



REPORT FOR ACTION

20, 40, 50, 70, 80 and 100 Cowdray Court Zoning By-law Amendment and Draft Plan of Subdivision Applications – Decision Report – Approval

Date: December 18, 2025

To: Scarborough Community Council

From: Director, Community Planning, Scarborough District

Ward: 22 - Scarborough-Agincourt

Planning Application Number: 18 272231 ESC 22 OZ and 18 272239 ESC 22 SB

SUMMARY

This report reviews and recommends approval of the application to amend the Zoning By-law 569-2013 to permit the redevelopment of lands located at 20, 40, 50, 70, 80 and 100 Cowdray Court. The proposal would result in 2,157 dwelling units in multiple tall buildings ranging in height from 23 to 41 storeys, and 2,238 square metres of retail space (1.4% of total floor area). The proposed total gross floor area of 167,390 square metres represents a density of approximately 5.2 times the lot area.

The subject lands currently contain 4 commercial buildings and are approximately 6.6 hectares in size. The subject lands are located within the Agincourt Secondary Plan and subject to Site and Area Specific Policy 4 (SASP 4) which implements the *Mixed Use Areas* designation on the subject lands and provides for development criteria to guide their redevelopment. In addition to the development permissions set out above, the proposal will expand the existing Collingwood Park and reserves lands to facilitate the construction of a new, north-south road that will eventually be part of a connection between Village Green Square to Sheppard Avenue East.

The proposed development is consistent with the Provincial Planning Statement (2024) (PPS). The proposed development also conforms to the City's Official Plan and delivers key city building priorities, including a mixture of housing units, non-residential uses, parkland and the realization of a road network that will improve connections and expand the existing local transportation network.

This report reviews and recommends approval of the application to amend the Zoning By-law. It also seeks the necessary authorization to enter into appropriate agreements with the Owner to facilitate land exchanges to realign Cowdray Court and create more rational development blocks fronting the new north-south connection. Finally, this report advises that the Executive Director, Development Review, acting under delegated authority, intends to approve the Draft Plan of Subdivision necessary to advance the comprehensive redevelopment of the subject lands.

RECOMMENDATIONS

The Director, Community Planning, Scarborough District recommends that:

1. City Council amend Zoning By-law 569-2013 for the lands at 20, 40, 50, 70, 80 and 100 Cowdray Court substantially in accordance with the draft Zoning By-law Amendment attached as Attachment 6 to this report.
2. City Council authorize the City Solicitor to make such stylistic and technical changes to the draft Zoning By-law Amendment as may be required.
3. City Council direct the Director, Real Estate Services to enter into a Land Exchange Agreement with the Owner on terms satisfactory to the Director, Real Estate Services in a form satisfactory to the City Solicitor.
4. City Council direct that all steps necessary to comply with the City's real estate disposal process, as set out in Article 1, Chapter 213 of the City of Toronto Municipal Code, Real Property, be taken to implement Recommendation 3 above.
5. City Council approve that in accordance with Section 51 of the *Planning Act* as a component of the Registration of Plan of Subdivision, the Owner shall convey to the City, an on-site parkland dedication, having a minimum size of 6,224 square metres, to the satisfaction of the Executive Director, Development Review and the City Solicitor.
6. City Council approve the acceptance of on-site parkland dedication, subject to the Owner transferring the parkland to the City free and clear, above and below grade, of all easements, encumbrances, and encroachments, in an acceptable environmental condition; the owner may propose the exception of encumbrances of tiebacks, where such encumbrance is deemed acceptable by the Executive Director, Development Review, in consultation with the City Solicitor, and such an encumbrance will be subject to the payment of compensation to the City, in an amount as determined by the Executive Director, Development Review, and the Executive Director, Corporate Real Estate Management.
7. City Council approve a development charge credit against the Parks and Recreation component of the Development Charges for the design and construction by the owner of the Above Base Park Improvements to the satisfaction of the General Manager, Parks and Recreation (P&R). The development charge credit shall be in an amount that is the lesser of the cost to the owner of designing and constructing the Above Base Park Improvements, as approved by the General Manager, P&R, and the Parks and Recreation component of development charges payable for the development in accordance with the City's Development Charges By-law, as may be amended from time to time.
8. City Council direct the Owner to convey the 4,695 square metres identified as Block 10 in the Draft Plan of Subdivision, free and clear, above and below grade all physical obstructions and easements, encumbrances and encroachments, including surface and

subsurface easements as a condition of approval of the Draft Plan of Subdivision, to the satisfaction of the Executive Director of Environment, Climate and Forestry.

9. City Council direct the owner to fulfill all environmental obligations and associated terms and improvements, including, but not limited to implementation of the Ecological Management and/or Stewardship Plans and associated plantings of Block 10 pursuant to conditions of approval of the Draft Plan of Subdivision, to the satisfaction of the Executive Director of Environment, Climate and Forestry.

10. City Council direct the Executive Director, Development Review, in consultation with the local Ward Councillor and the City Solicitor to continue to work with the applicant to bring forward an in-kind community benefit offer, pursuant to 37(6) of the *Planning Act*, for the provision of new affordable rental housing and/or community service facilities, and to report back to City Council if an offer is made.

11. In accordance with the delegated approval under Section 415-16 of the Toronto Municipal Code, as amended, City Council be advised that the Executive Director, Development Review intends to approve the Draft Plan of Subdivision as generally illustrated in Attachment 14 subject to:

- a. draft approval conditions which must be fulfilled prior final approval and the release of the Plan of Subdivision for registration; and
- b. any such revisions to the proposed subdivision plan or any such additional modified conditions as the Executive Director, Development Review may deem to be appropriate to address matters arising from the on-going technical review of this development.

12. Council direct the Owner to enter into a financially secured Agreement(s) to relocate all City infrastructure, to the satisfaction of the General Manager, Toronto Water and the Director, Engineering Review, Development Review Division.

FINANCIAL IMPACT

The Development Review 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

Southwest Agincourt Transportation Connection Study

On July 23, 2018, City Council authorized the General Manager, Transportation Services to initiate the Municipal Class Environmental Assessment for the extension of a north-south road connecting Village Green Square and Sheppard Avenue East, with funding provided by the Owner of the subject site. City Council's decision can be found

at the following link: <https://secure.toronto.ca/council/agenda-item.do?item=2018.MM44.11>

On March 7, 2023, City Council adopted the recommendations of the Southwest Agincourt Transportation Connections Study to endorse the Preferred Design of the new north-south road and the realignment of Cowdray Court. City Council's decision can be found at the following link: <https://secure.toronto.ca/council/agenda-item.do?item=2023.IE2.4>

Subject Application

A Preliminary Report was adopted by Scarborough Community Council on March 19, 2019 authorizing staff to schedule a community consultation meeting for the application. Community Council's decision can be found at the following link: <https://secure.toronto.ca/council/agenda-item.do?item=2019.SC4.8>

THE SITE AND SURROUNDING LANDS

Description

The site is located east of Kennedy Road, south of Sheppard Avenue East and north of the CN rail corridor (see Attachment 2: Location Map). The Draft Plan of Subdivision includes the lands to the north and south of Cowdray Court and has an area of 6.6 hectares. The lands that form part of the rezoning application are 3.2 hectares and are generally located south of Cowdray Court. The site is currently occupied by 4 buildings containing retail, office and industrial use. The eastern most part of the site is vacant.

Surrounding Uses

North: low-rise residential neighbourhood and Collingwood Park. Agincourt GO Station is located north of Sheppard Avenue East.

South: The CP Railway abuts the site to the immediate south. Further south are high-rise office, a hotel and residential buildings. A portion of the lands south of the rail corridor (2075 Kennedy Road) is subject to an active Site Plan Application for three mixed-use towers ranging from 31 to 36 storeys, file no. 21 206899 ESC 22 SA.

East: Collingwood Park and Highland Creek. Further east is east of the rail infrastructure associated with the Metrolinx/GO Stouffville Line and a mixture of low-rise industrial, office, retail and residential buildings.

West: Kennedy Road abuts the site to the immediate west. Further west there is a low-rise residential neighbourhood.

THE APPLICATIONS

Description

The rezoning application would permit the development of the lands generally located south of Cowdray Court, described below as Blocks 2, 4 and 6. Five new towers are proposed with tower heights ranging from 23 to 41 storeys (75 to 130 metres). At its completion, the application proposes 165,152 square metres of residential uses and 2,238 square metres of retail uses. The application would also result in the realignment of Cowdray Court to connect to the future north-south road as part of the Southwest Agincourt Transportation Connections Study, and the expansion of Collingwood Park.

Draft Plan of Subdivision

The proposed development is organized by way of a Draft Plan of Subdivision that creates the necessary blocks to support the proposed development including two new public streets. Table 1 below provides a summary of the different blocks along with the proposed use and area, illustrated on the Draft plan of Subdivision found in Attachment 14.

Table 1 - Draft Plan of Subdivision Statistics

Proposed Use	Proposed Block(s)	Area (hectares)
Mixed Use	2, 4, and 6	3.192
Commercial	1	0.624
Park	3 and 5	0.621
Hazard Lands	10, 13 and 14	0.813
Additional Lands (servicing corridor etc.)	7, 8, 9, 11 and 12	0.233
Public Streets	Street A and Street B	1.146

Density

The proposed total gross floor area of 167,390 square metres results in a density of approximately 5.2 times the lot area.

