

Preliminary Report - 1215 to 1255 McCowan Road – Zoning Amendment Application

Date: June 10, 2022

To: Scarborough Community Council

From: Director, Community Planning, Scarborough District

Wards: Ward 24 - Scarborough-Guildwood

Planning Application Number: 22 119495 ESC 24 OZ

SUMMARY

This report provides information and identifies a preliminary set of issues regarding the application for the site located at 1215 to 1255 McCowan Road. The applications propose to amend the Official Plan and Zoning By-law to permit the development of three residential towers of 25, 45 and 55 storeys in height containing 1,412 dwelling units. The buildings would also contain retail uses at grade. The proposed gross floor area is approximately 117,913 square metres (including 4,810 square metres of retail space) resulting in a Floor Space Index of 6.42 times the area of the lot. A total of 1,446 vehicular parking spaces and 1,087 bicycle parking spaces are proposed.

Staff are currently reviewing the application. It 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

The City Planning Division recommends that:

1. Scarborough Community Council request staff to schedule a community consultation meeting for the application located at 1215 to 1255 McCowan Road together with the Ward Councillor.
2. Scarborough Community Council request staff to 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.
3. City Council request the Chief Planner and Executive Director, City Planning, in consultation with the Chief Executive Officer, CreateTO, coordinate the review of the development at 1215 to 1255 McCowan Road in relation to the proposed City-initiated

Official Plan Amendment and Rezoning of the Housing Now site located at 40 Bushby Drive with respect to site grading, completion of the McCowan Road streetscape, and implementation of planned infrastructure including new public streets as set out in the Scarborough Centre Secondary Plan.

FINANCIAL IMPACT

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

DECISION HISTORY

Scarborough Centre Secondary Plan

The Scarborough Centre Secondary Plan was adopted by City Council at its meeting of December 5, 6 and 7, 2005. It establishes a vision and strategic implementation policies for the Centre and sets out broad goals for the future development of Scarborough Centre. The subject lands are located within the Scarborough Centre Secondary Plan ("SCSP") area. The SCSP recognizes that the Centre is a large geographical area in which several development areas have emerged, each with a different character. To enable detailed planning for the Centre, to provide for a specific growth management strategy and to realize specific employment, housing, recreation and community service objectives, the SCSP divides the Centre into four land use 'Precincts'. The subject lands is in the McCowan Precinct.

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

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

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

Scarborough Centre Transportation Master Plan ("SCTMP")

At its meeting of May 22, 2018, City Council adopted the SCTMP Final Report (including OPA 408 & 409) and put in place a transportation network for Scarborough Centre. The Official Plan Amendments implement the findings of the SCTMP and are intended to:

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

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

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

Scarborough Centre Public Art Master Plan Study ("SCPAMP")

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

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

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

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

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

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

articulated in a more detailed Preliminary Public Realm plan. The decision of Scarborough Community Council can be accessed via the following link:
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.SC6.3>

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

Phase 4 is currently underway and the Study is expected to be complete by the first quarter of 2023.

Scarborough Subway Extension (SSE)

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

Housing Now

The Housing Now Initiative was approved by City Council in January 2019 to activate City-owned lands to stimulate the development of affordable rental housing within transit-oriented, mixed-income, mixed-use, complete communities. This signature program is a key component of the City's HousingTO 2020-2030 Action Plan and is central to enabling the City to meet its target of approving 40,000 new affordable rental homes, including 18,000 supportive homes, by 2030. Of the overall 40,000 new affordable rental homes, the City has committed to delivering 10,000 using its own land and financial incentives.

In November, 2021, City Council voted to add 40 Bushby Drive as one of four sites in Phase Three of the Housing Now Initiative. Redevelopment of 40 Bushby Drive will advance the implementation of a range of the City's policy objectives related to provision of new affordable rental housing, transit-supportive mixed-used development, completion of the 'green loop' and introduction of a new public street connecting Ellesmere Road with Bushby Drive. 40 Bushby Drive directly abuts the subject site to the north.

THE SITE

Site and Area Description

The site is located at the northeast corner of McCowan Road and Ellesmere Road. The site is a rectangular-shaped lot and has a frontage of approximately 192.85 metres

along McCowan Road, a frontage of approximately 92.15 metres on Ellesmere Road and an area of approximately 18,375 square metres.

