



REPORT FOR ACTION

Scarborough Centre Secondary Plan – Final Report

Date: January 8, 2025

To: Planning and Housing Committee

From: Executive Director, Development Review and Chief Planner and Executive Director, City Planning

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

Planning Application Number: 18 103942 EPS 00 TM

SUMMARY

This report recommends that City Council adopt the Scarborough Centre Secondary Plan (Secondary Plan) and other associated amendments found in draft Official Plan Amendment 871 (OPA 871) to guide the future growth and transformation of approximately 175 hectares of lands within Wards 21 and 24. The recommended Secondary Plan replaces the 2005 Scarborough Centre Secondary Plan and provides an updated planning framework that will guide new growth anticipated with the construction of a new subway station as part of the Line 2 East Extension. It establishes policies to create connected and sustainable communities, transforming the Scarborough Centre (Plan Area) from an auto-dependent environment into a pedestrian-oriented, transit-supportive place with an enhanced public realm.

OPA 871 is the outcome of the Our Scarborough Centre Planning Study (OurSC Study), a multi-phased process launched in 2018 to comprehensively update the 2005 Secondary Plan and area planning framework. The scope of the study was intended to address updated provincial legislation, recognize the location of the new subway station, update the Vision and Planning Framework, consolidate area specific planning initiatives not previously incorporated into policy, and respond to development pressures. The study process included background analysis, research and testing of growth options and inter-divisional team collaboration. It benefitted from a thorough consultation process with 20 events in various formats and three reports to City Council providing opportunities for the public and stakeholders to engage with the process and inform the updated policy framework for the Plan Area.

The recommended Secondary Plan contained in OPA 871 breaks down the large Plan Area into distinct development districts, directing higher-density growth to strategic locations, setting out land use and built form strategies for each area. It also ensures that a complete community emerges with appropriate connections and public realm enhancements along with identifying community services policies necessary to support both existing and future needs. In addition to the recommended Secondary Plan, other key policy actions of OPA 871 include:

- Refinements to the western boundary of the Centre to clarify and strengthen the Plan Area's relationship with adjacent *Employment Areas*;
- Redesignation of select lands as *Parks and Natural Areas*;
- Introduction of new and reconfigured public streets; and
- Deletion of outdated site and area specific policies from the 2005 Scarborough Centre Secondary Plan, while retaining relevant site and area specific policies where appropriate.

OPA 871 supports the transformation of Scarborough Centre into a vibrant place to live, work, and play, while maintaining its role as a major economic hub in Toronto's east end. The recommended Secondary Plan anticipates accommodating approximately 72,000 residents and 21,000 workers over the next 30+ years. The Plan is supported by Urban Design Guidelines, providing detailed direction for development review, public realm improvements, and overall implementation.

OPA 871, including the Secondary Plan, is consistent with the Provincial Policy Statement (2024) (PPS 2024). OPA 871, including the Secondary Plan, is consistent with the general intent of the City's Official Plan.

RECOMMENDATIONS

The Executive Director, Development Review and the Chief Planner and Executive Director, City Planning recommend that:

1. City Council adopt Official Plan Amendment 871 substantially in accordance with Attachment 2 and Attachment 3 to this report.
2. City Council direct staff to use the Secondary Plan and Scarborough Centre Urban Design Guidelines found at Attachment 4 to this report in the evaluation of all current and new development applications in the Plan Area.
3. City Council direct the Chief Engineer and Executive Director, Engineering and Construction Services to instruct staff to begin the process for renaming Progress Avenue, including the required community consultation, and to report back to the Scarborough Community Council in the third quarter of 2026.
4. City Council identify the property at 200 Town Centre Court as having cultural heritage value or interest, as recommended through the Scarborough Centre Cultural Heritage Resource Assessment (CHRA).
5. City Council authorize the City Solicitor to make such stylistic and technical changes to the Official Plan Amendment 871 as may required.

FINANCIAL IMPACT

There are no financial impacts associated with this initiative in current and future years.

The Chief Financial Officer and Treasurer has reviewed this report and agrees with the financial information.

EQUITY IMPACT

The Official Plan provides a vision for the city grounded in principles that assure a successful and healthy future. A foundational principle of the Official Plan is that Toronto's future must be diverse, inclusive and equitable. Scarborough Centre is an ethnically and culturally diverse community known for its relative affordability, which the Secondary Plan aims to sustain.

Investment in the Line 2 East Extension, including a new station and bus terminal in Scarborough Centre and the Durham-Scarborough Bus Rapid Transit (DSBRT) will soon make the area one of the most transit-accessible locations in the city. OPA 871 provides an updated planning framework to guide future growth in ways that enhance quality of life for current and future residents, grounded in the area's heritage and sense of place.

OPA 871 provides for a balanced mix of residential, commercial, and employment uses that will support new local jobs. It emphasizes the delivery of affordable housing and improvements to community facilities such as child care, recreation centres, human-service agency space, and arts and cultural venues. It directs the transformation of the area into a more transit-supportive complete community, one that promotes walking, cycling, and transit use, contributing to better health outcomes.

The plan also supports expanded public parks, enhanced natural heritage areas, and improved community gathering spaces. The overarching goal is to create walkable, mixed-income communities where residents can easily access affordable housing, transportation, jobs, education, nature, and everyday amenities.

The policies of the Secondary Plan are intended to mitigate the displacement of existing businesses by encouraging the replacement of non-residential gross floor area and supporting the continuity of small-scale, locally serving businesses.

In response to community engagement, the recommended Secondary Plan requires ongoing collaboration with Indigenous communities to guide the recognition and celebration of Indigenous cultures in Scarborough Centre. This includes supporting Indigenous place-keeping and place-making initiatives that advance the City's Reconciliation Action Plan.

Through development applications and related initiatives, staff will remain committed to fostering complete and inclusive communities. Staff will also continue to involve diverse

voices in the planning process by engaging a broad and representative cross-section of the community through meaningful and accessible consultation practices.

CLIMATE IMPACT

On October 2, 2019, City Council declared a climate emergency for the purpose of "naming, framing and deepening our commitment to protecting our economy, our ecosystems and our community from climate change" (item MM10.3). City Council has adopted an ambitious strategy to reduce community-wide greenhouse gas emissions in Toronto to net zero by 2040 - 10 years earlier than initially proposed - and to be more resilient and adapt to the impacts that climate change will have on the City and its residents. City Council has also recently adopted a new vision through updates to Chapter 1 of the Official Plan which seek to achieve net zero emissions throughout the City by applying a climate change lens to all aspects of planning and becoming resilient and adaptable to the future impacts of a changing climate.