Residential Component

The proposal includes 2,157 dwelling units, consisting of 109 bachelor (5%), 1,153 one-bedroom (53%), 644 two-bedroom (30%), and 251 three-bedroom units (12%).

Amenity

A total of 8,882 square metres (approximately 4.0 square metres per unit) of residential amenity space is proposed, comprised of 4,480 square metres (2.07 square metres per unit) of indoor amenity space and 4,405 square metres (2.04 square metres per unit) of outdoor amenity space.

Non-Residential Component

The proposal includes 2,238 square metres of at-grade retail in Blocks 2 and 4 and the retention of 3,790 square metres in an existing office building on Block 1.

Parkland and Open Space

The applicant is proposing two on-site parkland dedications totaling 6,224 square metres. In addition, Block 10, located on the eastern limits of the subject site is within the Toronto and Region Conservation Authority's regulated floodplain, consists of 4,695 square metres and will be conveyed to the City, providing additional passive recreational space.

Access, Parking and Loading

Vehicular access is proposed via a new network of streets which includes the re-alignment of Cowdray Court. Two new public streets are proposed and will be designed to be complete streets, accommodating all modes of transportation.

The proposal includes a total of 2,173 vehicular parking spaces comprised of 1,909 resident spaces and 264 for visitors. Parking is located in both above and below grade garages for the various blocks.

The proposal includes a total of 1,626 bicycle parking spaces consisting of 1,470 long-term and 156 short-term bicycle parking spaces. The proposal also includes a total of 9 loading spaces through the site comprised of 4 Type 'G' spaces and 5 Type 'C' spaces.

Development Phasing

The proposal will be developed in 3 phases. The applicant has provided a phasing plan which is to coincide with the future development of the north-south road connecting the lands south of the CP Railway corridor to Sheppard Avenue East.

Additional Information

See the attachments of this Report for the Application Data Sheet, Location Map, site plan, elevations, and 3D massing views of the proposal. Detailed project information including all plans and reports submitted as part of the application can be found on the City's Application Information Centre at: <http://toronto.ca/20CowdrayCrt>

Reasons for Application

An application to amend the Zoning By-law is required to establish land use provisions and appropriate performance standards including building height, density, and building setbacks.

The Draft Plan of Subdivision application is required to create development blocks and secure lands for conveyance as future public parks and a network of public streets. The Draft Plan of Subdivision application may later be approved by the Executive Director, Development Review. This meeting at Scarborough Community Council represents the public meeting required for the Draft Plan of Subdivision application.

APPLICATION BACKGROUND

A pre-application consultation (PAC) meeting was held on July 19, 2017. Additional pre-consultations took place with the applicant prior to the submission of the application. The Planning Application Checklist Package resulting from the PAC meeting is available on the Application Information Centre.

The current application was submitted on December 12, 2018 and deemed complete on January 25, 2019, satisfying the City's minimum application requirements.

Agency Circulation Outcomes

The application together with the applicable reports noted above, have been circulated to all appropriate agencies and City Divisions. Responses received have been used to assist in evaluating the application and to formulate appropriate Zoning By-law amendment and the Draft Plan of Subdivision, including associated conditions of approval.

POLICY AND REGULATION CONSIDERATIONS

Provincial Land-Use Policies

All decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the Provincial Planning Statement (2024), and shall conform to provincial plans, including the Greenbelt Plan (2017), and others.

Official Plan

The [Official Plan](#) designates the site as *Mixed Use Areas*. See Attachment 3 of this Report for the Land Use Map. The Official Plan should be read as a whole to understand its comprehensive and integrative intent as a policy framework for priority setting and decision making.

Major Transit Station Area

The site is within a delineated Agincourt Major Transit Station Area (MTSA). Specifically, the site generally falls within 500m of the delineated Agincourt GO Station associated with SASP 694 in Chapter 8 of the Official Plan. The area is planned for a minimum population and employment target of 150 residents and jobs combined per hectare.

Agincourt Secondary Plan

The [Agincourt Secondary Plan](#) identifies the site as appropriate for residential uses once transportation and transit infrastructure funding is committed. The lands are also subject to SASP 4 of the Secondary Plan, which specifies that development of lands for residential uses will provide a net gain of employment floor area on the site, will provide a future road connection between Sheppard Avenue East and Village Green Square along with lands for the future addition to Collingwood Park. SASP 4 provides that all new development will be located and developed to the satisfaction of the Toronto and Region Conservation Authority (TRCA).

Southwest Agincourt Transportation Connections Study

The Southwest Agincourt Transportation Connections Study was undertaken from 2018-2023 to recommend ways to expand the future transportation network as identified in the Agincourt Secondary Plan. The cost of the City-led study was partially funded by the Owner such that these applications could be reviewed in the context of the study. The Southwest Agincourt Transportation Connections Study satisfied Schedule 'C' Municipal Class Environmental Assessment (MCEA) requirements for the new north-south street, where alternative alignments and designs were assessed to arrive at a preferred design for the street.

The preferred alternative street connection from Sheppard Avenue East to Village Green Square identified by the study was to extend Gordon Avenue southward through the subject lands along Cowdray Court to eventually cross below the existing CP Rail corridor. As it relates to this application, the new north-south street will bisect the subject lands, connect to a realigned Cowdray Court, and provide a southerly connection to Village Green Square.

Zoning

The lands are not subject to the City of Toronto Zoning By-law 569-2013 and are subject to the former City of Scarborough Employment Districts Zoning By-law No. 24982 (South Agincourt), as amended (See Attachment 5).

20 and 100 Cowdray Court are zoned Office Uses (OU) and subject to Exception No. 386. Permitted uses in the OU zone include, but are not limited to: day nurseries, financial institutions; offices; personal service shops; restaurants; and retail stores. Exception No. 386 also permits vehicle sales operations with vehicle repair garages and vehicle service stations as ancillary uses only.

50 Cowdray Court is within a Recreational Zone (RU) and subject to Exception No. 92 which only permits a fitness and racquet sports club and associated commercial uses.

40, 70 and 80 Cowdray Court are zoned Industrial (M). Permitted uses include but are not limited to: day nurseries; educational and training facility uses; industrial uses; offices (excluding medical and dental offices); and recreational uses. All uses are required to be conducted wholly within an enclosed building.

Design Guidelines

The following [design guidelines](#) have been used in the evaluation of this application:

- Tall Building Design Guidelines
- Growing Up Guidelines for Children in Vertical Communities
- Design Guidelines for Privately Owned Publicly- Accessible Spaces (POPS)
- Pet Friendly Design Guidelines for High Density Communities
- Percent for Public Art Program
- Retail Design Manual
- Toronto Accessibility Design Guidelines

Toronto Green Standard

The Toronto Green Standard (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 TGS. Tiers 2 and above are voluntary, higher levels of performance with financial incentives (partial development charges refund). Tier 1 performance measures are secured in provisions of the zoning by-law, on site plan drawings and through a Site Plan Agreement or the approval of a Plan of Subdivision.

Draft Plan of Subdivision

An application for Draft Plan of Subdivision approval has been submitted in order to ensure the orderly development of the site, creation of development blocks and parks, and the provision of new Public Streets and infrastructure to support development. The Executive Director, Development Review has delegated authority for Plans of Subdivision under Section 415-16 of the Toronto Municipal Code, as amended.

The Draft Plan of Subdivision has been reviewed by City staff and is generally acceptable, with further review and refinements potentially necessary to ensure it can be registered in phases to allow for required public streets and park blocks to be conveyed to the City and ensure orderly development (See Attachment 14). Additional information will be submitted to allow staff to finalize the draft list of subdivision conditions required to support the development of the site. These draft conditions would include, but are not limited to, ensuring the lands conveyed into public ownership are of appropriate environmental standards, the construction of municipal infrastructure is financially secured and phasing is appropriately implemented. Approval of the Draft Plan of Subdivision, including conditions, has been delegated to the Executive Director, Development Review or their designates.

PUBLIC ENGAGEMENT

Community Consultation

A community consultation meeting was held on May 7th, 2019 and was attended by approximately 100 members of the community and the previous Ward Councillor. Specific comments related to the proposed development include:

- Proposed height and density of the proposed buildings;
- Concerns relating to transition of new buildings to the surrounding context;
- Shadow and wind impacts resulting from the proposed towers;
- Pedestrian and cycling infrastructure;
- Cumulative impact of development in the area on servicing capacity and infrastructure;
- Traffic impacts on Kennedy Road and how the proposed road network will improve existing conditions;
- Lack of retail within the area; and
- Phasing and timing of construction, including the delivery of the proposed parks and community facilities.

The issues raised through the community consultation process have been considered through the review of the application and commented on as necessary in the body of this Report.

Statutory Public Meeting Comments

In making their decision with regard to this application, Council members have an opportunity to hear the oral submissions made at the statutory public meeting held by the Scarborough Community Council for this application, as these submissions are broadcast live over the internet and recorded for review.

COMMENTS

Provincial Planning Statement and Provincial Plans

Staff's review of this application has had regard for the relevant matters of provincial interest set out in the *Planning Act*. Staff has reviewed the current proposal for consistency with the PPS (2024). Staff find the proposal consistent with the PPS (2024).

Official Plan Policies and Design Guidelines

This application has been reviewed against the Official Plan policies, including Secondary Plan policies and design guidelines described in the Policy and Regulation Considerations Section of this Report.

