

# 320 McCowan Road – Zoning Amendment Application - Preliminary Report

Date: June 23, 2020

To: Scarborough Community Council

From: Director, Community Planning, Scarborough District

Wards: 20 - Scarborough Southwest

**Planning Application Number:** 20 118393 ESC 20 OZ

**Notice of Complete Application Issued:** February 24, 2020

**Current Use(s) on Site:** a 19-storey (rental) apartment building and a 4-storey surface parking garage are located on the subject property.

## SUMMARY

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This report provides information and identifies a preliminary set of issues regarding the application to permit two residential towers having heights of 27 and 31 storeys at 320 McCowan Road. Staff are currently reviewing the application, which has been circulated to all appropriate agencies and City divisions for comment. Staff will proceed to schedule a community consultation meeting for the application with the Ward Councillor.

## RECOMMENDATIONS

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The City Planning Division recommends that:

1. Staff schedule a community consultation meeting for the application located at 320 McCowan Road together with the Ward Councillor.
2. Staff provide notice for the community consultation meeting to landowners and residents within 120 metres of the application site, and to additional residents, institutions and owners to be determined in consultation with the Ward Councillor, with any additional mailing costs to be borne by the applicant.

## **FINANCIAL IMPACT**

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

## **DECISION HISTORY**

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The apartment buildings at (320 McCowan Road) and (330 McCowan Road) were approved together as one application in 1987. The building at 330 McCowan Road was developed as a condominium, while the second apartment building at 320 McCowan Road is currently operating as a rental property (although it is also registered as a condominium). As part of that approval, both buildings share a common amenity facility in a 1-storey building.

In addition to the common amenity space for both buildings, there are also some shared servicing easements located on both properties. Vehicular parking for 330 McCowan Road is provided in an underground parking garage under the same building, while parking for 320 McCowan Road is provided in a 4-storey above-grade parking garage that would be demolished to make way for the proposed development.

### **Eglinton East LRT**

In March 2016, City Council endorsed the Eglinton East LRT (EELRT) as part of the Scarborough rapid transit network. In April 2019 Council supported an EELRT alignment to Malvern Town Centre. The subject property is in close proximity to the EELRT corridor. Additional information about the Eglinton East LRT can be found online in a report to Council at: <https://www.toronto.ca/legdocs/mmis/2019/ex/bgrd/backgroundfile131528.pdf>.

## **ISSUE BACKGROUND**

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### **Application Description**

The application proposes to demolish the existing 4-storey above-grade parking structure and replace it with two new residential buildings comprised of a 6-storey podium above which a 27 storey (west tower) and a 31-storey (east tower) would be located, as shown on Attachment 4: Site Plan. The east and west towers would have heights of 88 and 102 metres respectively.

The proposed development would have a gross floor area of 64,664 square metres and the existing building at 320 McCowan Road has a gross floor area of 28,548 square metres. The proposal together with the existing building would result in a Floor Space Index of 5.5. A total of 520 residential units are proposed, of which 200 units would be rental and 320 units would be condominium units.

A 6-storey podium would be located parallel to the rail corridor, extending along the southerly boundary of the subject site where a continuous 7 metre reinforced concrete crash wall would be integrated into the podium. The podium would be set back 19 to 23 metres from Landmark Boulevard. A 445 square metre outdoor amenity area would be provided at grade fronting on Landmark Boulevard.

The main residential entrance would be centrally located on the ground floor in the 6-storey podium adjacent to the proposed vehicular pick-up and drop-off area. The ground floor of the podium would be occupied by a number of residential units, parking spaces, bicycle storage rooms, and lockers. In addition, vehicular access to the parking areas, loading and garbage storage areas are located at the westerly end of the podium.

Floors 2 to 6 of the podium contain residential dwelling units, parking spaces and amenity space. Approximately 1,104 square metres of indoor amenity space, 1,570 square metres of outdoor amenity space and some residential units are located on the 7th floor. Floors 8 to 27 on the west tower and floors 8 to 31 on the east tower would be occupied by the remaining residential units. A mechanical penthouse of 6 metres in height would be located above both towers.

A total of 882 vehicular parking spaces would be provided in one level of below-grade parking with the remainder of the parking spaces located in the 6-storey podium. 767 vehicular parking spaces would be provided for both residents of the existing 19-storey building and the proposed residential buildings, while the remaining 115 vehicular parking spaces will be provided for visitors for all three buildings.

A total of 422 bicycle parking spaces would be provided to service the proposed development, of which, 355 long-term bicycle parking spaces and 37 short-term bicycle parking spaces would be located in the podium and would serve the residents of the new residential buildings. The 30 bicycle parking spaces in the existing apartment building will be maintained, however it would be relocated to the 6-storey podium. Two internal loading spaces, 1-type "G" and 1 type "C" would be provided to service the proposed development.

Vehicular access to the proposed development would be provided from both the existing east-west vehicular entrance on Landmark Boulevard and from the north-south driveway which has direct access to the Eglinton Avenue East. The existing east-west driveway will also provide access to a passenger drop-off area located at the west end of the podium, as well as the entrance to the parking garage in the podium. The existing north-south driveway on the site will continue to serve the existing buildings at 320 and 330 McCowan Road.

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

See Attachments 1 & 2: 3D Model of Proposal in Context (Northeast and Southeast Views), for a three-dimensional representation of the project in context.