OPA 871 supports public realm and mobility improvements to enhance multi-modal connectivity and safer walking and cycling; tree canopy expansion and protection, particularly throughout the public realm; the use of green infrastructure in public projects and private development to better manage stormwater; and approaches to development that minimize energy demand, embodied carbon and greenhouse gas emissions.

Housing built in Toronto also reduces regional sprawl and transportation-driven greenhouse gas emissions and optimizes the use of existing infrastructure, which avoids carbon intensive infrastructure built elsewhere.

DECISION HISTORY AND ALIGNED INITIATIVES

There are numerous decisions related to the OurSC Study and associated policy development exercises beginning with the adoption of the Scarborough Centre Secondary Plan in December of 2005. Council decisions advance a range of initiatives from a series of implementing precinct planning frameworks to transit and transportation master planning. The OurSC Study and Secondary Plan process has benefited from three other Decisions of Council.

Summaries of these Decisions can be found in the Secondary Plan status report linked to below.

Our Scarborough Centre Secondary Plan Study - Status Report

On July 23 and 24, 2025, City Council adopted a Status Report for the proposed policies for the Scarborough Centre Secondary Plan. The purpose of the status report was to introduce the proposed policies for the Secondary Plan and to give the public additional time to review them ahead of the Statutory Public Meeting. The decision of City Council can be found here: <https://secure.toronto.ca/council/agenda-item.do?item=2025.SC24.2>

BACKGROUND

Study Purpose

The evolution of Scarborough Centre has been closely tied to transportation infrastructure. The initial wave of urbanization occurred when Ontario Highway 401 was built through the area in the 1950s, followed by the construction of Line 3 (originally known as the Scarborough RT) and an associated bus terminal in 1985. The next wave of development in the area will, in part, be triggered by the construction of the Line 2 Extension to Scarborough Centre and the associated new bus terminal.

Responding to the significant investment in the Line 2 East Extension, Scarborough District Community Planning staff, in collaboration with other City Divisions, initiated The OurSC Study to update the 2005 Secondary Plan. As outlined in greater detail below, staff conducted a comprehensive review of the existing policy framework, including the Plan boundary, street and block networks, compatible land uses, parks and open spaces, enhanced public realm, heritage, built form, multi-modal transportation options, and servicing infrastructure.

The resulting revised vision and updated policy framework are intended to guide current and future development in the Plan Area, supporting coordinated city building and the creation of a complete, transit oriented, and sustainable community.

Study Process

The OurSC Study consisted of four phases, resulting in OPA 871, the recommended Secondary Plan and Urban Design Guidelines. The study phases are summarized as follows:

- **Phase One:** synthesize previous studies and establish an updated vision, planning principles, and preliminary public realm plan (completed April 2019);
- **Phase Two:** analyse existing conditions, assess opportunities and constraints, refine the vision and guiding principles, and identify preliminary development concepts (completed October 2021);
- **Phase Three:** test and analyze development concepts, including supporting infrastructure for anticipated growth, and develop draft public realm and built form strategies (completed March 2022); and
- **Phase Four:** identify the preferred development concept and prepare draft amendments to the Official Plan, including the Secondary Plan policies and maps, as well as Urban Design Guidelines (completed March 2023).

The City's consultant team, under staff direction completed the following reports and assessments:

- A Final Study Report;
- Draft Secondary Plan and Maps;
- Urban Design Guidelines;
- Municipal Servicing Review, Final Report prepared by TYLin;

- Transportation Assessment, prepared by ARUP; and
- Community Energy & Emissions Plan, prepared by RWDI.

This material was presented to Council in 2023 as a Proposals Report and supported the policy development process. This work was foundational to the draft Secondary Plan presented to City Council after extensive community and stakeholder engagement in spring of 2025. This engagement also informed further policy refinements incorporated into the recommended Secondary Plan as part of OPA 871.

Engagement and Collaboration

The recommended Secondary Plan benefits from wide collaboration and deep engagement amongst community members, local Councillors and identified stakeholders. Study materials were posted online at a [dedicated website](#), and engagement events took a variety of forms and formats. A detailed summary of each event was posted on the study website and generally summarized as follows.

City Divisions

The OurSC Planning Study team was supported by a collaborative, inter-divisional team of City staff who contributed to the development of the Secondary Plan through research, analysis, and continuous dialogue throughout the study. Divisional staff included: City Planning, Development Review, Transportation Services, Engineering and Construction Services, Parks and Recreation, Economic Development, and Environment, Climate and Forestry.

Technical Advisory Committee

A Technical Advisory Committee (TAC) was established for the Study, and included various stakeholders and agencies: the Ministry of Transportation, Metrolinx, Toronto Transit Commission, Toronto Lands Corporation, Create Toronto, Toronto District School Board, Toronto Catholic District School Board, Toronto Parking Authority, Toronto Public Library, Toronto Police Services, Toronto Hydro, the Toronto and Region Conservation Authority and Infrastructure Ontario. The City Divisions noted above were also represented in the TAC. The Study team presented key findings for Phases One, Three and Four of the study to the TAC for their comments and feedback. Responses received have been used to refine the recommended Secondary Plan, OPA 871 and Urban Design Guidelines.

Design Review Panel

The Design Review Panel (DRP) is an advisory body of design professionals who provide independent and objective advise to city staff on studies and development applications. The Study team presented and consulted with the DRP during Phases One, Two and Four of the Study to gather feedback.

The DRPs feedback helped staff to:

- Refine the Secondary Plan's vision and guiding principles;

- Define the public realm, including the Green Loops, street network, mid-block connections, park spaces and a connected natural green system;
- Develop built form strategies;
- Develop a height distribution strategy; and
- Integrate sustainability policies throughout the Plan Area.

Community and Stakeholder Engagement

A comprehensive consultation process was conducted throughout all four phases of the Study, engaging stakeholders and the community through multiple methods:

- Six Community Consultation Meetings, both virtual and in person;
- Three Online Surveys;
- Four Landowners and Business Owners Meetings;
- Two Local Advisory Committee (LAC) meetings;
- Two interactive events - one focused on youth engagement and another inviting participants to share photographs reimagining Scarborough Centre; and
- Two pop-ups to get feedback on emerging built form, height and retail strategies.

Staff also corresponded with First Nations and the Métis Nation through all phases of the Study. The purpose of the consultation was to invite direct engagement on the Study. Representatives of the Wendat Nation attended the first LAC meeting. OPA 871 requires continued engagement with Indigenous communities to inform the recognition and celebration of Indigenous cultures in Scarborough Centre.

In April 2025, City staff conducted a final round of consultation on the draft Secondary Plan policies which were made available on the study webpage in advance. This included three in-person Open Houses - one for landowners and business owners, and two for residents and stakeholders - and targeted stakeholder meetings. Each Open House featured display panels and a presentation by Community Planning highlighting the draft Plan centred on process, structure, land use, public realm, built form and mobility.