Site Organization

The City's Official Plan and the Agincourt Secondary Plan identify the need for a new complete street between Sheppard Avenue East and Village Green Square in order to improve mobility and connectivity within the Secondary Plan area. The Southwest Agincourt Transportation Connections Study identified a preferred alignment of a new north-south street connecting Sheppard Avenue East with Village Green Square. It also defined a 25 metre right-of-way width for Cowdray Court which would be realized to connect with the north-south street. To achieve this alignment, the eastern end of Cowdray Court would be closed. Both public streets are critical elements to the site organization, along with new parks and open spaces defined in greater detail below.

A land exchange is required between the City and the applicant to support the land requirements necessary for interim and future condition of Cowdray Court and to facilitate appropriate development blocks. As part of the real estate arrangement, an accompanying financially-secured infrastructure agreement is required to secure the relocation of existing infrastructure necessary to build out the proposed buildings in an orderly way as the street is implemented.

Staff have been working with the applicant to properly articulate how portions of the existing Cowdray Court right-of-way be closed and transferred to the Owner, while private lands would be returned to the City to create an interim alignment of Cowdray Court. This includes a valuation of the lands and other analysis to ensure the proper conditions are enforced pursuant to Article 1, Chapter 213 of the City of Toronto Municipal Code, Real Property. The Owner will be required to enter into a Land Exchange Agreement with the applicant to the satisfaction of the Director, Real Estate Services and the City Solicitor, and this report recommends Council provide authorization to advance this process.

The subject lands are divided into 4 development blocks, and the design of the blocks allows for the orderly phased development of the site. The application also provides a new street network that defines the development blocks while creating public realm connections between the blocks and provide opportunities for animated street frontages. The new streets will accommodate street trees and wide sidewalks.

The proposed development will expand the size and function of Collingwood Park, improving access and increasing its visibility from new public streets. An additional 0.8 hectares of lands within the floodplain will be dedicated to the City, further expanding the availability of contiguous open space for the new and broader community.

Land Use

The subject lands are designated *Mixed Use Areas* in the Official Plan which provides for a broad range of commercial, residential, institutional and open spaces uses to accommodate an increase in population and jobs along transit lines.

Currently the subject lands contain only non-residential uses. The original principles of the Agincourt Secondary Plan provides that residential uses may be permitted south of Cowdray Court once the timing and funding for the subway station southeast of the site and the underpass below the CP Railway are committed.

Updated transit planning and policy direction have provided for a realignment of the east-west higher-order transit corridor to follow Sheppard Avenue East, and Agincourt GO Station has had major upgrades that will allow for eventual two-way, all-day service on the Stouffville line. The subject lands are included as part of the Agincourt MTSA based on this existing station and planning for their intensification within walking distance to the facility would prevail over any policy conflict with the Secondary Plan. Thus, staff conclude the current transit arrangements would meet the original intent of the Secondary Plan's direction of intensification to be achieved near transit.

The north-south road referred to both in the general Secondary Plan policies and SASP 4 is being secured in accordance with the MCEA recommended design. The proposal is organized around the implementation of the future connection and Transportation Services capital budget currently identifies 2028 as the earliest date for construction of the new street to commence.

SASP 4 requires the development of the subject site for residential use to provide a net gain of employment floor area. The existing employment GFA of the lands is approximately 7,885 square metres of which 3629 square meters would be retained in an existing office building and 2,238 square meters of retail commercial space deployed in the ground floor of the new buildings. One block containing an existing commercial use will become a park and the existing building is not able to be retained nor redeveloped. To ensure a net gain of employment floor area, the draft amending By-law will secure a net minimum non-residential GFA of 7,900 square metres on Block 1 (the office building site) in addition to minimum non-residential uses on Blocks 2 and 4. There are opportunities for additional non-residential uses through infill or intensification of the existing stock and meet the net increase in non-residential use as provided for by SASP 4.

An additional 6,224 square metres of parkland is to be added to the existing Collingwood Park as provided for by SASP 4 of the Secondary Plan. A north-south multi use trail is also being secured as part of the Plan of Subdivision, pursuant to the MCEA, that will extend the existing trail in Collingwood Park and improve pedestrian and cycling access from the subject lands to Agincourt GO Station. These lands, and additional lands within the flood plain will be rezoned to secure these parks and open space uses.

For the reasons described above, the proposed land use is appropriate subject to addressing the balance of the comments of this Report.

Natural Hazards

The north-eastern portion of the property is within the Natural Heritage System in the Official Plan and is subject to provisions of the City of Toronto Municipal Code Chapter 658. No development is proposed within the flood hazard or buffer, and as directed by SASP 4 the proposal is satisfactory to the TRCA. Lands within Block 10 are within the floodplain of Highland Creek and will be rezoned as open space, becoming a passive greenspace west of Highland Creek, leading to the planned multi-use trail. In addition, Block 10, located on the eastern limits of the subject site is within the TRCA's regulated floodplain and will be conveyed to the City.

As a condition of Draft Plan approval, the applicant will be required to convey Block 10 free of encumbrances and encroachments, above and below grade, to the satisfaction of the Executive Director of Environment, Climate and Forestry. Further, they must provide a Ravine Stewardship Plan to ensure the appropriate naturalization of the buffer area to the satisfaction of the Executive Director of Environment, Climate and Forestry.

Housing

The Official Plan directs that a full range of housing in terms of form, tenure and affordability be provided to meet the current and future needs of residents. Section 3.2.1 (Policy 9) provides for the provision of affordable housing on sites generally greater than five hectares as a first priority community benefit.

Under the former Section 37 regime, units could be secured on site through a Section 37 Agreement, potentially alongside other community benefits. Legislated changes to the Section 37 regime brought forward the Community Benefits Charge (CBC) framework, which limits the value of community benefits to 4% of the land value. While this can be provided as an in-kind benefit, it would still be a function of land value and the 4% cap which has generally reduced the amount of affordable housing the City can secure when applying this policy. Inclusionary Zoning, which focuses directly on affordable housing delivery is not applicable as Agincourt is not a Protected Major Transit Station Area (PMTSA) where Inclusionary Zoning could be applied.

The site's significant size and introduction of new residential units provides an opportunity to deliver affordable housing within a community that already supports equitable access to various amenities for daily living. While no specific amount of affordable housing is currently proposed within the applicant's submission material at this stage of the approvals process, the applicant has engaged in discussions with staff related to the delivery of a meaningful amount of affordable housing on this site. This objective, whether delivered via the CBC or other means, is an essential component of building complete communities and advancing Official Plan affordable housing objectives.

The applicant has agreed to continue discussions with City staff on a potential in-kind CBC contribution package that would prioritize affordable housing on site. The affordable housing terms would prioritize long-term affordability and would be consistent with the Official Plan income-based definition of affordable housing. This report recommends continuing such discussions to determine the precise terms of such an in-kind contribution of affordable housing on the site.

Through the Site Plan Control process, staff will continue to work with the applicant to identify opportunities to include affordable housing. With each application for site plan approval, the owner will submit a Housing Plan identifying their strategy to secure funding and/or partnerships and/or beneficial financing arrangements in support of the provision of affordable housing potentially through programs offered by other orders of government or the City to maximize the provision of Affordable Rental Housing and/or Affordable Ownership Housing on-site. Should staff reach an Agreement on in-kind affordable housing contributions pursuant to the CBC Framework, a separate report to Council will be provided.

Unit Size and Mix

Staff are satisfied that the application is in keeping with the Growing Up Guidelines with respect to unit mix as it includes 30 percent two-bedroom units and 12 percent three-bedroom units as shown on the architectural plans. A minimum of 15 percent and 10 percent of two- and three-bedroom units respectively will be secured in the amending Zoning By-law.

The Housing Issues Report indicates the unit sizes within the Block 6 building are proposed to range from an average of approximately 400 square metres for a studio to an average of approximately 965 square metres for three-bedroom units. As the detailed design of the site progresses, staff will work with the applicant to ensure larger units be secured that can accommodate needs of all households including multi-generational households with children.

Density

The subject site is within the delineated Agincourt Station MTSA, where a minimum density target of 150 people and jobs per hectare is to be planned for. The resulting density would meet the minimum density target of 150 people and jobs per hectare.

The area subject to redevelopment would result in an overall FSI of 5.2, which is inclusive of lands to be dedicated as streets and parks that are not going to contain development. On a net, block by block basis the FSI ranges from 4.4 to 6.2 FSI. The proposal meets minimum density within the Agincourt MTSA and conforms to the Official Plan.

Built Form

The various building elements including the base buildings and towers, respond to the surrounding context and have been designed to mitigate impacts on adjacent streets and open spaces. The development provides for appropriate transition in scale and density to adjacent low-rise properties designated *Neighbourhoods*.

Base Buildings

The Official Plan and Tall Building Design Guidelines state that base buildings should be designed to fit harmoniously within the existing context of neighbouring building heights at the street, and to respect the scale and proportion of adjacent streets, parks, and public or private open spaces.

The proposed development includes base buildings that range in height from 2 storeys to 11 storeys. A 6-storey streetwall is generally achieved fronting new and existing public streets. A minimum stepback of 3 metres is provided from each base building to towers facing Cowdray Court and Kennedy Road. The design of the ground floor of each base building has been organized to frame the streets and properly animate the public realm. This will ensure a vibrant pedestrian experience on the proposed public streets and will be further refined at the site plan control stage.