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

Land use planning in the Province of Ontario is a policy led system. Any decision of Council related to this application is required to be consistent with the Provincial Policy Statement (2020) (the "PPS"), and to conform with applicable Provincial Plans which, in the case of the City of Toronto, include: A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019).

### **The Provincial Policy Statement (2020)**

The Provincial Policy Statement (2020) (the "PPS") which came into effect on May 1, 2020, replaces the Provincial Policy Statement (2014). The PPS 2020 provides policy direction province wide on land use planning and development to promote strong communities, a strong economy, and a clean and healthy environment. It includes policies on key issues that affect communities, such as:

- Promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;
- Accommodating an appropriate affordable and market-based range and mix of residential types (including single-detached, additional residential units, multi-unit housing, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs;
- Avoiding development and land use patterns which may cause environmental or public health and safety concerns;
- Avoiding development and land use patterns that would prevent the efficient expansion of settlement areas in those areas which are adjacent or close to settlement areas;
- Promoting the integration of land use planning, growth management, transit-supportive development, intensification and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs;
- Improving accessibility for persons with disabilities and older persons by addressing land use barriers which restrict their full participation in society;
- Ensuring that necessary infrastructure and public service facilities are or will be available to meet current and projected needs;
- Promoting development and land use patterns that conserve biodiversity; and
- Preparing for the regional and local impacts of a changing climate.

The provincial policy-led planning system recognizes and addresses the complex interrelationships among environmental, economic and social factors in land use planning.

The PPS supports a comprehensive, integrated and long-term approach to planning, and recognizes linkages among policy areas. The PPS is issued under Section 3 of the *Planning Act* and all decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the PPS. Comments, submissions or advice affecting a planning matter that are provided by Council shall also be consistent with the PPS.

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

### **A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019)**

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019) (the "Growth Plan (2019)") came into effect on May 16, 2019. This new plan replaces the previous Growth Plan for the Greater Golden Horseshoe, 2017. The Growth Plan (2019) continues to provide a strategic framework for managing growth and environmental protection in the Greater Golden Horseshoe region, of which the City forms an integral part. The Growth Plan (2019) establishes policies that require implementation through a Municipal Comprehensive Review (MCR), which is a requirement pursuant to Section 26 of the *Planning Act* that comprehensively applies the policies and schedules of the Growth Plan (2019), including the establishment of minimum density targets for and the delineation of strategic growth areas, the conversion of provincially significant employment zones, and others.

Policies not expressly linked to a MCR can be applied as part of the review process for development applications, in advance of the next MCR. These policies include:

- Achieving complete communities with access to a diverse mix of land uses, including residential and employment uses, and convenient access to local stores, services, and public service facilities;
- Providing for a more compact built form and a vibrant public realm, including public open spaces;
- Minimizing the negative impacts of climate change by undertaking stormwater management planning, integrate green infrastructure and appropriate low impact development to improve resilience and reduce greenhouse gas emissions;
- Integrating and aligning land use planning and economic development goals and strategies to retain and attract investment and employment; and

The Growth Plan (2019) builds upon the policy foundation provided by the PPS and provides more specific land use planning policies to address issues facing the GGH region. The policies of the Growth Plan (2019) take precedence over the policies of the PPS to the extent of any conflict, except where the relevant legislation provides otherwise.

The Growth Plan (2019) contains policies pertaining to population and employment densities that should be planned for in major transit station areas (MTSAs) along priority transit corridors or subway lines. MTSAs are generally defined as the area within an approximately 500 to 800 metre radius of a transit station, representing about a 10-minute walk. The Growth Plan requires that, at the time of the next municipal comprehensive review (MCR), the City update its Official Plan to delineate MTSA boundaries and demonstrate how the MTSAs achieve appropriate densities.

In accordance with Section 3 of the *Planning Act* all decisions of Council in respect of the exercise of any authority that affects a planning matter shall conform with the Growth Plan. Comments, submissions or advice affecting a planning matter that are provided by Council shall also conform with the Growth Plan.

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

The City of Toronto Official Plan is a comprehensive policy document that guides development in the City, providing direction for managing the size, location, and built form compatibility of different land uses and the provision of municipal services and facilities. Authority for the Official Plan derives from The *Planning Act* of Ontario. The PPS recognizes the Official Plan as the most important document for its implementation. Toronto Official Plan policies related to building complete communities, including heritage preservation and environmental stewardship may be applicable to any application. Toronto Official Plan policies may be found here: <https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/>

The subject property is designated as *Mixed Use Areas* (Map 20) in the City of Toronto Official Plan. Refer to Attachment 5: Official Plan Land Use Map. The subject property is near Eglinton Avenue East which is identified as a Major Street, on a High Order Transit Corridor and a Surface Transit Priority Network on Maps 4 & 5 in the Official Plan. The subject site is also located immediately north of the Canadian National Railway corridor.

### **Zoning By-laws**

The property is subject to the City of Toronto Zoning By-law No. 569-2013, as amended and the Eglinton Community Zoning By-law No. 10048, as amended. See Attachment 6: Zoning By-law Map.

The City of Toronto Zoning By-law No. 569-2013, as amended zones the subject lands as Residential Apartment, RA (u600) (Exception 333). The RA zone permits apartment buildings. The site-specific Zoning By-law permits a combined maximum of 600 residential units for both buildings at 320 and 330 McCowan Road and a height of

19 storeys. Exception 333 contains site-specific provisions which regulate building heights, setbacks, amenity spaces, the location and number of parking spaces for both buildings.