The main issues raised during the engagement process included:

- Ensuring consistency with existing development approvals and incorporating existing policy exceptions into the proposed planning framework;
- Clarifying the relationship between Secondary Plan and existing *Employment Areas* along the western boundary, including employment uses within the Plan Area;
- Establishing an appropriate boundary with policies to protect long-standing employment uses;
- Determining non-residential gross floor area replacement and housing policies, including the mix of unit types and sizes, in alignment with City Council direction;
- Refining built form and public realm policies, particularly the use of specific metrics;
- Securing walkability and weather protection between the new Scarborough Centre subway station and Scarborough Town Centre Mall;
- Incorporating feedback to creating a complete community for all ages, including retirement homes, schools, and community gardens; and

- Addressing servicing and infrastructure concerns and establishing appropriate implementation mechanisms.

The initial draft policies for the Secondary Plan were made available on the Study webpage and through Scarborough Community Council Item [SC24.2](#), providing the public with additional opportunity to review. Updated draft policies that form part of OPA 871 were made available on the Study webpage ahead of the Statutory Public Meeting.

Development Applications in the Scarborough Centre Secondary Plan Study Area

The Plan Area has significant proposed, approved, and under-construction redevelopment activity. Refer to Attachment 5 - Development Application Activity for a list of development applications.

LEGISLATIVE AND POLICY CONSIDERATIONS

Section 2 of the Planning Act

The *Planning Act* governs land use planning in Ontario and sets out the means by which a municipality must implement land use planning decisions. Section 2 of the *Planning Act* requires that municipalities, when carrying out their responsibility under this Act shall have regard to matters of provincial interest related to, amongst other issues protection of ecological systems, orderly development of safe and healthy communities, adequate provision of a full range of housing and employment opportunities.

These matters of provincial interest are particularly relevant to this Secondary Plan and are discussed throughout this report, including relevant sections of the PPS 2024 and the City's Official Plan.

Provincial Land Use Policies: Provincial Planning Statement 2024

The PPS 2024 provides province-wide policy direction on land use planning and development. The PPS 2024 sets the policy foundation for regulating the development and use of land province-wide, helping achieve the provincial goal of meeting the needs of a fast-growing province while enhancing the quality of life for all Ontarians.

The relevant policies of the PPS 2024 to OPA 871 include:

- Supporting the achievement of complete communities by accommodating an appropriate range and mix of land uses, housing options, transportation options with multimodal access, employment, public service facilities and other institutional uses, recreation, parks and open space, and other uses to meet long-term needs;
- Promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and supports the use of active transportation;
- Permitting development and intensification in strategic growth areas to support the achievement of complete communities and a compact built form;

- Promoting development and intensification within major transit station areas by planning for land uses and built form that support the achievement of minimum density targets;
- Planning and designing major transit station areas to be transit-supportive and to achieve multimodal access to stations and connections to nearby major trip generators by providing connections to local and regional transit services to support transit service integration, infrastructure that accommodates a range of mobility needs and supports active transportation, including sidewalks, bicycle lanes and secure bicycle parking;
- Promoting economic development and competitiveness by supporting an appropriate mix and range of employment, institutional, and broader mixed uses to support long-term needs;
- Conserving protected heritage properties and proactively developing strategies for conserving significant built heritage resources and cultural heritage landscapes;
- Promoting green infrastructure, low-impact development, and active transportation;
- Protecting the natural environment and improving air quality;
- Planning for water, sewer and stormwater servicing to accommodate forecasted growth and optimize existing infrastructure systems; and
- Planning public streets, spaces, and facilities to be safe, accessible, and supportive of walking, social interaction, and community connectivity.

Major Transit Station Areas (MTSAs)

Major Transit Station Areas (MTSAs) are defined in the Provincial Planning Statement, 2024 (PPS) as areas within an approximately 500-800 meter radius of a transit station and prescribes a minimum density target based on transit technology which must be achieved within a delineated boundary. There are over 140 MTSAs within the City of Toronto.

Protected Major Transit Station Areas (PMTSAs) are a subset of the 140+ MTSAs, provided the delineation is in accordance with Section 16(15) of the *Planning Act*. The introduction of PMTSAs is part of the Official Plan's equity lens that prioritizes the delineation of PMTSAs to enable the implementation of [Inclusionary Zoning](#) as an affordable housing tool.

Through OurPlan Toronto, the City's Official Plan review, the City established minimum density targets for the Scarborough Centre PMTSA based on existing Council-approved development frameworks.

The delineated boundary of the Scarborough Centre PMTSA and minimum densities expressed in FSIs meets the minimum target of 200 residents and jobs per hectare for those served by Scarborough Centre Station. These policies formed part of OPA 570 adopted by City Council and forwarded to the Minister of Municipal Affairs and Housing for approval.

The Minister's Decisions on August 15, 2025 brought into force and effect many of the Council-delineated MTSAs and PMTSAs across the City. However, the Minister withheld issuing a Decision on eight PMTSAs and four MTSAs including Scarborough

Centre PMTSA and as such, the boundaries and associated policies are not yet in force.

Ontario Heritage Act

The *Ontario Heritage Act* (OHA) is the key provincial legislation for the conservation of cultural heritage resources in Ontario. It regulates, among other things, how municipal councils can identify and protect heritage resources, including archaeology, within municipal boundaries. This is largely achieved through listing on the City's Heritage Register, designation of individual properties under Part IV of the OHA, or designation of districts under Part V of the OHA.

Ontario Regulation 9/06 sets out the criteria for evaluating properties to be designated under Part IV, Section 29 of the OHA. The criteria are based on an evaluation of design/physical value, historical and associative value and contextual value.

The conservation of cultural heritage resources is an integral component of good planning, contributing to a sense of place, economic prosperity, and healthy and equitable communities.

Official Plan

The Toronto Official Plan manages the city's physical, social and economic growth towards a vision to 30 years in the future. The vision in Chapter One of the Official Plan is guided by four goals, including being a city of complete communities, a sustainable and resilient city, the most inclusive city in the world, and a city that contributes to a just future for Indigenous Peoples.

Chapter Two sets out the growth management strategy to guide reurbanization and direct job and population growth to certain "growth" areas shown on Map 2, Urban Structure, including Centres. The Official Plan also sets out a policy framework that ensures the City will meet its population and employment targets by directing growth and change to the City's priority growth areas while protecting the City's stable areas.

Through these goals, the Official Plan seeks to address some of the city's key priorities: advancing reconciliation, adapting to climate change, sustaining housing affordability, and resolving inequities throughout the city.