Towers

The Official Plan generally requires tall buildings to be slender to allow for appropriate sky view and to ensure shadows are narrow and move quickly through the day. In order to limit visual impacts on surrounding areas, the Tall Building Design Guidelines restrict a typical residential tower floor plate to an area of 750 square metres or less and provide that towers should be separated by a minimum of 25 metres. The Official Plan states that new developments should transition down to neighbouring existing and/or planned buildings as well as providing a gradual transition in scale and density to low-rise properties designated *Neighbourhoods*.

The proposed development includes five towers ranging in height from 23- to 41-storeys. All of the towers will meet the minimum tower separation distance of 25 metres and have a maximum floor plate of 750 metres to ensure appropriate street proportion. The proposed tower portions of the tall buildings have been setback 3 metres from the edge of the base buildings to mitigate wind impacts on the adjacent public realm. The taller towers have been located to the CN rail corridor, sufficiently separated from the low-rise community to the north and west to limit shadow impacts and provide appropriate transitions to the surrounding open spaces and streets.

Staff are satisfied the proposed built form meets the policies of the Official Plan, the Agincourt Secondary Plan and the Tall Building Design Guidelines in terms of transition, floor plate sizes, and tower separation distances.

Public Realm and Streetscape

The proposal provides a well-organized and attractive public realm network that includes new complete streets, the expansion of Collingwood Park, a multi use trail connection as well as new cycling infrastructure.

The buildings have been massed to frame and support Cowdray Court and the new north-south public street. As described above, pedestrian level streetwall height has been established along with active uses. Landscaping has been provided along Cowdray Court to ensure pedestrian comfort, further enhancing public realm. New buildings along the streets are appropriately set back from the streets to provide a generous pedestrian public realm for pedestrians and future public transit users along the pedestrian walkways. The proposed buildings have entrance lobbies on the ground floor that would allow for views to adjacent streets, parks, and open spaces. Active uses at grade will support a lively, safe and pedestrian oriented public realm.

The site will enhance the connectivity of the area by adding a new network of public streets and allowing for a future connection from Cowdray Court to Village Green Square. The proposed streetscapes provide space for the required pedestrian sidewalk, tree plantings adjacent to the street curb of all streets, bicycle lanes to accommodate cyclists, and connectivity through the site and to existing and future transit stations. Extensive landscaping has been provided along Cowdray Court and the new public streets to ensure pedestrian comfort.

Shadow and Wind Impact

The Official Plan and the Tall Building Design Guidelines seek to ensure that new buildings are designed to maintain access to sunlight and maximize thermal comfort on surrounding streets, parks, and open spaces. The Official Plan further provides that the tower portion of a tall building should be designed to limit shadow impacts on the public realm and surrounding properties by stepping back the tower from the base building, generally aligning the tower with, and parallel to the street, limiting and shaping the size of the floorplates above base buildings, and maintaining appropriate separation distances from side and rear lot lines as well as other towers.

A shadow study was produced in support of the proposed application that shows only incremental shadow impacts on the surrounding streets and open spaces that are limited as a result of the design and massing of the proposed buildings. The study concludes that there are no excessive shadow impacts from the proposed development on adjacent neighbourhoods and open spaces. Further, the buildings have been massed to maintain adequate separation distances which achieve the objective of maximizing access to sunlight on the public realm and ensuring access to daylight for interior spaces within towers.

The shadow impacts from the proposed development are considered acceptable and no further mitigation measures are required.

The applicant also submitted a Pedestrian Level Wind Study that recommends wind mitigation measures and features that would help improve local conditions in key areas of the proposed development. Wind mitigation will be further refined through the Site Plan Control process.

Rail Safety and Risk Mitigation

The subject lands abut a CP Rail corridor to the south. Best practices for providing redevelopment opportunities adjacent to rail corridors is to set a minimum 30 metre setback from the property line to the rail facility to protect for possible derailment features. The proposal provides a 30-metre setback from the rail corridor for Blocks 2 and 4, and a 20-metre setback from the rail corridor on Block 6 with a covered parking structure to be designed with an engineered crash wall for safety. A Derailment Protection Report was submitted by JWS+ Associates in support of the application and was reviewed by the adjacent rail authority for acceptance.

Policy updates which came into force while the application was under review now require the details of the rail safety measures to be peer reviewed by the City as part of the development approvals process. For future development applications for site plan approval of the buildings adjacent to the rail corridor, specific details of the proposed rail safety will be required and will be peer reviewed in accordance with the updated policy framework. The details and peer review requirements will be secured through the site plan approval.

Servicing

A Functional Servicing Report and addendums prepared by GHD were submitted in support of the applications. Sanitary services for the development blocks will be provided by a series of connections to the existing 1050mm sanitary trunk sewer along Cowdray Court and within an easement on the subject lands. Water services will be provided by connections to the existing 300 mm watermain along Kennedy Road.

The existing 1050 mm sanitary sewer and easement within the proposed Block 6 will be relocated northerly to form Block 9 on the eastern portion of the site. The release of the existing easement, and the relocation of the City infrastructure will be secured through the various agreements recommended by this report.

A Stormwater Management Report and addendums were prepared by Meritech Engineering in support of the applications. The proposed stormwater management design includes various measures both on-site and within the City's rights-of-way in meeting the City's Wet Weather Flow Management Guidelines.

Engineering Review staff have reviewed the documentation submitted in support of the applications and have no objections in principle. The phasing of infrastructure construction will be secured as part of the Land Exchange Agreement and in the conditions of the Draft Plan of Subdivision approval.

Development Phasing

The mixed-use community will be developed over a number of years and will be implemented in phases. The applicant has provided an anticipated phasing plan of how the build out will occur and the necessary public infrastructure to support the development plan. All Blocks referenced are as noted on the draft plan of subdivision found at Attachment 14. The phasing is described generally as follows:

- **Phase 1** includes the provisions for the interim realignment of the Toronto Water infrastructure that is currently within private lands or City lands to be exchanged with the owner. This would entail the execution and registration of agreement(s) and conditions of Subdivision approval which would allow for the Owner to realign Cowdray Court and realize near term development.
- **Phase 2** initiates the development of Block 6 which includes a total of 521 residential units within a 33 storey building. This phase requires the realignment of Cowdray Court establishing a true east-west alignment for the street. It will also include the relocation of the sewer easement within Block 6 to a new parcel in Block 9. These Sewer easement lands will be dedicated to the City, along with the Hazard Lands in Block 10. This phase of development will proceed concurrently with the conveyance of Park Block A.
- **Phase 3** will include Block 4 with a total of 821 residential units in 2 residential towers. Phase 3 will secure transportation improvements as well as the construction of both Street A and Street B. Transportation Services will advance the south portion of the MCEA road construction, and the owner will be responsible for the construction cost.

- **Phase 4** will involve the demolition of the existing buildings on Block 2 and 3, the conveyance of the northern section of lands for Street A, and the delivery of the second phase of parkland dedication.

In order to realize the phasing arrangements, the proposed Plan of Subdivision and the re-alignment of Cowdray Court, lands currently owned by the City will be exchanged with privately owned lands. This report recommends the Director, Real Estate Services to enter into a land exchange agreement with the owner to swap the lands of equal value pursuant to provisions within the Toronto Municipal Code. The determination of value will be done via appraisal conducted by an external appraiser at the Owner's cost.

Road Widening

A 3.84 metre road widening dedication along Block 2's frontage on Cowdray Court, resulting in a 25 metre right-of-way is required. The road widening will be a condition of Draft Plan of Subdivision approval.

Traffic Impact

The applicant's traffic engineering consultant, BA Group submitted a Transportation Impact Study (TIS), dated January 3, 2019 which was updated with resubmissions in 2021, 2022 and 2024 in response to staff comments and project revisions. The analysis estimates that the project will generate approximately net total new ultimate 665 and 615 two-way vehicular trips during the weekday AM peak hour and PM peak hour in 15-year horizon (2033), respectively.

The applicant's consultant also proposed signal timing adjustment at adjacent intersections and other details of the necessary design drawings that will be reviewed and implemented during the subdivision and site plan control stage. The traffic impact review and urban transportation considerations showed integration with the new north-south street and considered development phasing and real estate needs for implementation of new transportation infrastructure. Transportation Review staff concur with the findings of the transportation review which demonstrated that with scheduled improvements, the network can accommodate the increased traffic generation from the subject site.

Access, Vehicular and Bicycle Parking and Loading

The consolidated Transportation Impact Study submitted in support of the application assessed loading, parking, and transportation impacts resulting from the proposed development.

Vehicular access is proposed via a new network of streets which includes the realignment of Cowdray Court. Two new public streets are proposed and will be designed to be complete streets, accommodating all modes of transportation.

The proposal includes a total of 2,173 parking spaces comprised of 1,909 resident spaces and 264 for visitors. Parking is located in both above and below grade garages for the various blocks. The above grade portions of the parking structures are generally

hidden from view and wrapped with occupied uses. The existing surface parking spaces on Blocks 2, 4 and 6 will be removed.

It is noted that the site is located within the Agincourt MTSA. The *Planning Act* provides that no minimum vehicular parking standards can be applied within an MTSA, aside from minimum accessible parking spaces.

The proposal includes a total of 1,626 bicycle parking spaces consisting of 1,470 long-term and 156 short-term bicycle parking spaces. The proposal also includes a total of 9 loading spaces through the site comprised of 4 Type 'G' spaces and 5 Type 'C' spaces.