The City's Zoning By-law 569-2013 may be found here: <https://www.toronto.ca/city-government/planning-development/zoning-by-law-preliminary-zoning-reviews/zoning-by-law-569-2013-2/>

The Eglinton Community Zoning By-law No. 10048, as amended, zones the subject site as Apartment Residential (A) and is subject to the following performance standards (20V-40C-80E-130-155-156-157-159). A variety of uses including apartment buildings, nursing homes, day nurseries, senior citizen homes, and group homes are permitted under this zoning. The Zoning By-law permits a height of 19 storeys and a combined maximum of 600 residential units for both buildings at 320 and 330 McCowan Road. The performance standards regulate the total number of residential units, building setbacks, and the number of parking spaces.

### **Design Guidelines**

The following design guidelines will be used in the evaluation of this application:

- Tall Building Guidelines
- Draft Growing Up: Planning for Children in New Vertical Communities;
- Bird-Friendly Design Guidelines;
- Pet-Friendly Design Guidelines;
- Toronto Greet Standards (TGS) Version 3.0; and
- Complete Streets Guidelines.

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

### **Provincial Noise Guidelines**

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

### **Site Plan Control**

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

## COMMENTS

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### Reasons for the Application

A rezoning application is required to permit two new residential buildings, the number of dwelling units proposed, and to establish appropriate performance standards relating to building setbacks, building heights, coverage and parking requirements to facilitate the development as proposed.

### Issues to be Resolved

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

### Provincial Policies and Plans Consistency/Conformity

Staff are evaluating this application against the PPS and the applicable Provincial Plans to establish the application's consistency with the PPS and conformity with the Growth Plan (2019). Given the explicit link between Provincial Policy and the Official Plan, consistency and conformity with the PPS (2020), and the Growth Plan (2019) will be largely determined by conformity with the Official Plan.

### Official Plan Conformity

Staff are reviewing the application to determine its conformity with the Official Plan Policies pertaining to *Mixed Use Areas*, Built Form, Public Realm, Healthy Neighbourhoods, among others.

### Built Form, Planned and Built Context

Staff will assess the suitability of the proposed building heights and massing within the existing and planned context for the area. Staff will also evaluate whether there are any impacts on McCowan District Park to the south and the low-rise residential area to the southeast.

Staff will also evaluate the proposed development regarding its location and organization, how it defines the edges of adjacent streets, the location and organization of vehicular parking, vehicular access, service areas and utilities, to minimize their impacts on surrounding properties and to improve the safety and attractiveness of adjacent streets.

Also of importance in the evaluation of this application is the determination of the compatibility of the proposal with the adjacent *Employment Areas* to the west of the subject property.

Staff will also evaluate the proposal regarding its location to the Eglinton Go Station (the site is within 600 metres of this higher-order transit station) and the planned Eglinton



East LRT (the site is 300 metres of the planned station), as well as its adjacency to the Canadian National Rail corridor.

### **Avenue Segment Study**

Although the subject property is not located on an *Avenue*, its proximity to Eglinton Avenue East and the scale of development proposed necessitates an assessment of how the proposal addresses its larger context and including its implications for this segment of Eglinton Avenue East.

The Avenue Segment Study provided in support of the application identifies a variety of building types including townhouses, mid-rise buildings between 8 and 11 storeys, and tall buildings between 16 and 31 storeys as the appropriate built form on 11 developable parcels of land to achieve the intensification policies of the Official Plan.

Staff will evaluate the Segment Study to determine if it is consistent with relevant Official Plan policies and planned context for the area.

### **Tree Preservation**

The application is subject to the provisions of the City of Toronto Municipal Code, Chapter 813 Articles II (Street Trees By-law) and III (Private Tree By-law). The applicant has submitted an Arborist Report and a Tree Preservation Plan which are currently under review by City staff.

Staff will be evaluating the application to ensure that it supports the Official Plan policies of increasing the amount of tree canopy coverage.

### **Housing**

The proposal includes 520 dwelling units. The proposed unit mix comprises 189 one-bedrooms, 279 two-bedrooms, and 52 three-bedrooms. The Growing Up: Planning for Children in New Vertical Communities Urban Design Guidelines direct that new development should provide at least 15% two bedrooms and 10% three bedrooms to ensure housing options for families with children are available. The proposal currently proposes a proportion of 54% two bedrooms and 10% three bedrooms.

Staff will further evaluate unit sizes and additional building and site design elements to support a broad range of households, including families with children.

### **Community Services and Facilities**

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

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

Staff will evaluate the impact of the proposed development and local development activity on community services and facilities, including assessment of existing capacity to support the proposed future population.

### **Section 37 Community Benefits**

The Official Plan provides for the use of Section 37 of the *Planning Act* to pass by-laws for increases in height and/or density not otherwise permitted by the Zoning By-law in return for the provision by the applicant of community benefits in the form of capital facilities. It is standard to secure community benefits in a Section 37 Agreement which is then registered on title. Details of a Section 37 Agreement between the applicant and the City will be considered, in consultation with the Ward Councillor, if a project is ultimately approved.