The lands within the Plan Area are designated Mixed Use Areas, Parks and Natural Areas on Maps 19, 20, 22 and 23 - Land Use Plan. Map 2 - Urban Structure identifies the Plan Area as a Centre.

McCowan Road within the Plan Area and Ellesmere Road east of McCowan Road are identified as Transit Corridors on Map 4 - Higher Order Transit Corridors, as well as Transit Priority Segments on Map 5 - Surface Transit Priority Network.

The Official Plan can be found here: [Official Plan – City of Toronto](#)

OUR SCARBOROUGH CENTRE SECONDARY PLAN - COMMENTS

Legislation and Policy Framework Overview

The recommended Secondary Plan has regard to the relevant matters of provincial interest under the *Planning Act* and is consistent with the PPS 2024. The vision of the Secondary Plan and other amendments in OPA 871 reinforce the goals and principles of the Official Plan.

The Secondary Plan's planning framework prioritizes complete communities and compact built form designs that are transit-supportive and make efficient use of land and infrastructure. The recommended land use changes in the Secondary Plan contribute to the minimum population and employment forecasts provided for in the PPS.

The Secondary Plan is generally located within Scarborough Centre PMTSA adopted by City Council (OPA 570). The Secondary Plan sets out a policy framework that would result in a combined people/jobs per hectare that would exceed the minimum densities contemplated in OPA 570 and would support provincial and municipal objectives to have people and jobs within walking distance of transit stations. OPA 871 provides for appropriate built form and public realm improvements that supports existing and future residents and workers.

The OurSC Study has been informed by a Cultural Heritage Assessment (CHRA) which documented the area's history, and identified properties with potential cultural heritage value.

A Comprehensive Vision of Scarborough Centre

Both provincial and municipal planning frameworks provide for the identification of locations for intensification and redevelopment that can accommodate a significant supply of housing options. Making more efficient use of lands and coordinating land use and transportation planning will optimize public investment in the transit expansion under construction.

Section 5.2.1 of the Official Plan sets out the City-building objectives for Secondary Plan areas, aiming to stimulate and guide development of highly functional and attractive communities. City Council determined that a Secondary Plan is necessary to guide future development in this area, ensuring alignment with provincial and municipal policy objectives. The Secondary Plan Area contains large areas of underutilized land that would benefit from comprehensive planning pursuant to Policy 5.2.1.2 to enable suitable development or redevelopment. It is the focus of major public investment through the subway system expansion, and development is anticipated at a scale, intensity and character which necessitates reconsideration or reconfiguration of local streets, block plans, public works, open space and other public services/facilities. Additionally, the area has been identified by Council for growth as a delineated PMTSA.

The Plan Area is defined by its large land parcels, includes a regional mall, municipal and federal government services, and a wide range of recreational, educational and

community services. It is uniquely situated along Highway 401 as part of an established employment corridor and contains two major natural heritage features: East Highland Creek and Frank Faubert Woodlot.

With the public investment in the Line 2 East Extension, the Plan Area is expected to attract significant development interest and evolve to accommodate growth in both population and employment. To support the intensification, the Secondary Plan identifies transportation infrastructure improvements, a network of parks, and public service facilities required to support the Plan Area's capacity in a coordinated manner over time. The overarching vision of this comprehensive planning framework is to create complete, connected, and prosperous communities by enabling a diverse mix of uses that provide equitable access to the daily necessities of life for people of all ages and abilities.

The recommended Secondary Plan supports a transit-oriented environment, will increase transit ridership, and optimize the public investment in transit infrastructure. Intensification is distributed hierarchically, with the greatest intensity and mix of uses focused around the subway station and Height Peak Areas, while maintaining transitions between Districts and achieving key public realm and built form objectives to create a complete and liveable community with areas of distinctive character.

The recommended Secondary Plan promotes the desired building types and forms to create highly functional, attractive and complete communities, with distinctive areas of character. As growth occurs, essential infrastructure, such as community service facilities, parkland, green infrastructure, and other physical infrastructure will be secured to support the health and well-being of residents, workers, and visitors.

Integrating Growth Management, Public Realm and Infrastructure

The policies of the recommended Secondary Plan were informed by the OurSC Study Final Report and prepared in consultation with City divisions and agencies. The OurSC Study also built upon multiple major implementation planning initiatives related to transportation, public realm and precinct planning undertaken since Council's adoption of the 2005 Secondary Plan. The recommended Secondary Plan benefits from comments received by residents, stakeholder groups, landowners, and business owners.

The proposed planning framework, incorporating current development applications in the development pipeline, would collectively achieve a forecasted estimated population projection of 72,347 people and an estimated employment projection of 20,166 jobs with a planning horizon to 2051 and beyond. The integrated consultant team, in close coordination with City Divisions, ensured that all facets of city building were addressed to ensure a complete community would emerge that will support this anticipated growth.

For example, development of a robust public realm strategy, including the identification of parks, open spaces, Green Loops, and opportunities to expand *Natural Areas*, was a key factor in determining the appropriate level of intensification that the Plan Area can support. Similarly, the existing network of public service facilities was evaluated to identify what new community facilities, expansions, or improvements will be required to

meet the needs of future residents. This assessment also considered where such facilities would provide the greatest benefit to both existing and new populations, based on current service delivery models.

The Scarborough Centre Transportation Master Plan (SCTMP) was reviewed and evaluated through the consultant's work to identify opportunities for refinement. The transportation investments needed to support the anticipated levels of growth and to ensure the Plan Area is served by an efficient, safe, and well-balanced network for all users and modes are outlined in OPA 871. Implementation of the road network and cycling infrastructure will occur through the development review process and/or through capital infrastructure projects.

Servicing infrastructure was analyzed through the consultant's work with ongoing input from Toronto Water throughout the study process, incorporating population and employment forecasts and anticipated intensification outlined in the recommended Secondary Plan. On a site by site basis, capacity analysis will need to be undertaken, to the satisfaction of the City, and appropriate upgrades will be secured to address servicing needs through the development review process. Investments that are required to service a proposed development, and do not fall into Toronto Water's capital program, will be implemented and fully funded by the developer. The developer may enter into a front-end agreement with other developers benefiting from any proposed upgrades for such projects.