Parkland and Open Space

In accordance with Section 42(3) of the *Planning Act*, the applicable alternative rate for on-site parkland dedication is 1 hectare per 600 residential units to a cap of 10 percent of the development site as the net site area is less than five hectares, with the non-residential uses subject to a 2 percent parkland dedication rate. In total, the parkland dedication requirement is 4,622 square metres.

The Agincourt Secondary Plan identifies the expansion of Collingwood Park as a first priority for public parkland for the area. The applicant is proposing an on-site parkland dedications totaling 6,224 square metres consisting of Block 3 (3,059 square metres) and Block 5 (3,165 square metres), located in the northeast portion of the site. The proposed parkland dedication will allow for the expansion of Collingwood Park, providing a more visible frontage within the site. The proposed park will increase and improve access to parkland and natural open spaces for all existing and new residents.

The location and size of the proposed parkland to be conveyed are acceptable to staff and the details of its conveyance, including its phasing, will be secured through the Draft Plan of Subdivision. Staff also recommend the authorization of a development charge credit against the Parks and Recreation component of development charges in order to permit the applicant to design and construct the above base park improvements in exchange for said credit, to the satisfaction of the General Manager, Parks and Recreation. The terms of the design and construction of the above base improvements will be secured through Draft Plan of Subdivision.

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 submitted a Tree Inventory and Preservation Plan Report by prepared by Schollen & Company Inc., Project no. 17035, dated December 6, 2022, revision no. R4, dated January 10, 2025

The Landscape Plan submitted in support of the proposal contemplates a total of 174 new trees. The proposed number of trees is contrasted with the 193 trees required, consisting of: 105 new street trees within the City's existing and future road allowance; and 69 trees within the site. Cash in lieu will be required for the remaining 19 trees.

The proposal is also required to comply with the tree planting elements of the TGS Version 4, which based on the area of the site, requires 5,807.6 cubic metres of soil volume. The submitted landscape plans specify soil volumes that meet the required amounts. These tree planting plans will, with minor modifications and details, be satisfactory to Urban Forestry staff. The submission of satisfactory plans and refinements will be a condition of Urban Forestry's approval of the Draft Plan of Subdivision and subsequent Site Plan Control applications on a block by block basis.

Holding Provision

This Report recommends the adoption of a Zoning By-law Amendment that is subject to a holding provision under Section 36 of the *Planning Act*, restricting the proposed use of the lands until the conditions to lifting the holding provision, as set out in the By-law, are satisfied. Section 5.1.2 of the Official Plan contemplates the use of a holding provision and outlines the types of conditions that may have to be satisfied prior to the removal of a holding provision. The specific conditions to be met prior to the removal of the proposed holding provisions in the proposed By-law include a requirement for the Owner to enter into financially secured Agreement(s) to relocate all City infrastructure, to the satisfaction of the General Manager, Toronto Water, and the Director, Engineering Review, Development Review Division.

The Executive Director, Development Review and their designate have the authority to make decisions on applications to remove holding provisions, which do not contain financial implications not previously authorized by Council.

Toronto Green Standard

Council has adopted the four-tier 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 applicant is required to meet Tier 1 of the TGS. The applicant is encouraged to achieve Tier 2 or higher to advance the City's objectives for resilience and to achieve net-zero emissions by 2040 or sooner.

Community Services and Facilities

The Official Plan establishes and recognizes that the provision of and investment in community services and facilities supports healthy, safe, livable, and accessible communities. Community services and facilities are the building blocks of our neighbourhoods, foundational to creating complete communities and include matters such as recreation, libraries, childcare, schools, public health, and human and cultural services. Providing a full range of community services and facilities in areas that are inadequately serviced or experiencing growth is a shared responsibility. This report recommends continuing discussions on affordable housing as an in-kind benefit but that

would not preclude possible community service facilities forming part of that arrangement.

Conclusion

The proposal has been reviewed against the policies of the PPS (2024), and the Toronto Official Plan including the Agincourt Secondary Plan and SASP 694. Staff are of the opinion that the proposal is consistent with the PPS (2024) and conforms with the Official Plan.

Staff worked with the applicant and the community to address and resolve key concerns and improve the applications, particularly around building height, density, massing, provision for parkland, vehicular access and an appropriate phasing strategy to secure the necessary servicing infrastructure. The proposed development introduces residential uses to the site while providing a balance of uses that contribute to creating a mixed use community - including a mix of housing opportunities, new open spaces and retail uses. The development has been phased which will allow residential growth to occur alongside the provision of new infrastructure, parks and housing.

In conjunction with the MCEA, the proposal would redevelop a portion of the Agincourt Secondary Plan with a proposal that works to provide better connections between Sheppard Avenue East and Village Green Square. It expands the local parks and public realm system while providing phased development of housing opportunities within a delineated MTSA and an opportunity to retain and expand non-residential uses. Staff recommend approval of the Zoning By-law Amendment applications, along with a series of implementing measures to ensure orderly development of this large and complex site.

CONTACT

Kelly Jones, Senior Planner, Community Planning, Scarborough District, Tel. No. (416) 392-4293, E-mail: Kelly.Jones@toronto.ca

SIGNATURE



Christian Ventresca M.Sc.PI., MCIP, RPP
Director, Community Planning
Scarborough District

ATTACHMENTS

City of Toronto Information/Drawings

- Attachment 1: Application Data Sheet
- Attachment 2: Location Map
- Attachment 3: Official Plan Land Use Map
- Attachment 4: Agincourt Secondary Plan Map
- Attachment 5: Existing Zoning By-law Map
- Attachment 6: Draft Zoning By-law Amendment

Applicant Submitted Drawings

- Attachment 7: Site Plan
- Attachment 8: East Elevation
- Attachment 9: North Elevation
- Attachment 10: South Elevation
- Attachment 11: West Elevations
- Attachment 12: Three-Dimensional Massing Model from Northeast
- Attachment 13: Three-Dimensional Massing Model from Southwest
- Attachment 14: Draft Plan of Subdivision

Attachment 1: Application Data Sheet

Municipal Address: 20 COWDRAY CRT **Date Received:** December 27, 2018

Application Number: 18 272231 ESC 22 OZ

Application Type: OPA / Rezoning, Rezoning

Project Description: Multi-phased, high density, mixed use development including 2,157 residential dwelling units and non-residential uses on 3 blocks of land on Cowdray Court. Buildings ranging in height from 23 to 41 storeys are proposed along with the expansion of Collingwood Park. Re-alignment of Cowdray Court and a new public road system, including future public road connections, are proposed. Roads, development and park blocks to be created by plan of subdivision. Cross reference with 18 272239 ESC 22 SB.

Applicant	Agent	Architect	Owner
URBAN STRATEGIES INC			GEMTERRA (KENNEDY) INC

EXISTING PLANNING CONTROLS

Official Plan Designation: Mixed Use Areas Site Specific Provision: SASP 4

Zoning: Employment
Districts ZBL
24982 Heritage Designation:

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

PROJECT INFORMATION

Site Area (sq m): 60,717 Frontage (m): 271 Depth (m): 366

Building Data	Existing	Retained	Proposed	Total
Ground Floor Area (sq m):	8,052		21,545	25,340
Residential GFA (sq m):			165,152	165,152
Non-Residential GFA (sq m):	10,579	3,790	2,238	8,560
Total GFA (sq m):	10,579	3,790	167,390	171,180
Height - Storeys:	3	3	41	41
Height - Metres:	12	12	126	126

Lot Coverage Ratio (%): 41.74 Floor Space Index: 2.86

Floor Area Breakdown	Above Grade (sq m)	Below Grade (sq m)
Residential GFA:	165,152	
Retail GFA:	2,238	
Office GFA:	6,322	
Industrial GFA:		
Institutional/Other GFA:		

Residential Units by Tenure	Existing	Retained	Proposed	Total
Rental:				
Freehold:				
Condominium:			2,157	2,157
Other:				
Total Units:			2,157	2,157

Total Residential Units by Size

	Rooms	Bachelor	1 Bedroom	2 Bedroom	3+ Bedroom
Retained:					
Proposed:		109	1,153	644	251
Total Units:	109	1,153	644	251	