To the immediate north, is a Toronto Parking Authority lot at 40 Bushby Drive which has been identified as a Phase 3 Housing Now site. Further north is the McCowan RT station. To the immediate east are apartment buildings at 68 and 88 Grangeway Avenue and senior's residence at 1680 to 1686 Ellesmere Road. To the south is a gas station at 1651 Ellesmere Road and a neighbourhood with primarily single-detached dwellings. To the west, on the west side of McCowan Road, is a the Frank Faubert Wood Lot.

Existing Use: Three single-storey retail buildings with a grocery store, pharmacy and restaurant.

Official Plan Designation: *Centres* on Map 2 of the Official Plan and *Mixed Use Areas* on Map 19 of the Official Plan (See Attachment 4: Official Plan).

Zoning: The property is not currently subject to City of Toronto By-law 569-2013.

The former City of Scarborough Employment Districts Zoning By-law No. 24982 (Progress Employment District), as amended, zones the subject site as City Centre Office (CCO) with the following performance standards: 348-357-1379-1380-1714-2029 and Exception 307. The City Centre Office (CCO) Zone permits office and a number of accessory uses. The performance standards concern the maximum gross floor area, parking and maximum height.

See Attachment 6 of this report for the existing Zoning By-law map. 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 APPLICATION

Notice of Complete Application Issued: The application was deemed complete as of March 28, 2022.

Description: This application proposes to amend the Official Plan and Zoning By-law to permit a development with three tall buildings (25, 45 and 55 storeys in height) with retail at the ground floor. The proposed development would have a gross floor area of approximately 117,913 square metres (including 4,810 square metres of retail) resulting in a floor space index (FSI) of 6.42 times the area of the lot. The proposal would include 1,412 dwelling units (including 225 rental units), 3,505 square metres of indoor amenity space and 2,825 square metres of outdoor amenity space. The proposal includes a network of private roads and a 470 square metre Privately-Owned Publicly Accessible Space ("POPS").

The proposed building heights are as follows:

- Building 1: 25 storeys (87.5 metres)

- Building 2: 45 storeys (147.3 metres)
- Building 3: 55 storeys (177.8 metres)

The proposed buildings are towers on top of a podium base. The podium for Building 1 is 3-storeys in height, the podium for Building 2 is 10-storeys in height and the podium for Building 3 is 13-storeys in height. The proposed minimum setbacks for the podium portion of the buildings are:

- 15.7 metres to the north property line;
- 18.7 metres to the east property line;
- 2.8 metres to the south property line on Ellesmere Road; and
- 0.2 metres to the west property line along McCowan Road.

Density: 6.42 times the area of the lot (the lot area includes private roads and a POPS space).

Dwelling Units: The proposed 1,412 dwelling units include, 707 one-bedroom units (50.0%), 565 two-bedroom units (40.0%) and 140 three-bedroom units (10.0%).

Access, Parking and Loading: Vehicular access to the site is proposed via two curb cuts, one on McCowan Road and one on Ellesmere Road. Two private streets and a service road would provide circulation within the site. A total of 7 loading spaces are proposed including 4 Type 'G' loading spaces and 3 Type 'A' loading spaces. Loading spaces are located at grade at the base of Building 1 and 3. The spaces provided in Building 1 will also directly service the retail space proposed in Building 2.

A total of 1,466 vehicular parking spaces are proposed in three levels of underground parking and some surface parking. A total of 1,087 bicycle parking spaces are proposed at the P1 level, above ground at the ground floor and the second floor.

Additional Information

See Attachments 1 and 2 of this report, for a three dimensional representation of the project in context. Detailed project information is found on the City's Application Information Centre at:

<https://www.toronto.ca/city-government/planning-development/application-information-centre/>

Reasons for the Application

The Official Plan Amendment application is required as the site was identified in the Scarborough Centre Secondary Plan Map 5-3 as the future location of a new public street. The application proposes a private street network which would not comply with the in-force policy. The Official Plan amendment will also need to exempt the lands from Policy 6.3 of the SCSP to bring the parkland dedication rate for the site into accordance with the Official Plan policies regarding parkland that are in force at the time of issuance of the first above-grade building permit. A Zoning By-law amendment application is required as the application proposes residential uses which are not currently permitted by the existing Zoning By-law. The application is also required to establish the

appropriate site-specific development standards (building setbacks, massing, height, density and parking rates among others) for the proposed development.

Site Plan Control

A Site Plan application is required but has not been submitted yet.

COMMENTS

Issues to be Resolved

The application has been circulated to City divisions and public agencies for comment. Staff will review this application to determine its consistency with the Provincial Policy Statement, conformity with A Place to Grow: Growth Plan for the Greater Golden Horseshoe, and conformity with the Official Plan.