Official Plan Amendment 871

OPA 871 is primarily composed of the recommended Scarborough Centre Secondary Plan summarized below. However, as part of implementing the results of the study, a series of other amendments to other Maps and Schedules of the Official Plan are required to be read together with the recommended Secondary Plan to complete the comprehensive planning framework for the area. The following summarizes the changes to the Official Plan included in OPA 871:

- Amend Map 2 - Urban Structure to reflect the modified Secondary Plan boundary;
- Amend Map 7A - Identified Views from the Public Realm, specifically view A.23;
- Amend the land use designations for certain lands on Land Use Plan Maps 19, 20, 22 and 23;
- Amend Map 35, Secondary Plan Key Map to reflect the modified Secondary Plan boundary;
- Identify seven public streets as amendments to Schedule 1 of the Official Plan;
- Identify two public streets with modified right-of-way widths as amendments to Schedule 1 of the Official Plan;
- Identify 18 new public streets, including extensions to existing public streets, as amendments to Schedule 2 of the Official Plan; and
- Identify revised wording for view A.23 as an amendment to Schedule 4 of the Official Plan.

Scarborough Centre Secondary Plan: Summary and Overview

The Secondary Plan is organized into 15 sections as a comprehensive planning framework, as described in this report.

1. Interpretation

This section provides clarification regarding the policies and the contextual background to support a fuller understanding of the intent of the policies. This section also reinforces that all policies in the Secondary Plan must be read together, in conjunction with the Official Plan, to ensure they are properly interpreted and applied.

2. Context

This section outlines the contemporary context of Scarborough Centre as major mixed-use hub and the eastern gateway to the city. It highlights its importance as an established employment corridor and a key destination for surrounding communities. Recognizing its function as a key transit node with strong local and regional connections, the new recommended Plan replaces the 2005 Secondary Plan and establishes a framework to guide growth, leveraging the Line 2 East Extension, and supporting the transformation of the area from an auto-oriented district into a vibrant, transit-focused urban community.

The Secondary Plan's vision is implemented through the structure plan, which establishes the framework for a multi-functional, welcoming, and resilient public realm. This framework is supported by an expanded network of green streets and mid-block connections that facilitate movement and strengthen connections between parks, open spaces, natural heritage areas, schools, and community services. The public realm emphasizes sustainability and resilience through expanded *Parks* and *Natural Areas*, enhanced tree planting, dedicated cycling infrastructure, soft-landscaped boulevards, and generous setbacks shaped by the creation of three Green Loops.

These public realm initiatives form the foundation for accommodating more residents and jobs close to transit, while prioritizing walkable, vibrant public spaces within and between Districts.

The Plan Area has one planned subway station and bus terminal, one existing bus terminal, and a planned network of new cycling infrastructure. OPA 871 also proposes 18 new streets, mid-block connections, multi-use trails, and bikeways that promote universal accessibility and support multi-modal choices regardless of age, ability, or income. This enhanced transportation network encourages sustainable, active transportation and supports the transition to a healthier, less auto-dependent environment. It accommodates current and future mobility needs while strategically aligning growth with transit infrastructure.

3. Vision and Guiding Principles

The Vision of the recommended Secondary Plan is to transform the Plan Area into a complete, livable, connected, prosperous, sustainable, transit-oriented, and inclusive mixed-use community.

The Secondary Plan supports this Vision by enabling a diverse mix of uses that provide equitable access to the daily necessities of life for people of all ages and abilities. This includes an appropriate mix of jobs, a full range of housing options, multiple mobility choices, access to public facilities, parks and open spaces, nearby employment opportunities, services, and higher order transit. Eight guiding principles inform the Vision:

1. Create Distinct Districts with a Varied Built Form;
2. Create a Vibrant and Exciting Place;
3. Create a Complete Community with a Diverse Mix of Activities;
4. Create Quality Parks and Open Spaces;
5. Create a Connected Community;
6. Build a Sustainable and Resilient Community;
7. Create an Inclusive Community; and
8. Create a Prosperous Community.

4. Area Structure

The Secondary Plan is guided by a Structure Plan that identifies the key public realm elements to be built, upgraded, or protected in order to improve the appearance, functionality, and overall mobility within the Plan Area. The Structure Plan forms the foundation of the Secondary Plan's planning framework, organizing future development and ensuring that public realm objectives are consistently achieved.

The Secondary Plan is further organized by six (6) distinct Districts, each reflecting existing local conditions and establishes tailored policy directions for land use, public realm, and built form. The six Districts are:

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

Together, the Structure Plan and District specific policies ensure that the Plan Area develops in a manner consistent with the Vision and Guiding Principles.

5. Land Use and Economy

The majority of lands within the Plan Area are designated *Mixed Use Areas*, supporting the Vision and the Secondary Plan provides additional guidance on existing land use designations.

While significant residential growth is anticipated, the Secondary Plan also supports the long-term preservation, viability, and expansion of existing businesses within the Plan Area. The land use policies serve as an economic strategy, aimed at attracting new investment and retaining existing businesses with the Plan Area (particularly in proximity to the Scarborough Centre Transit Station) and ensuring compatibility

between emerging mixed use communities and existing employment uses both within and beyond the Secondary Plan boundaries.

OPA 871 and the recommended Secondary Plan reflect important adjustments to the existing Scarborough Centre boundaries and land use framework to guide appropriate intensification and support the creation of a complete community. It redesignates lands associated with seven (7) new parks from *Mixed Use Areas* to *Parks* and lands associated with two (2) new natural areas from *Mixed Use Areas* to *Natural Areas*.

The *Centres* overlay was removed from 1680 Brimley Road and a portion of 333 Progress Avenue, and these lands were removed from the Secondary Plan. The portion of 333 Progress Avenue removed from the Secondary Plan is recommended to be redesignated from *Mixed Use Areas* to *Core Employment Areas*. This is accompanied by a series of detailed compatibility and mitigation policies to clarify and strengthen the Plan Area's relationship with *Employment Areas*. While other *Centres* across the City are surrounded by low scale residential land uses, Scarborough Centre sits within a major employment corridor along Highway 401. The above noted compatibility policies ensure that the emerging mixed use communities within the Plan Area properly complement the adjacent *Employment Areas* allowing the significant employment base (currently over 26,000 jobs) to continue to thrive and grow.

Non-residential development is encouraged through several policies. These include requiring active commercial uses at-grade in specific locations, encouraging major office development primarily on lands designated *Mixed Use Areas* within the McCowan District, with most non-residential space concentrated near the Scarborough Centre Transit Station, and encouraging redevelopment that replaces and/or provides a net gain of non-residential gross floor area.

6. Public Realm

The public realm is the key organizing element of the Plan Area and is essential for fostering a complete, equitable, connected, and climate-resilient community.

The public realm policies provide guidance for developing an interconnected network of spaces accessible to all users. New development in Scarborough Centre will build upon and enhance the existing streets, parks, open spaces, and natural areas, while creating a vibrant pedestrian and cycling friendly public realm to support a growing residential and employment population. New streets are expected to deliver high quality streetscapes and existing streets reconfigured to balance vehicle movement with safe pedestrian and cycling facilities for all ages and abilities, along with enhanced streetscape amenities. An important public realm initiative will be to create Green Loops, streets and corridors that prioritize placemaking and are primary organizing elements to connect new or existing parks and open space with Natural Areas.