If it is determined that Section 37 benefits will be secured please refer to the Council approved Implementation Guidelines and Protocol for Negotiating Section 37 Community Benefits which are available here: [https://www.toronto.ca/wpcontent/uploads/2017/08/8f45-Implementation-Guidelines-for-Section-37-of-thePlanning-Act-and-Protocol-for-Negotiating-Section-37-Community-Benefits.pdf./](https://www.toronto.ca/wpcontent/uploads/2017/08/8f45-Implementation-Guidelines-for-Section-37-of-thePlanning-Act-and-Protocol-for-Negotiating-Section-37-Community-Benefits.pdf/)

### **Infrastructure/Servicing Capacity**

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

### **Transportation**

Staff are reviewing the Transportation Impact Study submitted by the applicant, the purpose of which is to evaluate the effects of the development on the transportation system, but will also identify if any transportation improvements are necessary to accommodate the travel demands and impacts generated by the development.

### **Toronto Green Standard**

Council has adopted the four-tier Toronto Green Standard (TGS). The TGS is a set of performance measures for green development. Applications for Zoning By-law Amendments, Draft Plans of Subdivision and Site Plan Control are required to meet and

demonstrate compliance with Tier 1 of the Toronto Green Standard. Tiers 2, 3 and 4 are voluntary, higher levels of performance with financial incentives. Tier 1 performance measures are secured on site plan drawings and through a Site Plan Agreement or Registered Plan of Subdivision.

The application was submitted after May 1, 2018 and is subject to TGS Version 3.0. The application will be reviewed for compliance with Tier 1 performance measures. Staff will encourage the applicant to pursue a Tier 2 of the TGS or higher.

More information regarding the TGS can be found at: <https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/toronto-green-standard/>

### **Other Matters**

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

### **CONTACT**

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### **SIGNATURE**

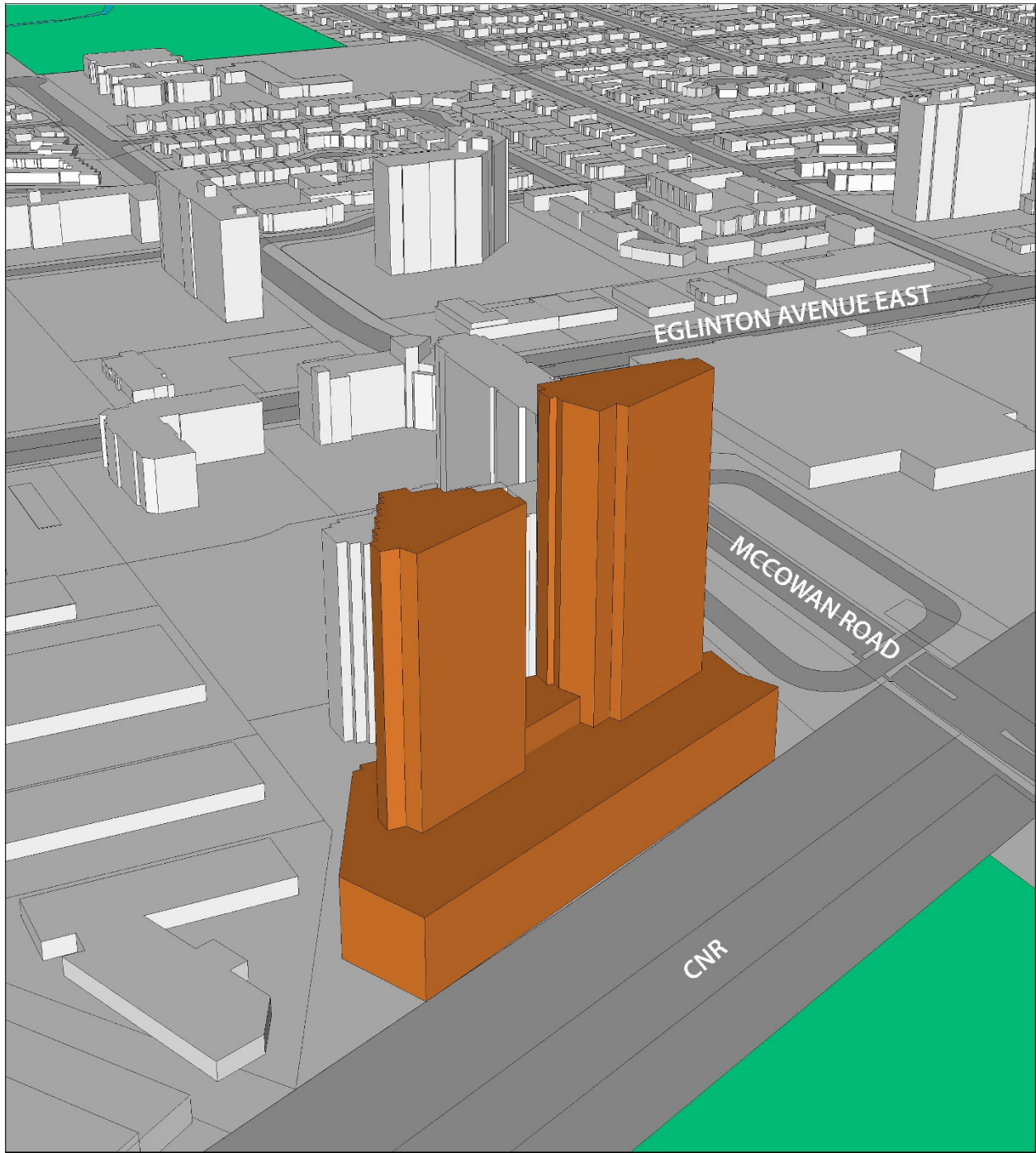
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Paul Zuliani, MBA, RPP, Director  
Community Planning, Scarborough District