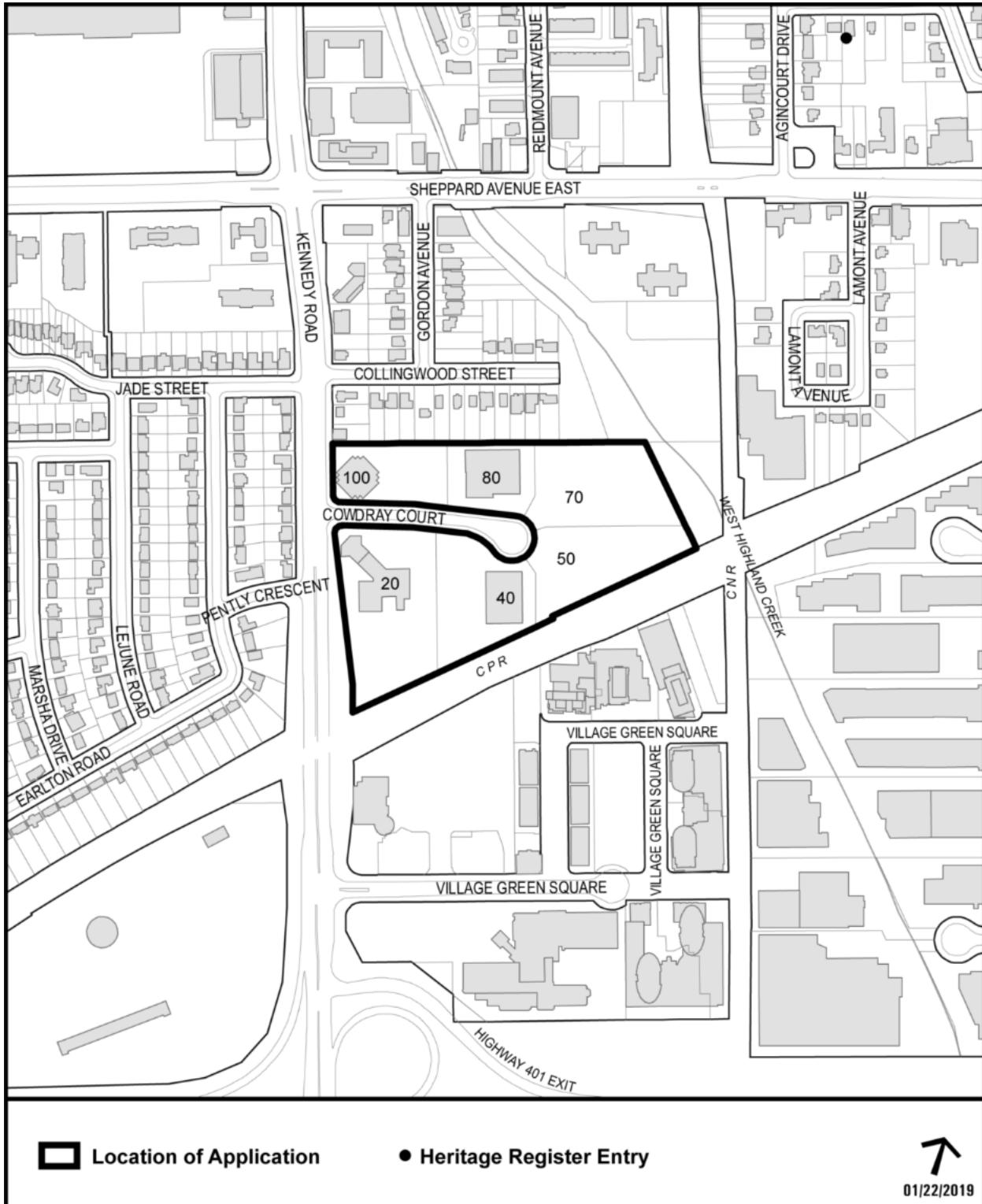
Parking and Loading

Parking Spaces: 2,173 Bicycle Parking Spaces: 1,626 Loading Docks: 9

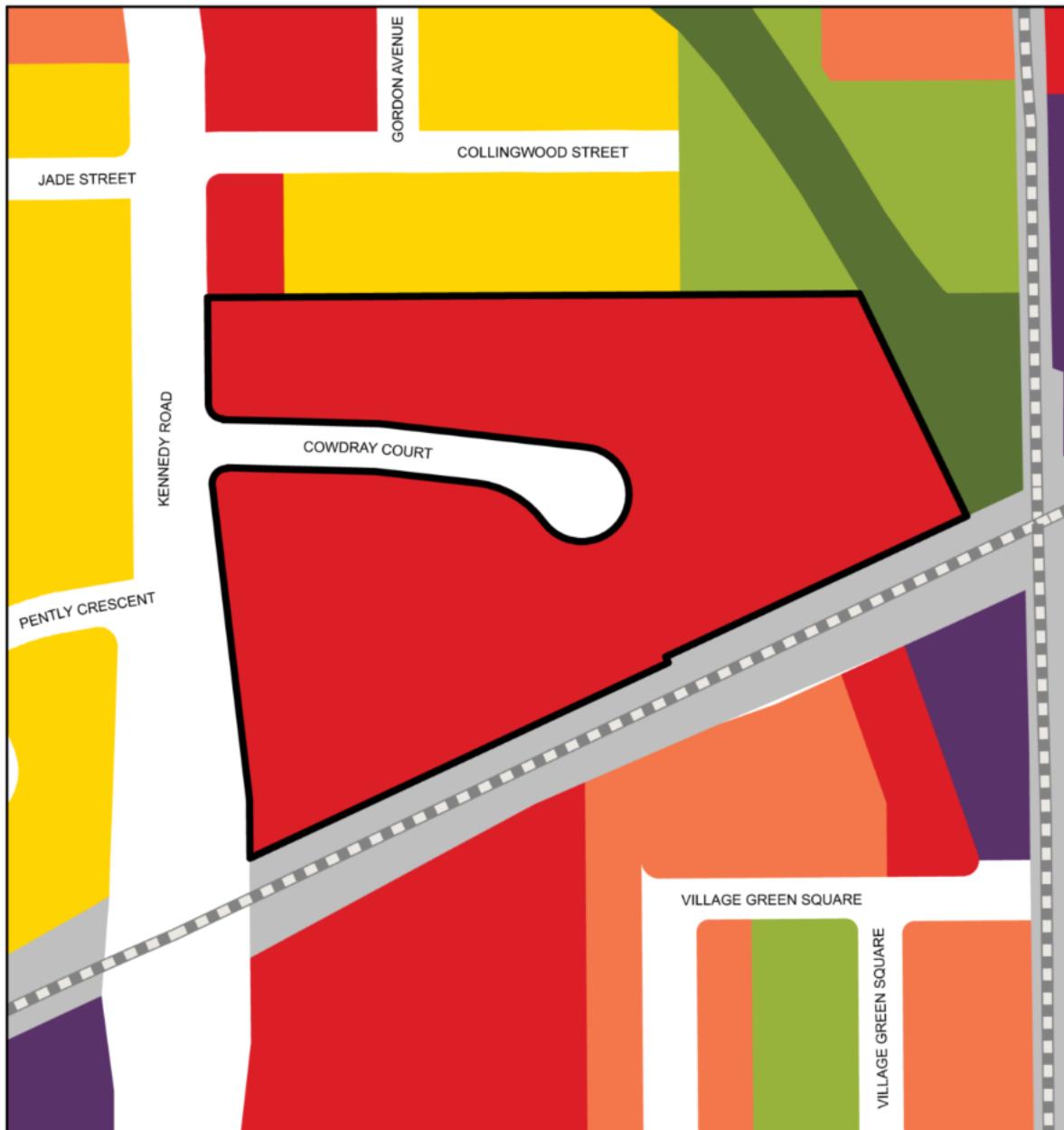
CONTACT:

Kelly Jones, Senior Planner
 (416) 392-4293
 Kelly.Jones@toronto.ca

Attachment 2: Location Map



Attachment 3: Official Plan Land Use Map



Official Plan Land Use Map # 19

20, 40, 50, 70, 80
and 100 Cowdray Court

File # 18 272231 ESC 22 OZ

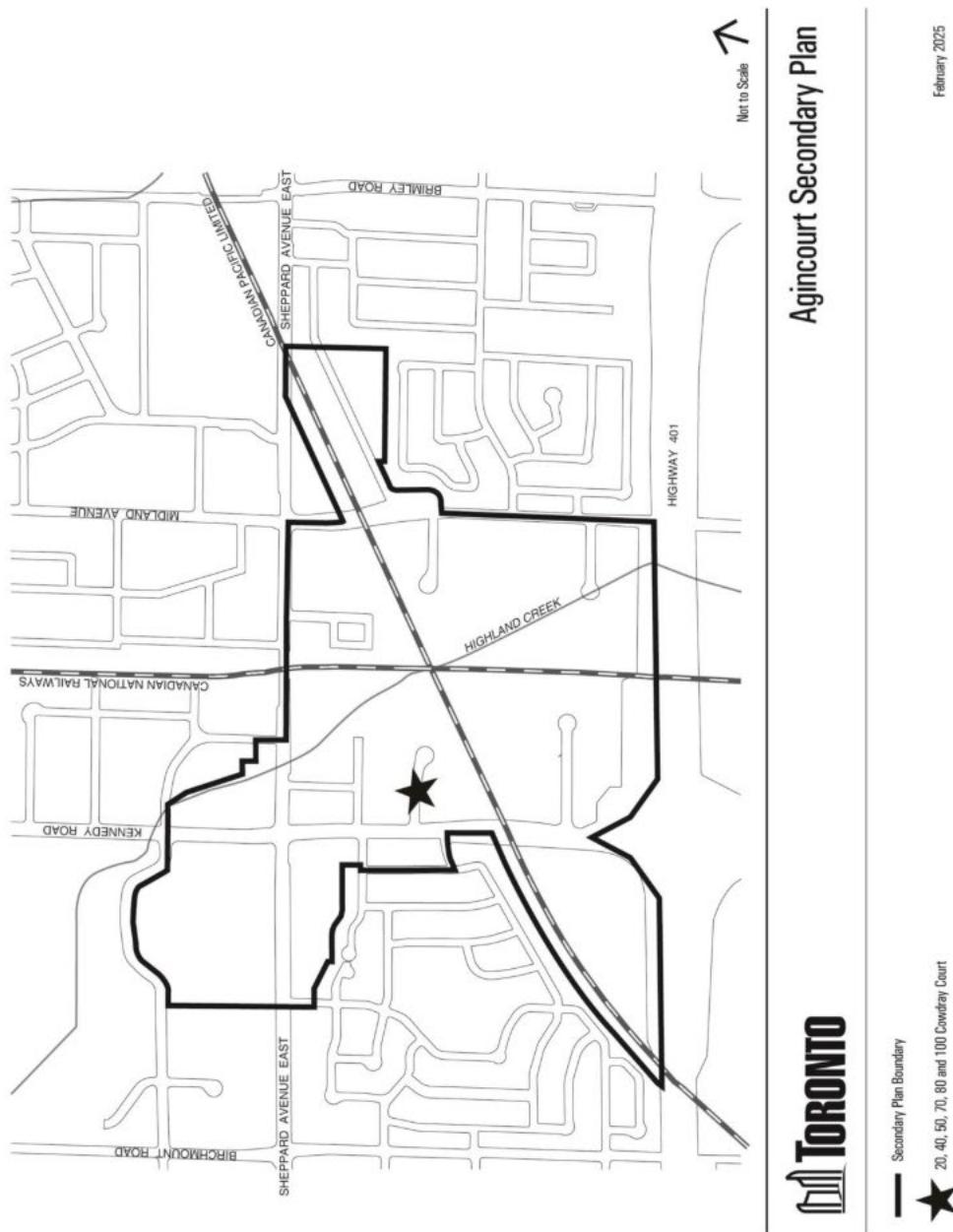
	Location of Application
	Neighbourhoods
	Apartment Neighbourhoods
	Mixed Use Areas
	Natural Areas
	Parks
	Core Employment Areas