Crucial to the public realm strategy will be ensuring existing centerpieces of the public realm are enhanced. Albert Campbell Square is the primary urban gathering place in Scarborough Centre, a 1.4-hectare multipurpose space that will continue to serve as the center for key events, activities and public life in the Civic District and its surroundings. As the Centre becomes home to more people, so to will the Square become an

important part of their day-to-day life. Similarly, the existing Natural Heritage areas (East Highland Creek and Frank Faubert Woodlot) are important public realm features that will benefit from improved connections and wayfinding with policies related to these features interwoven throughout the recommended Plan.

Further guidance on public realm policies is provided in Attachment 4: Scarborough Centre Urban Design Guidelines.

7. Built Form

To achieve the long-term vision for the Plan Area, the built form policies are organized around several key objectives to deliver high-quality transit-oriented development and create fine-grained development blocks for larger sites. The policies promote diversity in block layouts and building types to define and protect the comfort and function of the public realm.

Tall buildings will continue to play a prominent part of Scarborough Centre, helping to define its identity as a *Centre*. Other building typologies, such as midrise buildings, will be required on larger sites capable of accommodating multiple development blocks with new streets. The highest building heights and intensity will be concentrated within three Height Peak Areas, with lower building heights between them to create a varied and dynamic skyline for Scarborough Centre.

High quality design will be emphasized throughout the Plan Area, with particular attention along Brimley and McCowan Roads, reflecting their role as key gateways into Scarborough Centre. Other direction is provided to limit impact on important public realm features through policies on height, tower separation and building setbacks. Further guidance on the built form policies is provided in Attachment 4: Scarborough Centre Urban Design Guidelines.

8. Mobility

The recommended mobility policies support a major transformation in how people move to, from, and within Scarborough Centre. The Plan aims to reduce car reliance, support climate resilience, and enable sustainable, accessible intensification by emphasizing transit integration, a more connected street network, and high-quality pedestrian and cycling infrastructure.

In 2018, City Council adopted the Scarborough Centre Transportation Master Plan (SCTMP), which established a long-term vision for mobility in the Plan Area and outlined key structural changes to support growth. These include the realignment of Progress Avenue and the extension of Bushby Drive, both of which are incorporated into the new street network to improve access and unlock future development parcels.

The Secondary Plan integrates the recommendations of the SCTMP and its addendum, building on a robust policy framework that prioritizes complete, connected, and sustainable transportation networks. The Plan also aligns with Metrolinx's 2041 Regional Transportation Plan, which identifies Scarborough Centre as a key Mobility

Hub within the regional network where high-capacity transit and multi-modal infrastructure intersect to support economic and population growth.

Improvements to the mobility network will be implemented incrementally and monitored over time to ensure they continue to meet the needs of a growing and evolving community. The recommended Secondary Plan advances a fine grain street network, which assists in creating appropriately scaled built form with a vibrant public realm, and also helps balance transportation options by creating a context that can be navigated through active transportation, particularly near the new subway station. OPA 871 also provides direction to explore city building opportunities along the former Scarborough Rapid Transit Line 3 (SRT) and encourages a connected corridor where feasible, in alignment with the ongoing work directed by City Council.

9. Sustainability

The Secondary Plan policies direct that development incorporate sustainability principles and climate-resilient design to support a community capable of addressing the impacts of climate change. At a broad level, the creation of transit-oriented, mixed use communities, with new parks and open spaces, and a well connected public realm, will foster an environment that encourages walking and cycling for local trips and transit use for longer distance travel.

In addition to encouraging design strategies that emphasize sustainability, development will be encouraged to incorporate low-carbon and renewable thermal energy technologies, including geo-exchange and solar thermal systems, heat recovery and on-site renewable energy and electricity to further reduce greenhouse gas emissions.

The Secondary Plan recognizes the role an enhanced public realm plays in supporting a sustainable and climate resilient community. Policies direct that new and/or realigned streets be designed to integrate green infrastructure, including low impact development measures for stormwater management and tree planting to strengthen the environmental performance of the public realm.

Frank Faubert Woodlot and East Highland Creek are important community destinations and natural heritage assets within the Plan Area. The Secondary Plan supports the protection of the natural heritage system and its associated ecological functions, while recognizing the important role of recreation and access to these community destinations. Policies encourage protection and expansion of these spaces, as well as natural linkages between other green spaces and the natural heritage system within the Plan Area while promoting additional habitat and biodiversity in the public realm.

10. Housing

New residential development in the Plan Area will contribute to a complete and inclusive community by providing a diverse range of housing opportunities. The housing policies in the Secondary Plan complement the housing policies in Section 3.2.1 of the Official Plan, requiring a range of housing to be provided in terms of tenure, unit types, sizes, and levels of affordability. Policies provide for any development more than 80 new units will be required to have a minimum percentage of two or more bedroom units to meeting

Council objectives for larger units suitable for larger households. Existing site and area specific policies that provide for affordable units are included within the recommended Secondary Plan creating the potential to deliver 1,252 new affordable units.

Scarborough Centre is a Council adopted PMTSA and located within an Inclusionary Zoning market area, meaning a framework will be in place for the application of Inclusionary Zoning once the Minister approves the PMTSA.

11. Community Services and Facilities

The Community Services and Facilities (CSF) policies of the Secondary Plan recognize the role that facilities such as recreation centers, child care, libraries, schools, and human service agencies play in building communities, contributing to the quality of life as neighbourhood focal points where people gather, learn, socialize and access essential services. CSF are a critical component of complete and liveable communities.

The Secondary Plan identifies priorities and conceptual locations for new or improved CSF facilities in Scarborough Centre, including:

- New, expanded, or revitalized space for non-profit community-based organizations eligible for the City's Community Space Tenancy Policy;
- Expansion and improvement of community recreation centers serving the Plan Area;
- Development of new non-profit childcare centres, located near the Scarborough Centre transit station and within future elementary schools; and
- New public schools in the Plan Area, as identified in OPA 871 on Map 5-2 Structure Plan.

Additionally, the policies direct that development on parcels with existing on-site City-owned or leased CSF replace the total gross floor area of the community service facility on-site, with flexibility for such facilities to be provided at an alternate location at the City's discretion.