City Council has declared a Climate Emergency and set goals to achieve net zero greenhouse gas emissions by 2040 or sooner. To support strong communities and a high quality of life, development should positively contribute to its neighbourhood, including efforts toward climate change mitigation and resilience.

At this stage in the review, the following preliminary issues have been identified:

- The appropriateness of the proposed site organization, height, massing, setbacks, stepbacks, angular planes and transition to adjacent properties, as well as other built form issues within the existing and planned context for this area.
- The need to coordinate the proposed development with the Housing Now site to the north at 40 Bushby Drive in accordance with recommendation 3 of this report.
- The transition in scale from the proposed tall-building to the low-rise Neighbourhoods-designated properties to the south of the site.
- The appropriateness of the proposed podium height, setbacks, step backs and overall massing.
- The proposed density at this location and how the proposal fits within the existing and planned context for the area.
- The grading of the site in relation to the surrounding streets and adjacent properties.
- The proposed parking and amount of space taken up by the underground parking garage levels.
- The need for parkland in this area and a parkland dedication on-site and consistency with emerging parkland directions from the OurSC study.
- The proposed vehicular and pedestrian circulation, the proposed private street network and the need for public streets to support the proposal.
- The appropriateness of the Official Plan Amendment to amend the street network as shown on Map 5-3 of the Scarborough Centre Secondary Plan.
- The amount of retail proposed and the location of the retail space.
- The site is currently zoned office. Staff will further evaluate the appropriateness of proposed non-residential space.

- The adequacy and amount of the proposed indoor and outdoor amenity space.
- Staff will further evaluate the proposal in the context of the need for a range of housing options including affordable housing.
- The proposed unit mix and unit sizes. Staff will further evaluate unit sizes and additional building and site design elements to support a broad range of households, including families with children in accordance with the Growing Up Guidelines.
- The potential sunlight access and wind impacts of the proposed height and massing on the pedestrian environment and surrounding lands. Staff will review and identify any appropriate mitigation measures.
- Staff will assess the appropriateness of the applicant's proposal in relation to the tree protection and replacement measures.
- Staff are reviewing the application to determine if there is sufficient infrastructure capacity (roads, transit, water, sewage, hydro, community services and facilities, etc.) to accommodate the proposed development.
- Staff will determine if new infrastructure or any improvements to the existing infrastructure are required.
- Staff are reviewing the Transportation Impact Study submitted by the applicant, the purpose of which is to evaluate the effects of the proposed development on the transportation system, but also to suggest any transportation improvements that are necessary to accommodate the travel demands and impacts generated by the development.
- 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.
- In the event the City accepts in-kind benefits from the applicant pursuant to Section 37 of the *Planning Act*, the City's Fair Wage Policy and Labour Trades Contractual Obligations will apply to such work.

Other Matters

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

NEXT STEPS

City Planning staff will host a Community Consultation Meeting.

City staff will work with the applicant to resolve the preliminary issues discussed in this report and any additional issues that may be identified by staff and the public. City Planning staff will report back to City Council at the appropriate time.

A Statutory Public Meeting will be held, as required by the *Planning Act*, at a Scarborough Community Council meeting, when a Final Report is prepared.

