90 Progress Avenue (Application No's. 19 257336 ESC 24 OZ and 17 277456 ESC 38 OZ); and
- 300 Borough Drive, 1755 Brimley Road, 400 to 580 Progress Avenue, and 350 Town Centre Court (Application No. 21 206885 ESC 21 OZ).

With respect to 670-90 Progress Avenue, a fourth mediation session has been scheduled for June 21, 2023, with hearing dates set from February 26 to March 15, 2024.

A Request for Directions Report for 300 Borough Drive, 1755 Brimley Road, 400 to 580 Progress Avenue and 350 Town Centre Court will be considered at the June 27, 2023 Scarborough Community Council Meeting and a second Pre-Hearing Conference at the LPAT has been scheduled for August 22, 2023.

COMMENTS

The proposed land use, height and density policies for Scarborough Centre would result in approximately 64,000 residents and 27,000 jobs. This results in a combined density of 509 people and jobs per hectare, well above the Provincially mandated 400 people and jobs per hectare for an Urban Growth Centre.

The completion of Phase Four of the Study marks the conclusion of a detailed and thorough consultation process for SC. The findings of the Study and the recommended strategies would allow for greater density than what is currently envisioned. The draft strategies and recommendations support the creation of a complete and livable community in SC that would benefit existing and future residents, workers and visitors.

Next Steps

City Planning staff recommend that City Council request City Planning staff to invite comments on the draft Secondary Plan policies and amendments and undertake stakeholder consultation in the fourth quarters of 2023, and direct City Planning staff to bring forward the final amendments to the Scarborough Centre Secondary Plan, and to bring forward any required amendments to Schedules and Maps of the Official Plan.

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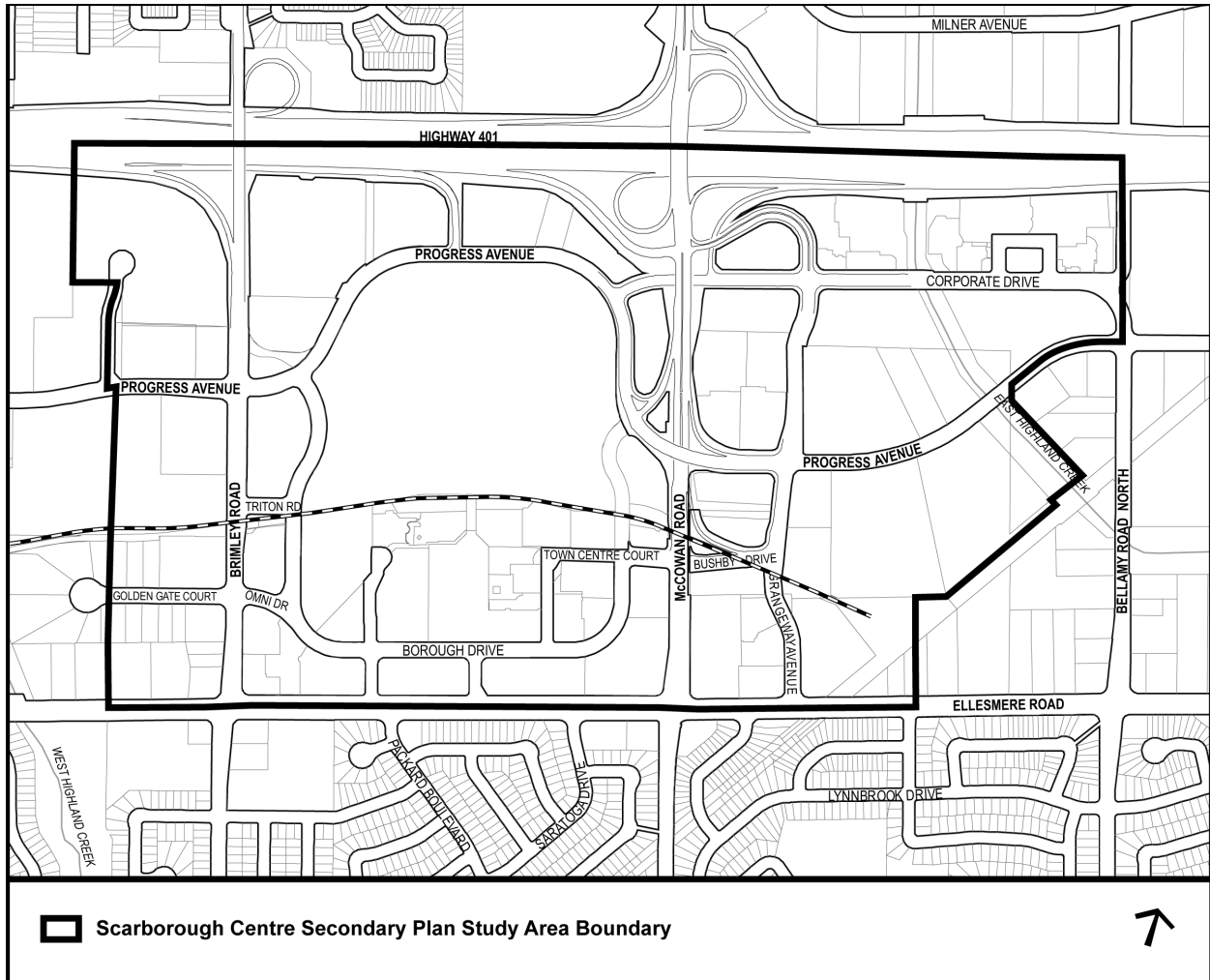
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Renrick Ashby, Acting Director
Community Planning, Scarborough District

ATTACHMENTS

Attachment 1: Scarborough Centre Secondary Plan Study Area Boundary
Attachment 2: Our Scarborough Centre Phase 4 Final Consultant's Report - Executive Summary

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(Attached to this report as a PDF)