12. Servicing

The servicing policies in the Secondary Plan are informed, in part, by the Municipal Servicing Review (MSR) conducted for the Study. The MSR will be utilized in part as a resource to assist in the review of development applications within the Plan Area. Developers will be required to prepare servicing plans and reports based on the MSR, the Basement Protection Program Municipal Class EA, applicable City standards and guidelines, and the most current conditions.

New development will not exceed the capacity of municipal servicing infrastructure. Where infrastructure capacity is insufficient to support proposed and planned growth, upgrades and improvements will be required to ensure adequate servicing is provided to the satisfaction of the City before development can proceed.

Stormwater management reports will be required on a per application basis to identify how stormwater is being managed within the Plan Area in accordance with the City's

Development blocks shall be overcompensated to the greatest extent possible to address the requirements for water balance and quantity control for public roads, parks, and City lands to the City's satisfaction.

13. Community Benefits

As the Plan Area grows, there is increasing need for new and expanded public facilities and public realm improvements to support a high quality of life. The Community Benefits Charge (CBC) is an important tool, in combination with other funding sources, to help the City meet these needs and create complete communities, where parks, libraries, child care, community and cultural spaces, affordable housing options, and a welcoming public realm are available and accessible to all.

The policies in the Secondary Plan regarding community benefits are to be read in the context of the *Planning Act* and any associated legislation. City staff may suggest the provision of in-kind community benefits if there is a clear community need in the area of a proposed development to support the creation of a complete and inclusive community.

14. Implementation

The Secondary Plan policies represent the long-term vision for the Plan Area, which is expected to develop incrementally over the coming decades. Implementation, phasing, and monitoring policies are critical to ensuring the Plan's longevity and adaptability, and to making certain that growth does not outpace the provision of municipal infrastructure, facilities, and amenities needed to support intensification. This ensures development will be properly sequenced and does not outpace available infrastructure.

To meet provincial and municipal interests in ensuring orderly development, applications must demonstrate that adequate transportation, servicing, and community infrastructure capacity exists within the broader Scarborough Centre area to support the proposed level of intensification. The City will monitor development on an ongoing basis to assess the evolving needs of the area's population and inform the delivery of new or enhanced community services and facilities.

The expansion of the street network into a finer grid of streets will occur incrementally with development. This will take place either through the direct construction and conveyance of new streets on development sites or through contributions towards the acquisition of land and the construction of transportation or transit infrastructure off-site. Development will also be sequenced to ensure that appropriate infrastructure, including municipal servicing infrastructure is available to support growth.

The recommended Secondary Plan provides that a Holding Provision (H) may be placed on lands, where appropriate, to address matters beyond those identified in the Official Plan. These may include flood protection, the construction of or securing of community facilities, the protection of public health and safety, and land use compatibility. The policies further provide opportunities for landowners to enter into

agreements that outline their responsibilities related to the coordination, provision, financing, cost-sharing, front-ending and/or phasing of required infrastructure.

15. Site and Area Specific Policies

The Secondary Plan removes certain site and area specific policies from the 2005 Scarborough Centre Secondary Plan that are no longer necessary for reasons including: the lands are already developed in accordance with the SASP, the SASP policies are captured in the Secondary Plan, or the SASP policies are outdated and no longer required. The Secondary Plan retains, modifies and/or incorporates other SASPs where appropriate.

Scarborough Centre Urban Design Guidelines

The Scarborough Centre Urban Design Guidelines (UDGs) provide guidance for creating high-quality, appropriately scaled development alongside a cohesive, green, and vibrant public realm, supporting the Vision and Guiding Principles of the Plan Area. Developed as a direct outcome of the Scarborough Centre Secondary Plan Study, the UDGs serve as an accompanying document to implement both the Official Plan and the Secondary Plan as contemplated by Policies 5.2.1.4 e) and 5.3.2.1 of the Official Plan.

The UDGs build on existing City-wide standards to ensure consistency, while also providing additional guidance tailored to local conditions and the unique character of the Plan Area and Districts, helping to strengthen its sense of place. All current and future development applications in the Plan Area will continue to be evaluated against applicable City-wide guidelines.

Cultural Heritage Resources

The Study included a Cultural Heritage Resource Assessment (CHRA) led by Heritage Planning Staff to enhance an understanding of the area's historical development, identify cultural heritage resources, and to inform Secondary Plan policies. As part of the CHRA, a [Historic Context Statement](#) was prepared to provide context on the development history of the area.

Building on the Historic Context Statement and community engagement, Heritage Planning staff completed a heritage survey of the Study Area and identified the properties at 200 Town Centre Court and 100 Borough Drive as having potential for inclusion on the Heritage Register. The property at 100 Borough Drive was subsequently included on the Heritage Register as a listed (non-designated) property in December 2023. The CHRA also identified the Frank Faubert Woodlot and infrastructure associated with the former Scarborough Rapid Transit corridor as requiring further study.

This report recommends that Council identify the property at 200 Town Centre Court as having cultural heritage value. Doing so would allow staff to require a Cultural Heritage Evaluation Report as part of a complete application for an Official Plan Amendment, Zoning By-law Amendment, or Plan of Subdivision in the future.

CONCLUSION

The adoption of the recommendations of this report and enactment of OPA 871 represent an important milestone in the evolution of Scarborough Centre. The Centre has always been at the heart of an established employment corridor along Highway 401 and has experienced several periods of growth, most notably in 1985 with the opening of the Scarborough Rapid Transit Line 3 (SRT). With the significant investment in the Scarborough Subway Extension, which is expected to be a catalyst for new growth, a new planning framework is needed to provide a vision for the next evolution of Scarborough Centre.

The recommended Secondary Plan replaces the 2005 Secondary Plan. It promotes the desired type and form of physical development, public realm enhancements, and multi-modal transportation options needed to transform the area away from auto-dependence into complete, livable, connected, prosperous, and sustainable transit-supportive communities.

Public realm initiatives are central to the Plan, supporting increased population and employment near transit while prioritizing walkable, vibrant, and welcoming public spaces. These spaces create opportunities for recreation, economic activity, and social interaction, strengthening community identity and fostering a shared sense of place.

The Secondary Plan reflects over five years of comprehensive, multi-disciplinary study, extensive community consultation, and a shared vision for the Plan Area. Adoption of the Secondary Plan advances Provincial policy direction for transit-supportive communities and aligns with Official Plan policies that support resilient, well-designed neighbourhoods that support daily activity, business growth, and accessible amenities and services.

OPA 871 is consistent with the PPS (2024), and maintains the intent and purpose of, and conforms to, the City's Official Plan. City staff recommend the adoption of OPA 871.