CONTACT

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SIGNATURE

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

ATTACHMENTS

City of Toronto Drawings

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

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

Attachment 3: Location Map

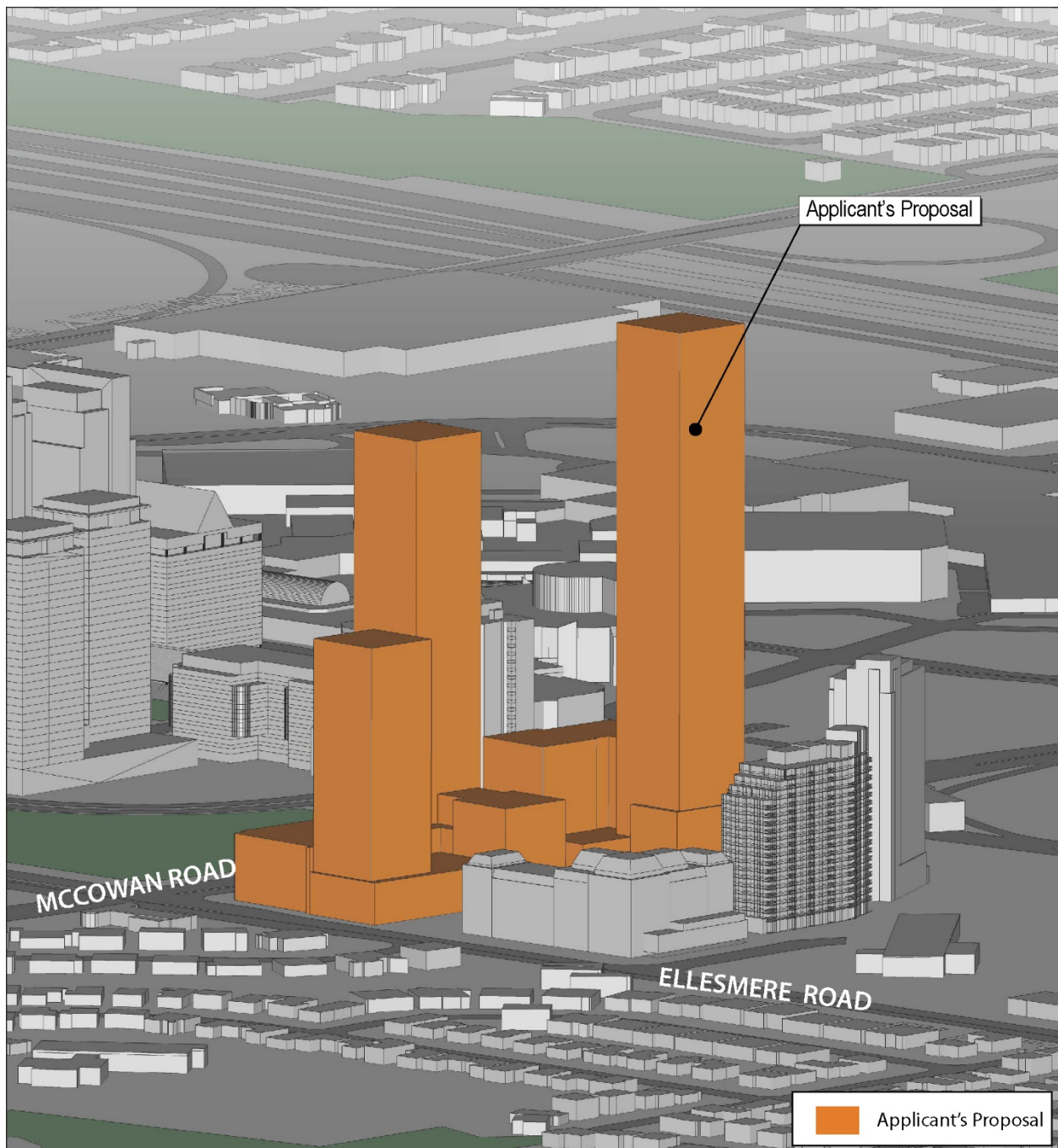
Attachment 4: Site Plan

Attachment 5: Official Plan Map

Attachment 6: Zoning By-law Map

Attachment 7: Application Data Sheet