### **ATTACHMENTS**

Attachment 1: 3D Model of Proposal in Context (Northeast)  
Attachment 2: 3D Model of Proposal in Context (Southeast)  
Attachment 3: Location Map  
Attachment 4: Site Plan  
Attachment 5: Official Plan Land Use Map  
Attachment 6: Zoning By-law Map

# Attachment 1: 3D Model of Proposal in Context (Northeast)

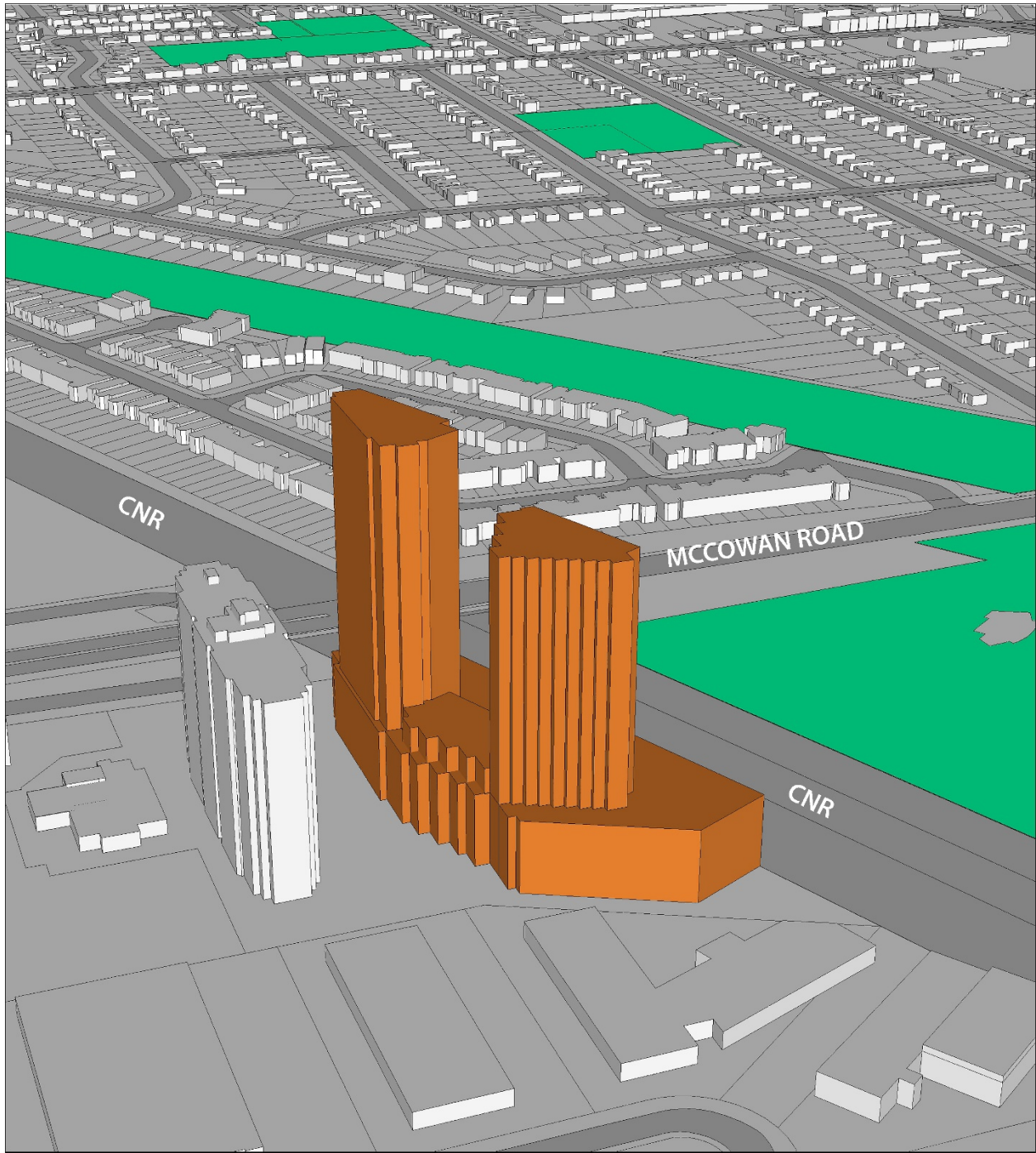


View of Applicant's Proposal Looking Northeast



03/13/2020

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



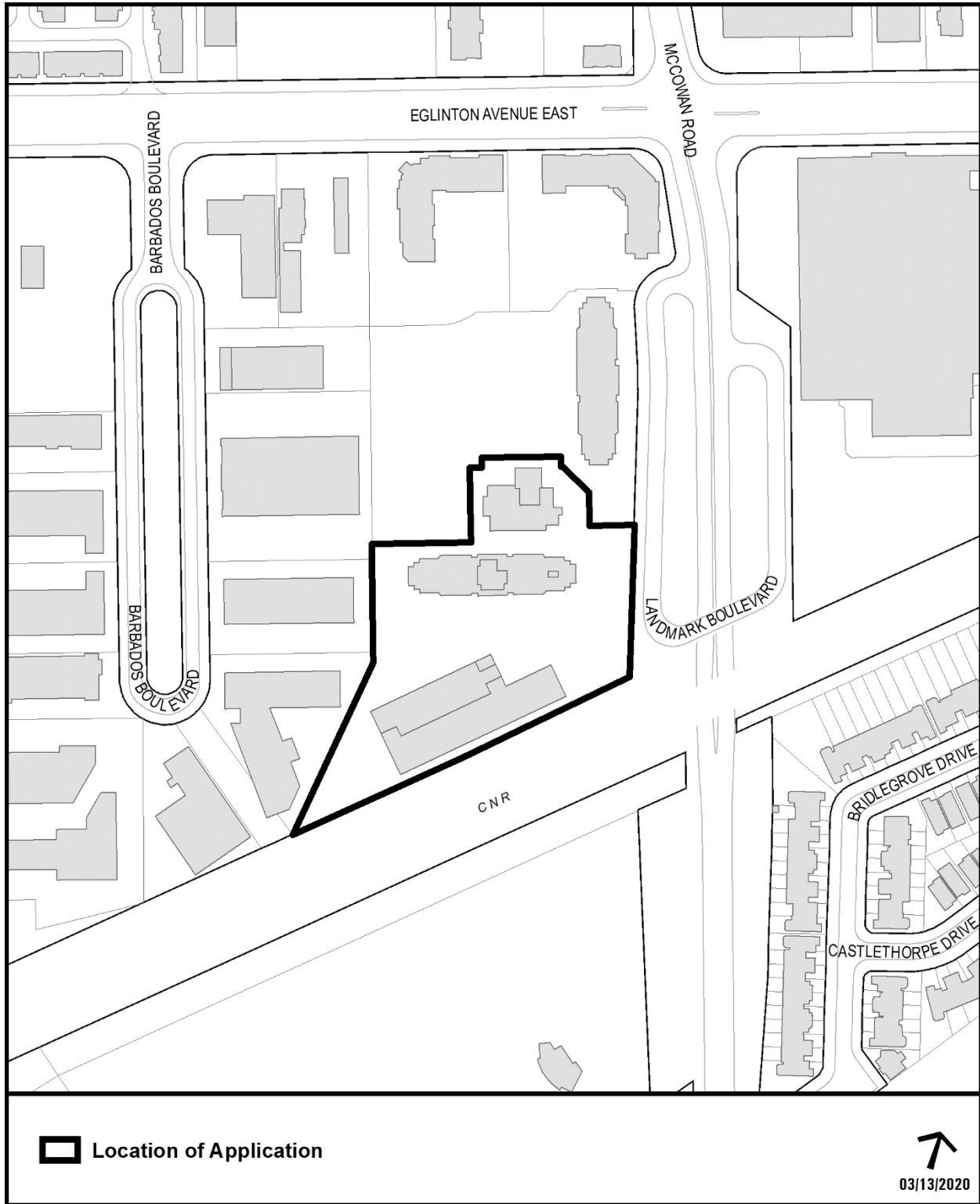
View of Applicant's Proposal Looking Southeast