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SIGNATURE

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ATTACHMENTS

City of Toronto Information/Drawings

Attachment 1: Secondary Plan Area Boundary

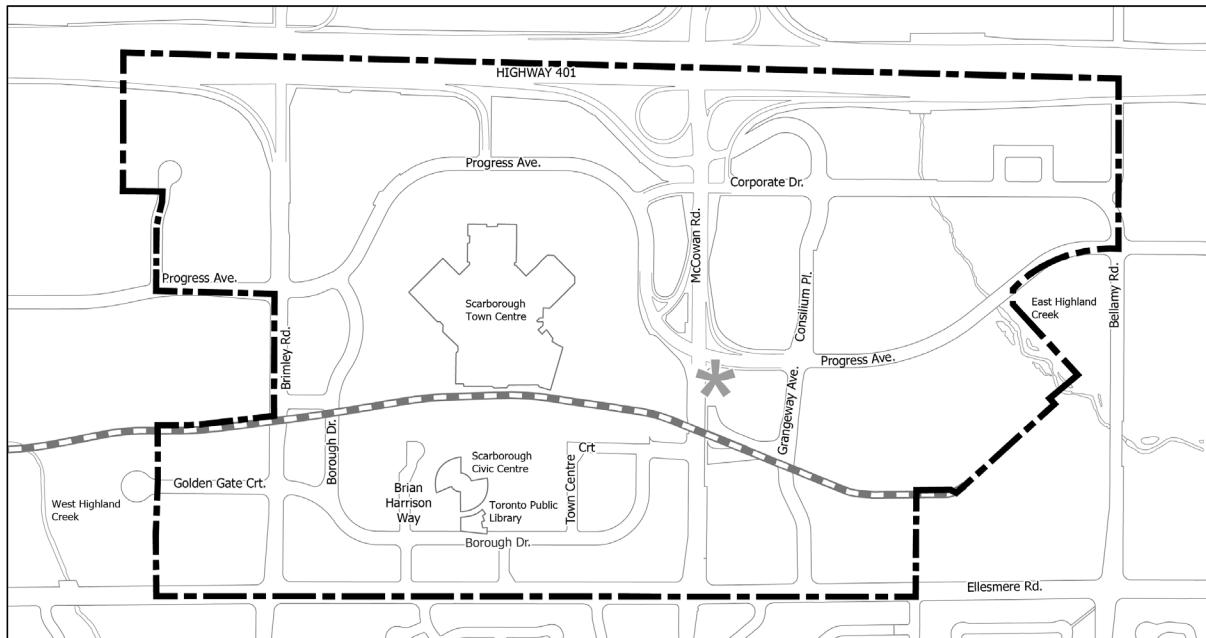
Attachment 2: Draft Official Plan Amendment 871

Attachment 3: Appendix 1 to Draft Official Plan Amendment 871

Attachment 4: Scarborough Centre Urban Design Guidelines

Attachment 5: Development Application Activity (status as of December 2025)

Attachment 1: Secondary Plan Area Boundary



Scarborough Centre Secondary Plan
Map 5-1 Secondary Plan Area Boundary

Draft map

-  Secondary Plan Boundary
-  Existing Streets
-  Scarborough Rapid Transit Infrastructure
-  SC Transit Station



Not to Scale

Date Exported: 09/24/2025

Attachment 2: Draft Official Plan Amendment 871

(Attached separately as a PDF)

Attachment 3: Appendix 1 to Draft Official Plan Amendment 871

(Attached separately as a PDF)

Attachment 4: Scarborough Centre Urban Design Guidelines
(Attached separately as a PDF)

Attachment 5: Development Application Activity (status as of December 2025)

Address	Application Type	Proposal	Status
1750 Brimley Road	SB	Update Draft Plan of Subdivision Conditions for a mixed-use development; 12 buildings; heights 7-30-storeys); public road; park	OLT (former OMB) approved Revised Submission Under Review
1680 Brimley Road	OPA/ZBA/SPA	Mixed-use development; four buildings; heights 38 to 47-storeys (rental)	Under construction
25 Borough Drive	OPA/ZBA/SPA	Mixed-use development; three buildings; heights 35 to 45-storeys (rental); realigned public road; park	Under construction
300 Borough Drive (Oxford Master Plan)	OPA	Establish a SASP in Secondary Plan to guide future development of lands (+/- 35 buildings; new parks; new roads; heights 8-55 storeys)	OLT Approved
100 Borough Drive	ZBA	Mixed-use development; six buildings; heights 10 to 45-storeys; public road; public park	Under Review
158 Borough Drive	OPA/ZBA	Housing Now mixed-use development; two buildings; heights 27 and 42- storeys	Council Approved

85 Corporate Drive	PAC	Mixed-use development; four buildings; heights 44 to 48-storeys; park; two public roads	Under Review
5 Corporate Drive	OPA/ZBA SPA	Mixed-use development; two buildings; heights 38 and 44-storeys	Council Approved SPA Approved with Conditions
710 Progress Avenue	OPA/ZBA	Mixed-use development; two buildings; heights 41 and 46 storeys	Under Review
670-90 Progress Avenue	OPA/ZBA/ SB/SA	Mixed-use development; seven buildings; heights 18 to 54-storeys); two public roads; park	OPA/ZBA Interim OLT Order SB/SA Under Review
705 Progress Avenue	OPA/ZBA	Housing Now mixed-use development; park; public roads	Pre-application Review
675 Progress Avenue	OPA/ZBA/SB	Mixed-use development; SB for entire site; ZBA for Phase 1: four buildings; heights 22 to 49-storeys; public park; public roads Phase 2: tbd	City Council Approved
1720 Ellesmere Road	SPA	TTC initiated; redesign TTC McCowan Yard with a two-storey Administration Building; site to accommodate extensions of two public roads; multi-use trail; and park	Under Review

85 Corporate Drive	PAC	Mixed-use development; four buildings; heights 44 to 48-storeys; park; two public roads	Under Review
1774 Ellesmere Road	OPA/ZBA	Mixed-use development; two buildings; heights 34 and 42-storeys	Under Review
1744-50 Ellesmere Road	SPA	Mixed-use development; 15-storey building	NOAC Issued
1710-12 Ellesmere Road	OPA/ZBA	Mixed-use development; five buildings; heights 29 to 55 storeys; public road; park	Under Review
40 Bushby Drive	OPA/ZBA	Housing Now mixed-use development; three buildings; heights 44 to 59-storeys	Under Review
1215-1255 McCowan Road	OPA/ZBA	Mixed-use development; three towers; heights 25 to 55 storeys	Under Review
300 Borough Drive (Block 2)	ZBA	Mixed-use development; two buildings; heights 12 and 45-storeys; public street	Under Review
1600 Brimley Road and 34 Golden Gate Court	ZBA	Mixed-use development; five buildings; heights 8 to 42 storeys; park	Under Review