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

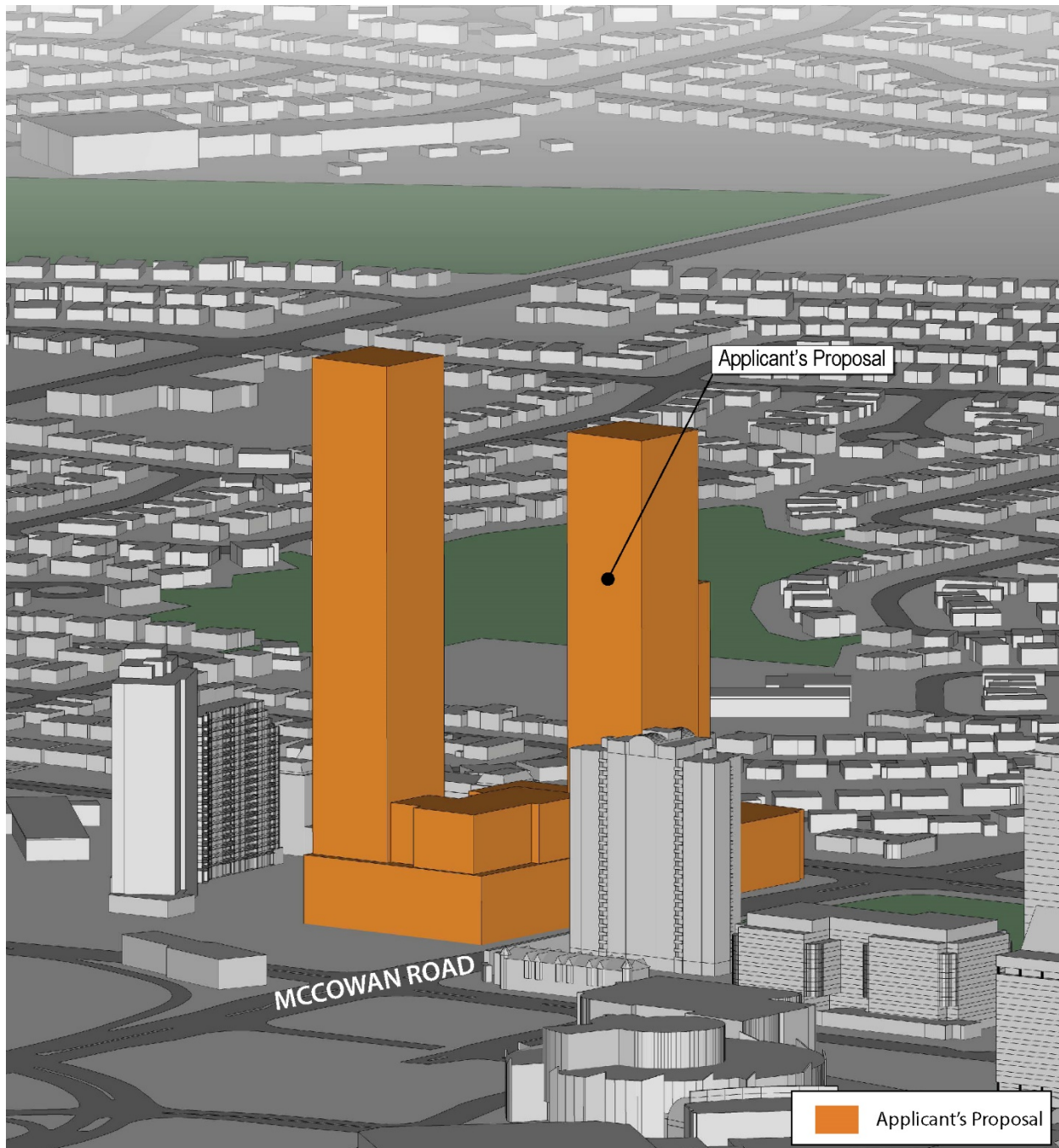


View of Applicant's Proposal Looking Northwest



06/07/2022

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