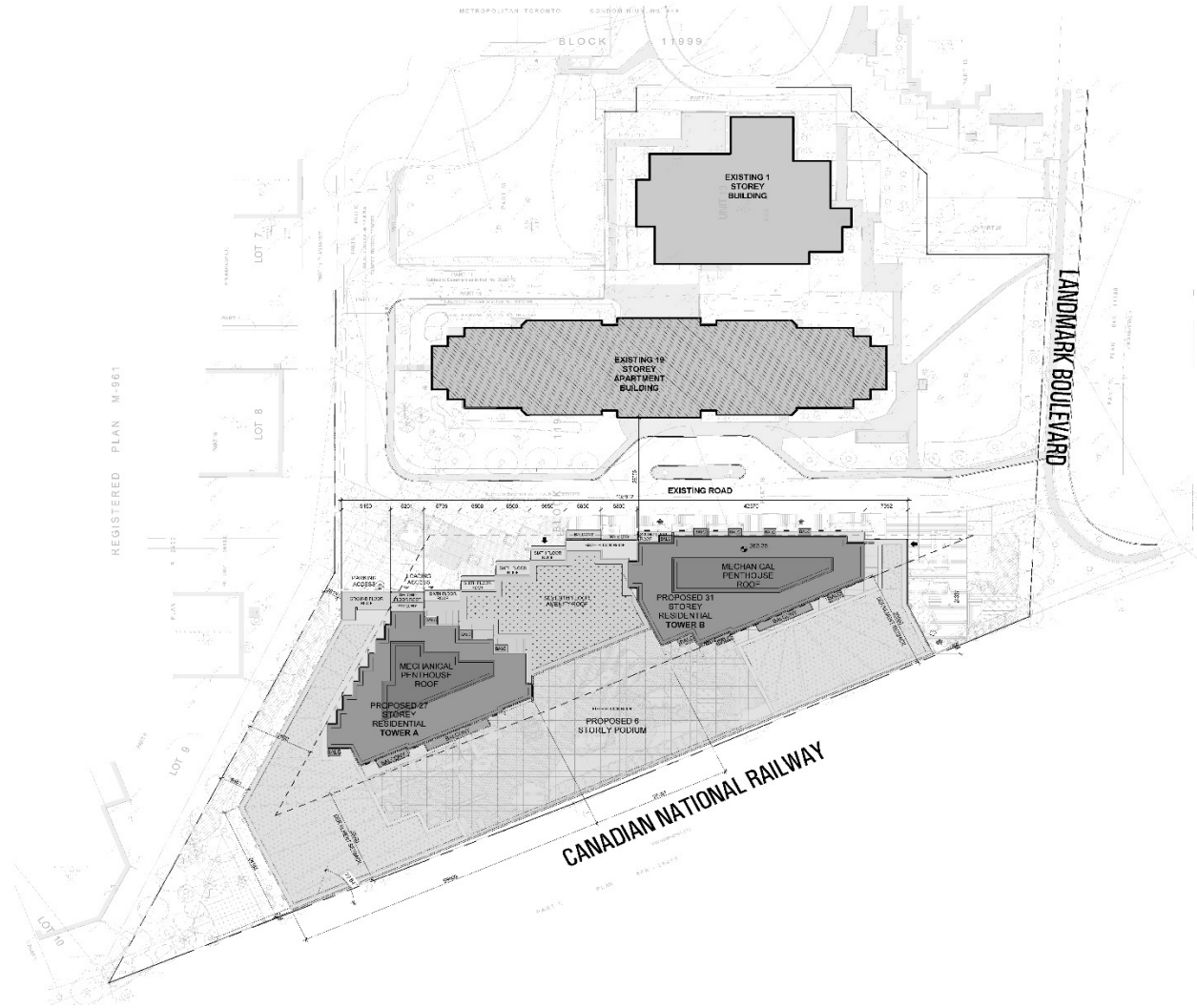
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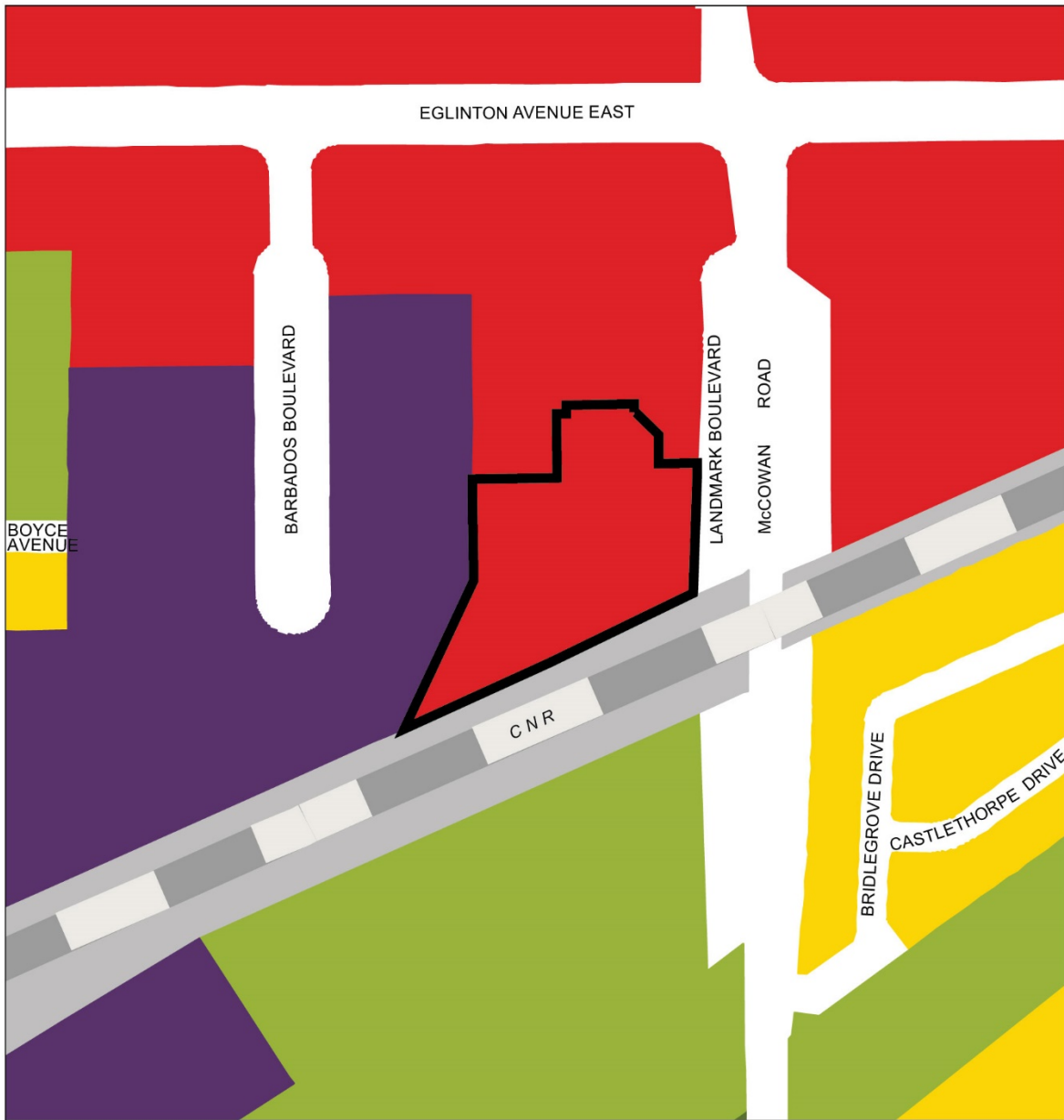
### Attachment 3: Location Map