Utility Corridors

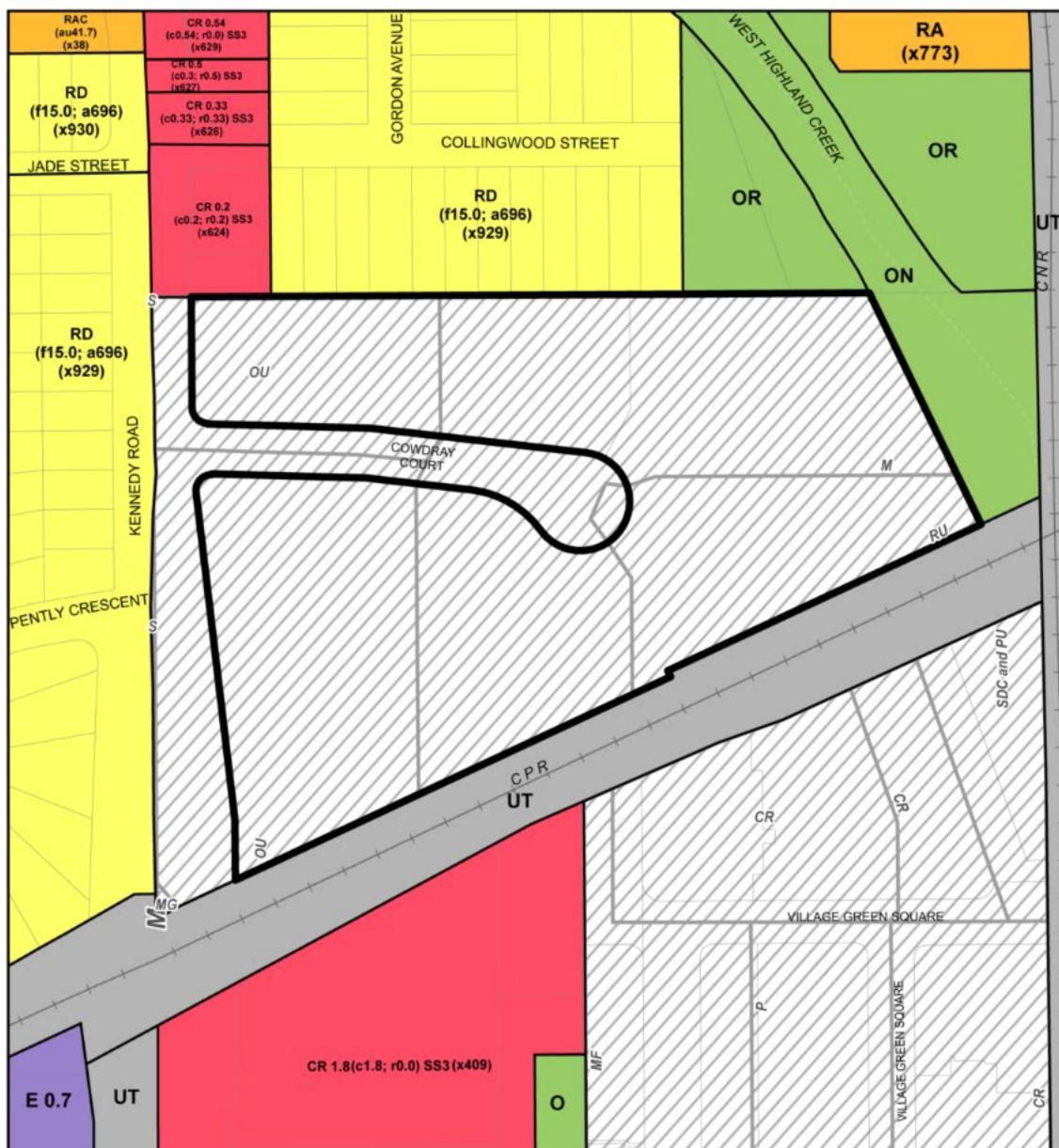


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Extracted: 11/17/2025

Attachment 4: Agincourt Secondary Plan Map



Attachment 5: Existing Zoning By-law Map



Zoning By-law 569-2013

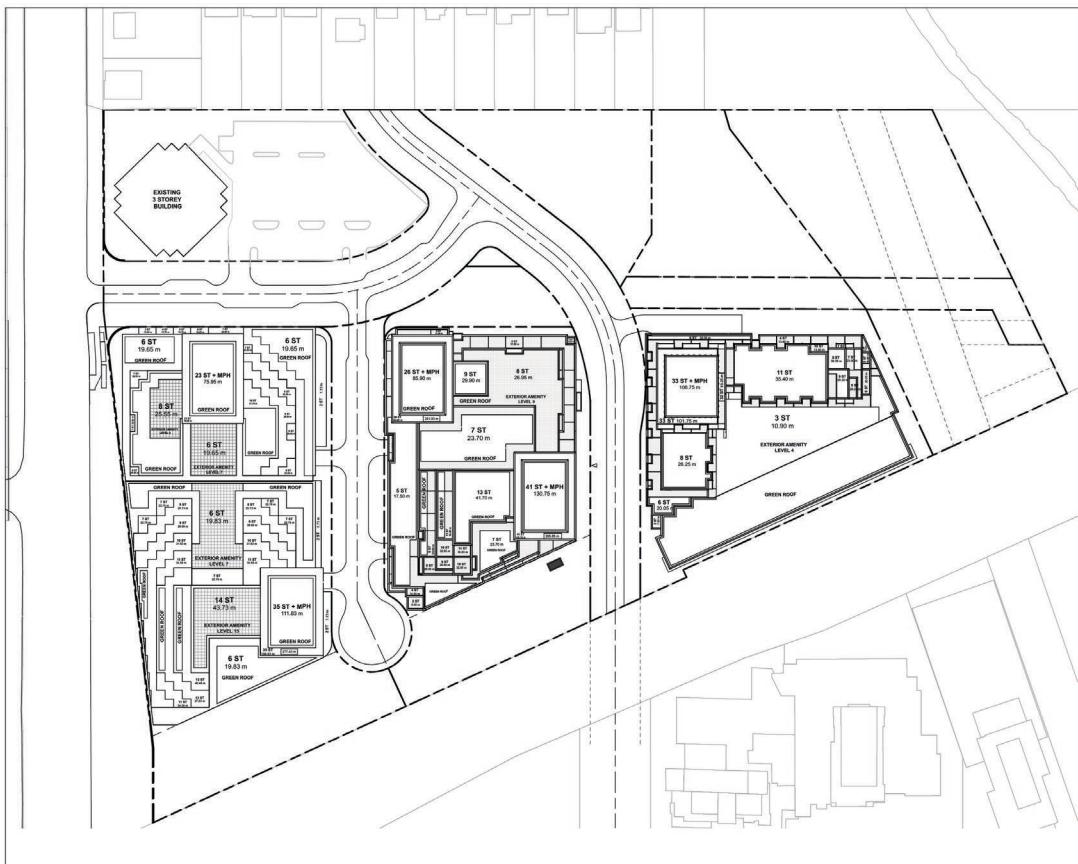
20, 40, 50, 70, 80
and 100 Cowdray Court
File # 18 272231 ESC 22 02

Location of Application				See Former City of Scarborough		Office Uses Zone	
RD	Residential Detached	IPW	Institutional Place of Worship	Tam O'Shanter Community	OU	Commercial/Residential Zone	
RA	Residential Apartment	O	Open Space	By-law No. 12360	CR	Recreational Zone	
RAC	Residential Apartment Commercial	ON	Open Space Natural		RU	Parks Zone	
CR	Commercial Residential	OR	Open Space Recreation		P	Multiple Family Residential Zone	
E	Employment Industrial	UT	Utility and Transportation		MF	Special District Commercial Zone,	
					SDC and PU	Public Utilities Zone	
							Not to Scale
							Extracted: 11/18/2025