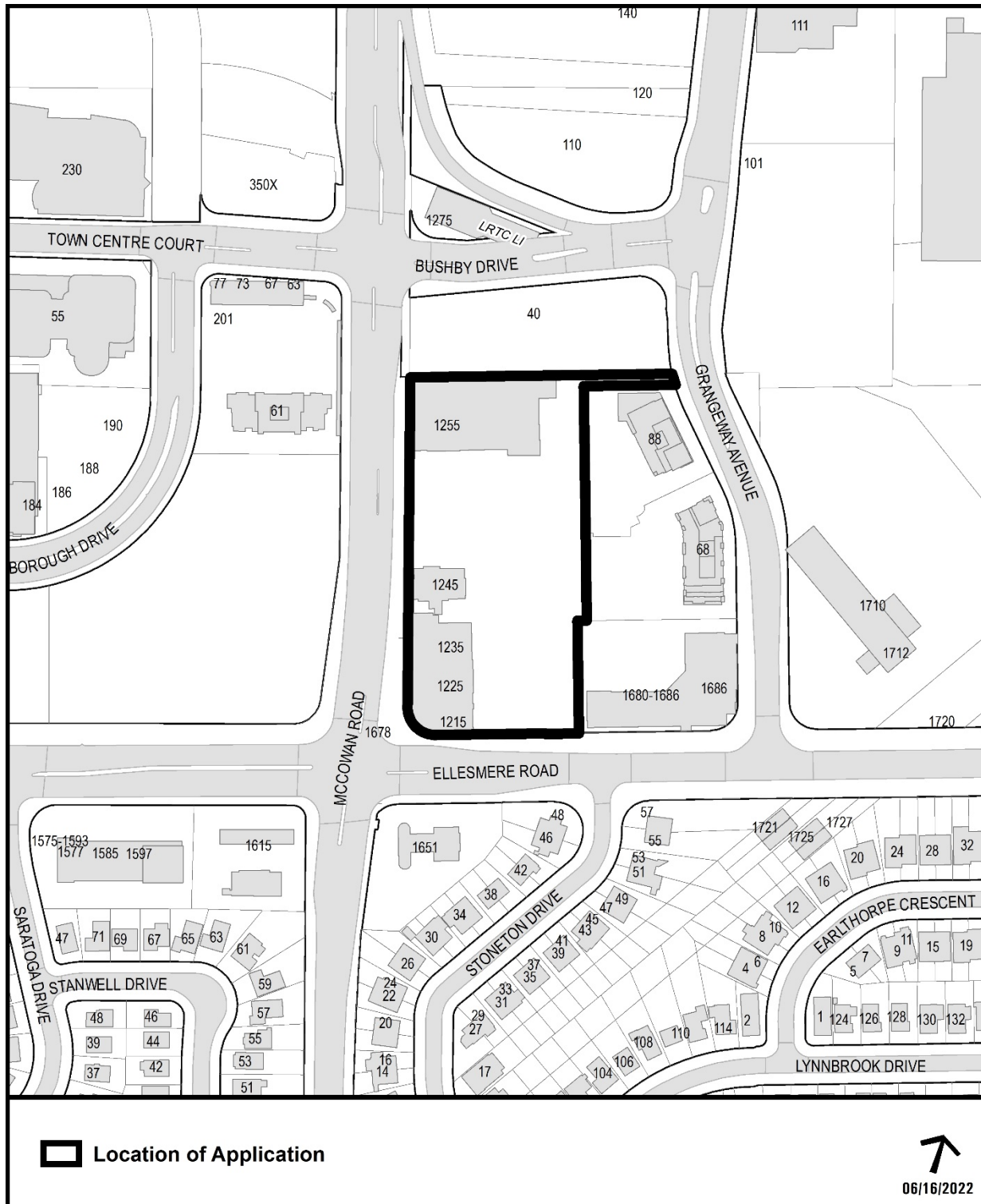


View of Applicant's Proposal Looking Southeast

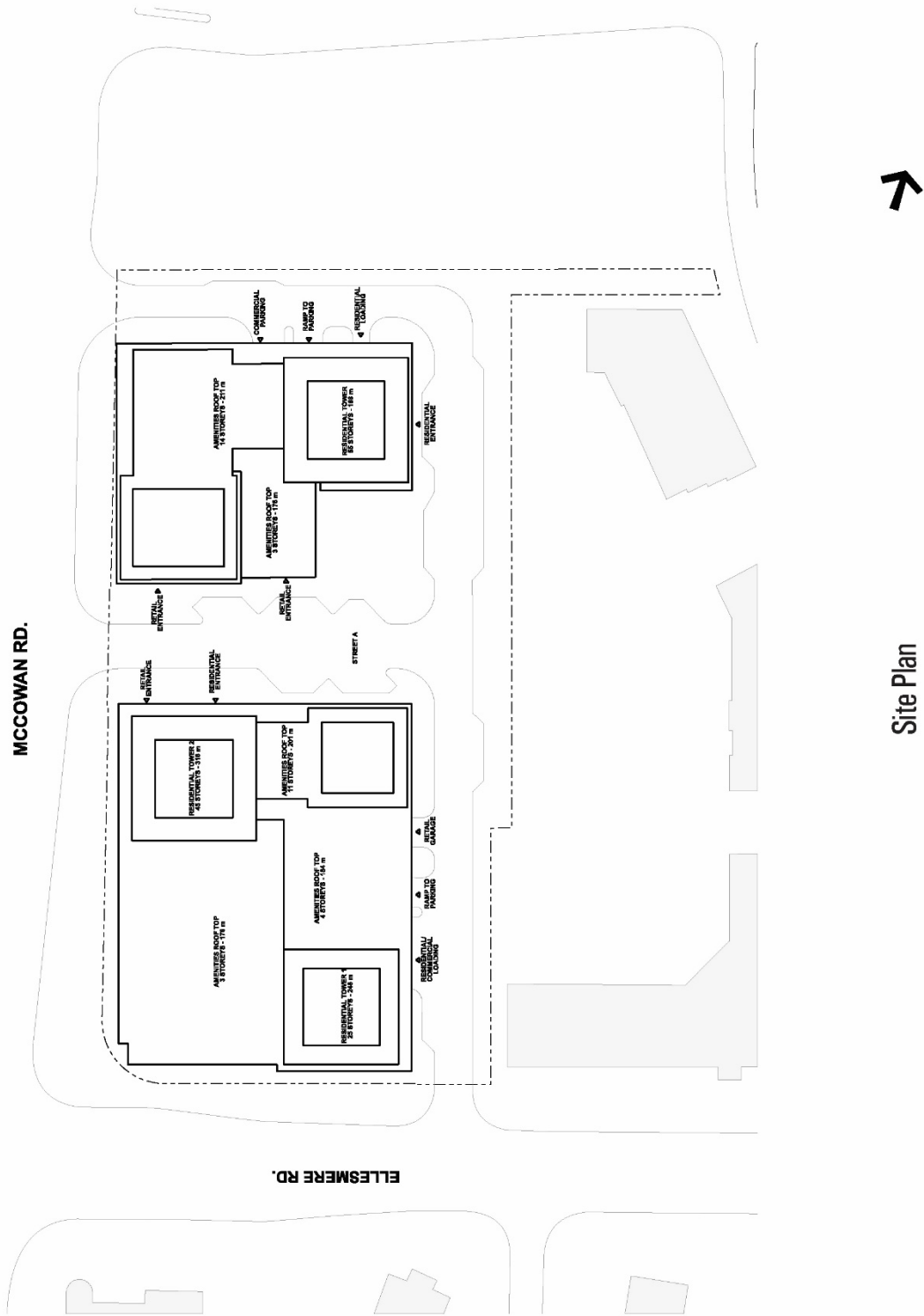


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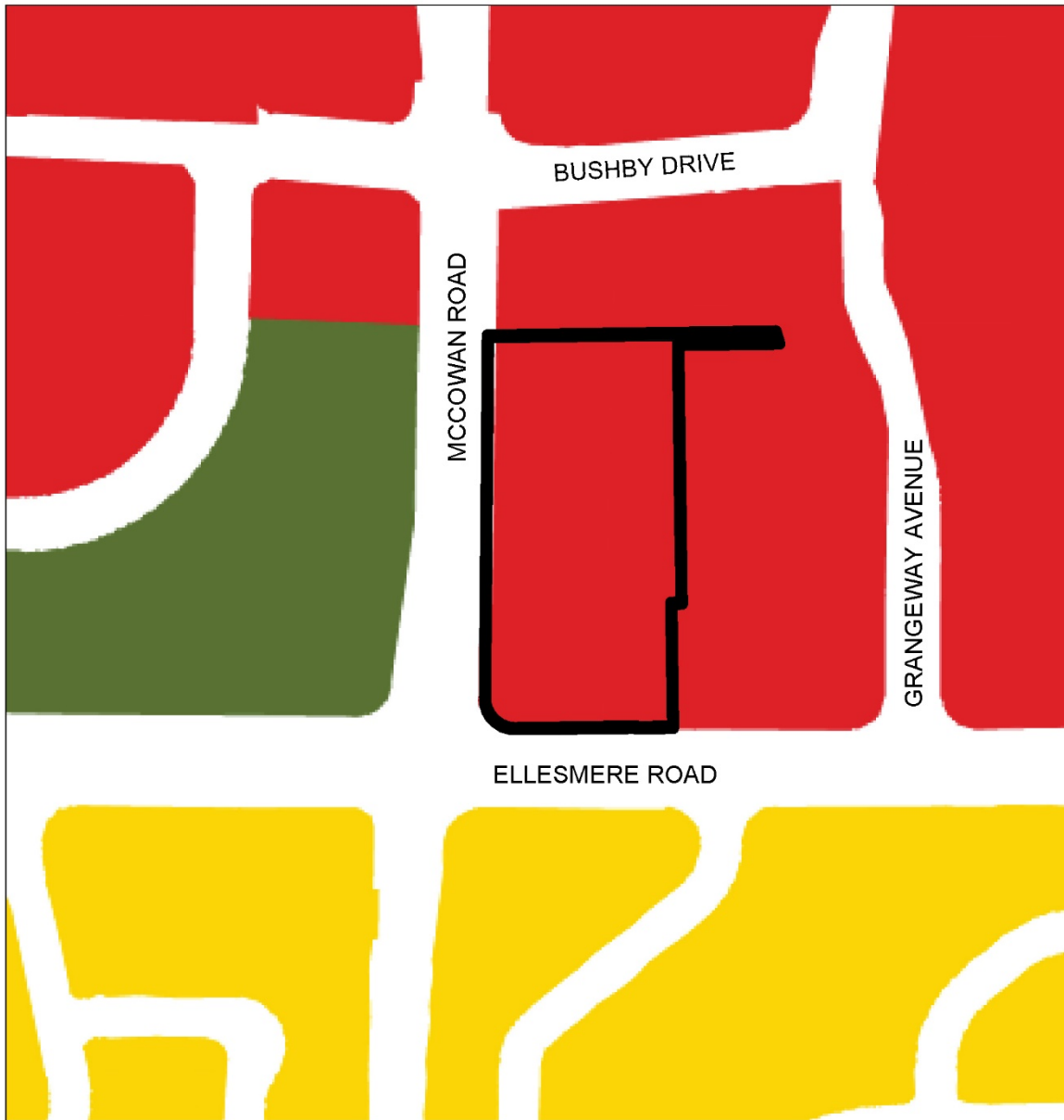
Attachment 3: Location Map