# Attachment 4: Site Plan



# Attachment 5: Official Plan Land Use Map



320 McCowan Road

## Official Plan Land Use Map #20

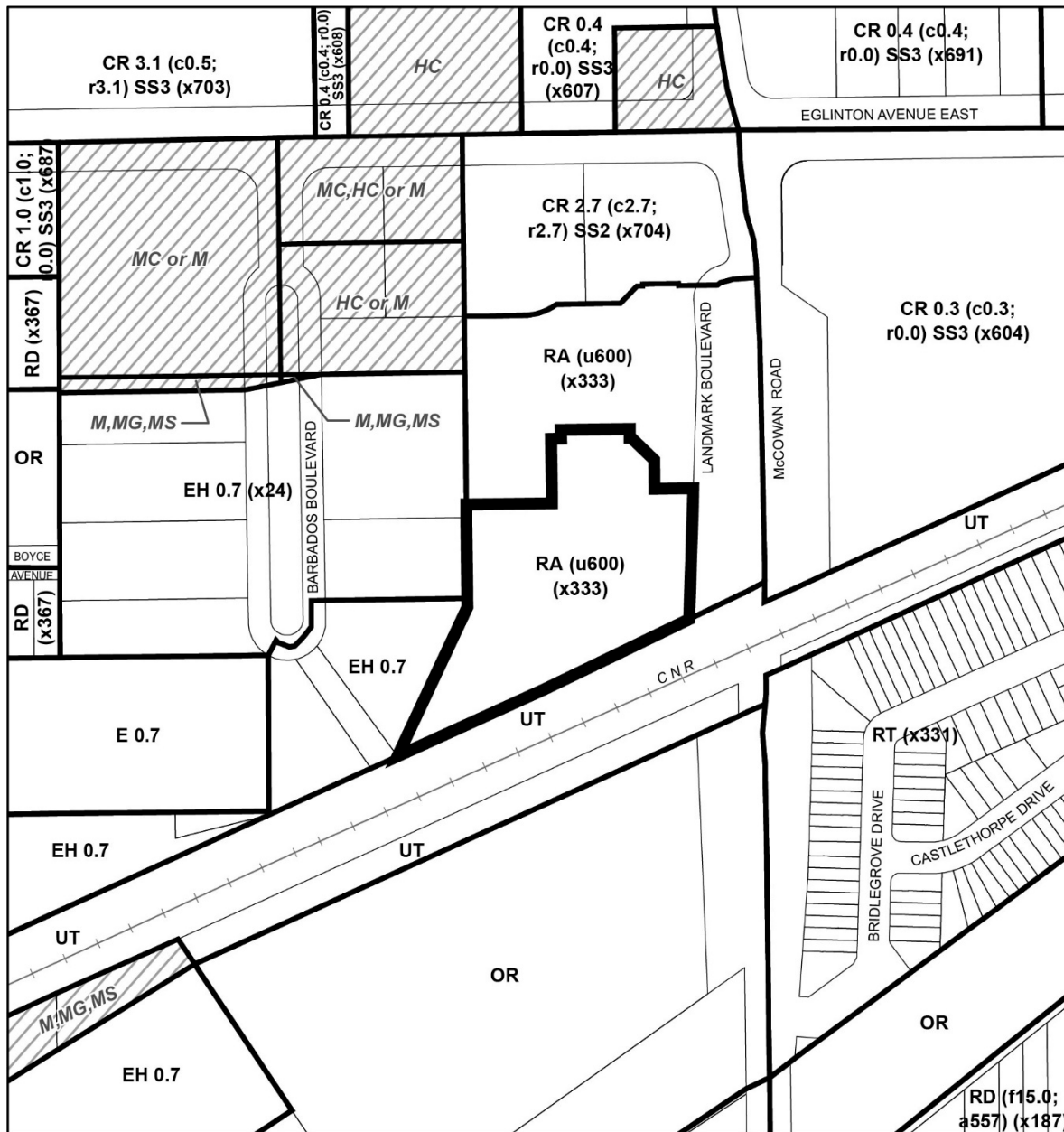
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|---|--|---|--|
|  Location of Application |  Parks & Open Space Areas |  Utility Corridors |  Core Employment Areas |
|  Neighbourhoods          |  Parks                    |   |  |
|  Mixed Use Areas         |  |   |  |

  
Not to Scale  
03/13/2020





# Attachment 6: Zoning By-law Map



Zoning By-law 569-2013

320 McCowan Road

File # 20 118393 ESC 20 02

	Location of Application		See Former City of Scarborough Eglinton Community By-law No. 10048
<b>RD</b>	Residential Detached	<b>HC</b>	Highway Commercial
<b>RT</b>	Residential Townhouse		
<b>RA</b>	Residential Apartment		See Former City of Scarborough Employment District By-law No. 24982 (Knob Hill)
<b>CR</b>	Commercial Residential	<b>M</b>	Industrial Zone
		<b>MC</b>	Industrial Commercial Zone
		<b>MG</b>	General Industrial Zone
		<b>MS</b>	Special Industrial Zone
<b>E</b>	Employment Industrial	<b>HC</b>	Highway Commercial Zone
<b>EH</b>	Employment Heavy Industrial		
<b>OR</b>	Open Space Recreation		
<b>UT</b>	Utility and Transportation		

Not to Scale  
Extracted: 03/26/2020