Attachment 6: Draft Zoning By-law Amendment

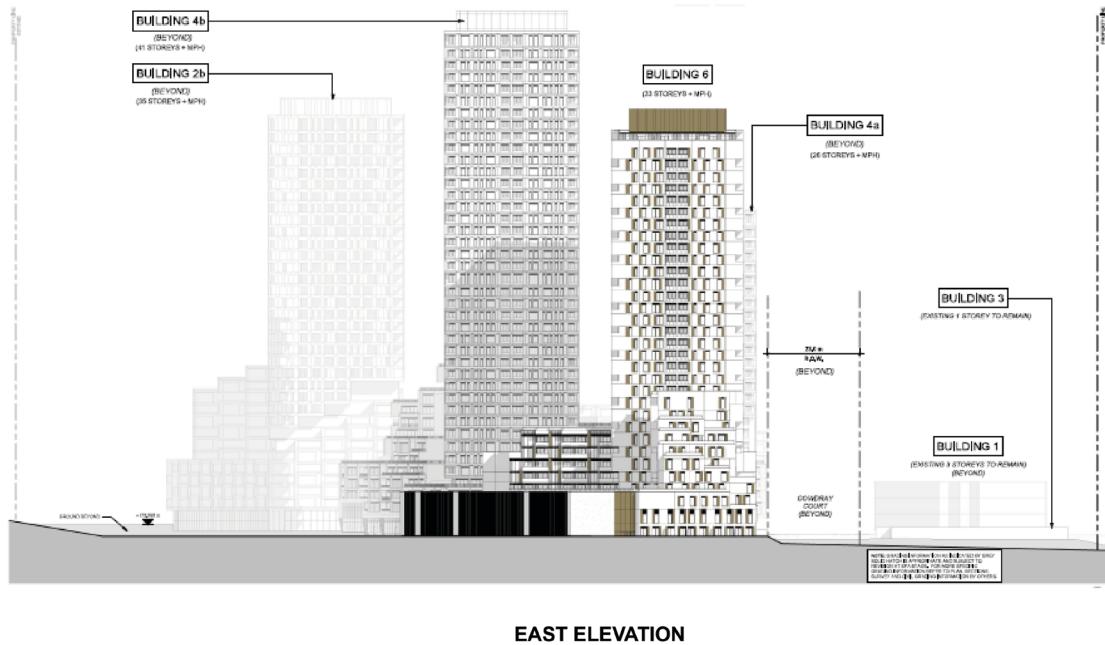
(Attached separately as a PDF)

Attachment 7: Site Plan

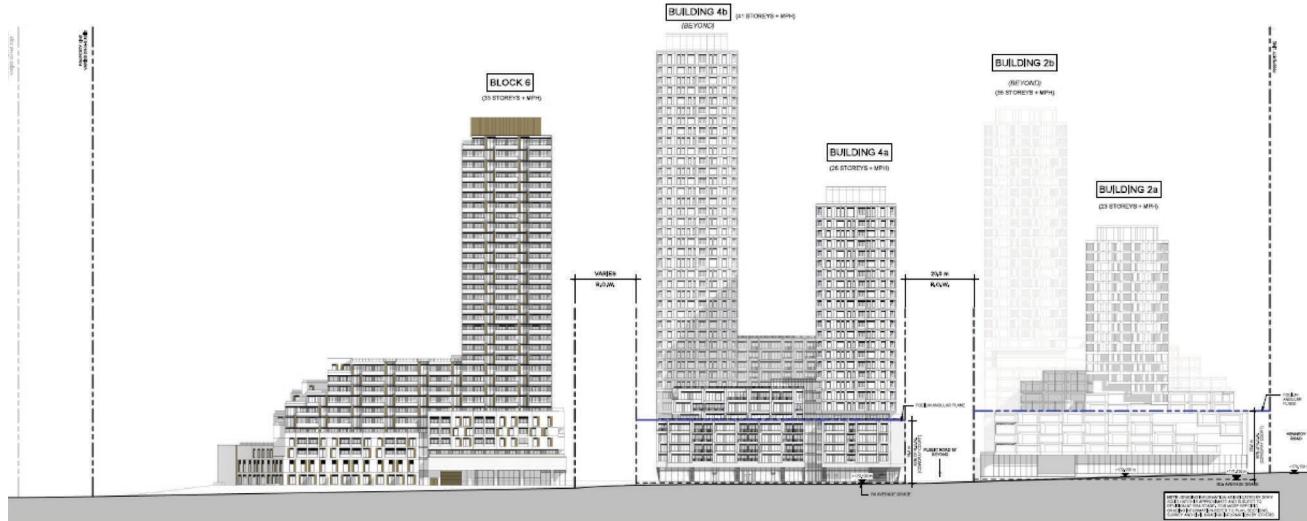


SITE PLAN

Attachment 8: East Elevation

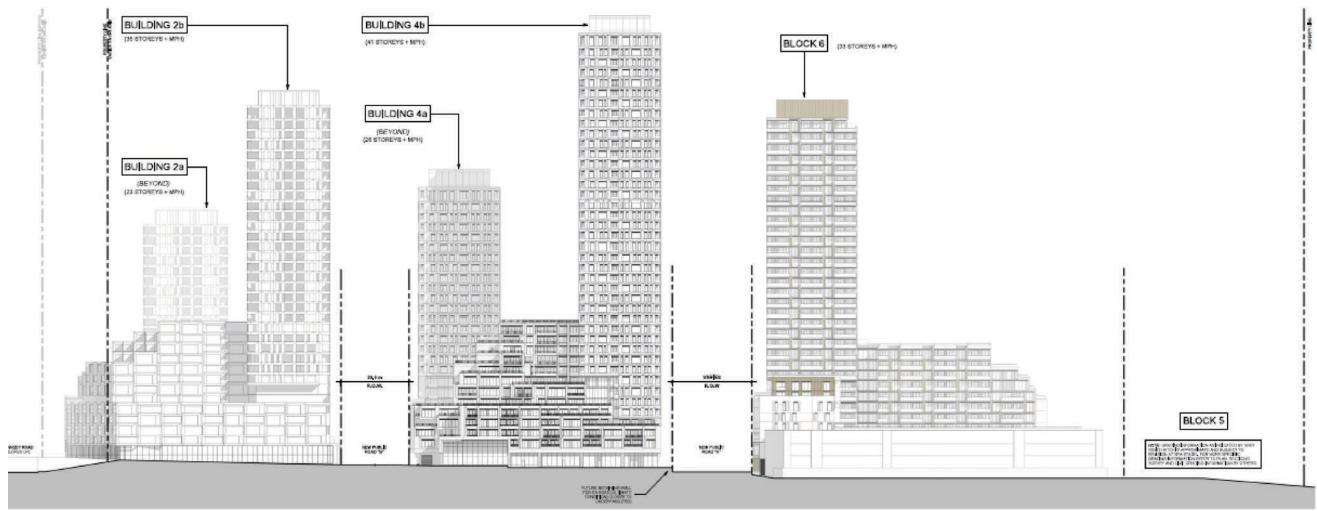


Attachment 9: North Elevation

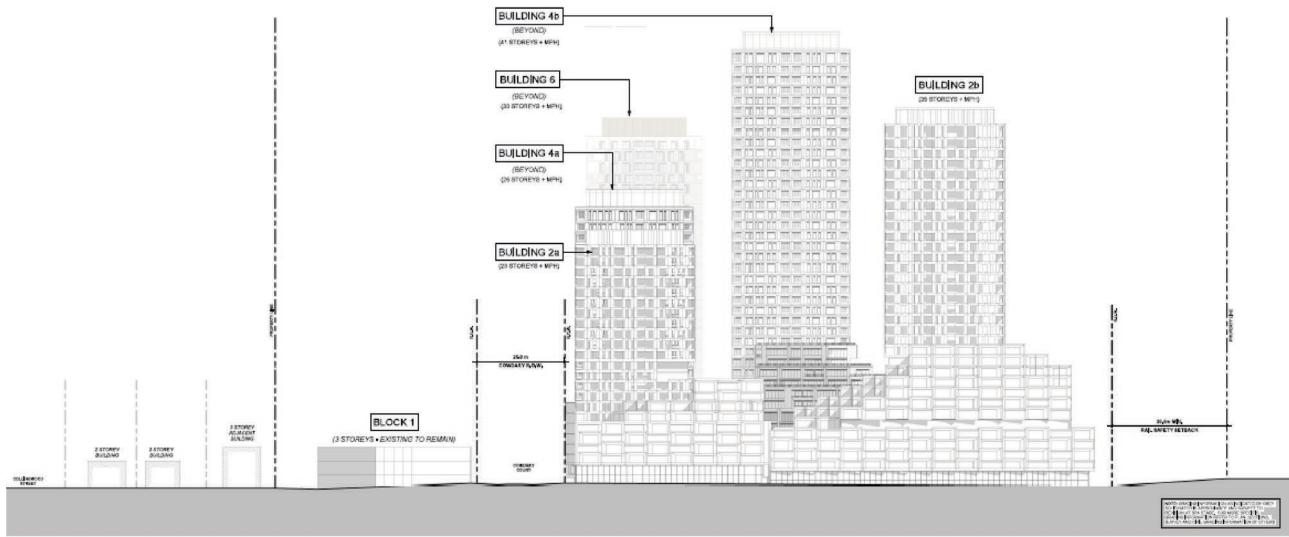


NORTH ELEVATION

Attachment 10: South Elevation



Attachment 11: West Elevation



WEST ELEVATION

Attachment 12: Three-Dimensional Massing Model from Northeast



Attachment 13: Three Dimensional Massing Model from Southwest



Attachment 14: Draft Plan of Subdivision