Attachment 4: Site Plan



Attachment 5: Official Plan Map



1215 McCowan Road

Official Plan Land Use Map #20

File # 22 119495 ESC 24 0Z



Attachment 6: Zoning By-law Map



Zoning By-law 569-2013

1215 McCowan Road

File # 22 119495 ESC 24 02



Location of Application

RD Residential Detached
RS Residential Semi-Detached

See Former City of Scarborough Bondale Community By-law No. 9350
See Former City of Scarborough Woburn Community By-law No. 9510

S Single-Family Residential
T Two-Family Residential
HC Highway Commercial

See Former City of Scarborough Employment District By-law No. 24982 (Progress)

M Industrial Zone
HC Highway Commercial Zone

CCO
CCR
I
S
AG
CCC, CCO, CCR
CCC, CCO
CCC, CCR
CCO or CCR
CCO, CCR
CCR, CCO
T

City Centre Office Zone
City Centre Residential Zone
Institutional Zone
Single-Family Residential Zone
Agricultural Zone
City Centre Commercial Zone, City Centre Office Zone, City Centre Residential Zone
City Centre Commercial Zone, City Centre Office Zone
City Centre Commercial Zone, City Centre Residential Zone
City Centre Office Zone, City Centre Residential Zone
City Centre Office Zone, City Centre Residential Zone
City Centre Residential Zone, City Centre Office Zone
Two-Family Residential



Not to Scale
Extracted: 06/16/2022

Attachment 7: Application Data Sheet

Municipal Address: 1215 MCCOWAN RD Date Received: March 4, 2022

Application Number: 22 119495 ESC 24 OZ

Application Type: OPA / Rezoning, OPA & Rezoning

Project Description: The proposed development of McCowan Square contemplates three mixed use towers consisting of a total of 1412 units, a gross floor area of 117,913 square metres and a density of 6.4 FSI. The three proposed high-rise buildings are to consist of 25, 45 and 55 storeys in height (87m-177 m), with a transition in height from south to the north sides of the Subject Property.

Applicant	Agent	Architect	Owner
WESTON CONSULTING		WZMH Architects	CROMBIE MCCOWAN ROAD HOLDINGS LIMITED

EXISTING PLANNING CONTROLS

Official Plan Designation: Mixed Use Areas Site Specific Provision:

Zoning: M, CCO, CCR Heritage Designation:

Height Limit (m): Site Plan Control Area: Y

PROJECT INFORMATION

Site Area (sq m): 18,375 Frontage (m): Depth (m):

Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):	5,662		6,442	6,442
Residential GFA (sq m):			113,104	113,104
Non-Residential GFA (sq m):	5,662		4,810	4,810
Total GFA (sq m):	5,662		117,914	117,914
Height - Storeys:	1		55	55
Height - Metres:			178	178

Lot Coverage Ratio (%) 35.06 Floor Space Index: 6.42

Floor Area Breakdown	Above Grade (sq m)	Below Grade (sq m)
Residential GFA:	113,104	
Retail GFA:	4,810	
Office GFA:		
Industrial GFA:		
Institutional/Other GFA:		

Residential Units by Tenure	Existing	Retained	Proposed	Total
Rental:			225	225
Freehold:				
Condominium:			1,187	1,187
Other:				
Total Units:			1,412	1,412

Total Residential Units by Size

	Rooms	Bachelor	1 Bedroom	2 Bedroom	3+ Bedroom
Retained:					
Proposed:			707	565	140
Total Units:			707	565	140

Parking and Loading

Parking Spaces:	1,466	Bicycle Parking Spaces:	1,087	Loading Docks:	7
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