

1215 to 1255 McCowan Road - Official Plan Amendment and Zoning By-law Amendment – Decision Report – Refusal

Date: May 11, 2026

To: Scarborough Community Council

From: Director, Community Planning, Scarborough District

Ward: 24 - Scarborough-Guildwood

Planning Application Number: 22 119495 ESC 24 OZ

SUMMARY

This report reviews and recommends refusal of the application to amend the Official Plan and Zoning By-law to permit a development consisting of three residential towers of 25, 45 and 55 storeys in height containing 1,412 dwelling units with retail uses at grade. The proposed gross floor area is 117,913 square metres (including 4,810 square metres of retail space) resulting in a Floor Space Index of 6.42 times the lot area. A total of 1,446 vehicular parking spaces (primarily located in a three level underground garage that encompasses the entire site) and 1,087 bicycle parking spaces are also proposed.

The proposal is not consistent with the Provincial Policy Statement 2024 (PPS 2024), does not conform with the Official Plan and fails to meet applicable Scarborough Centre Secondary Plan policies.

The proposal lacks on-site parkland dedication and public streets needed to appropriately organize the site within an emerging high density context. The proposal, does not align with the current Scarborough Centre Secondary Plan nor the emerging direction from the updated Scarborough Centre Secondary Plan as recently adopted by Council. This report recommends City Council authorize the City Solicitor, together with appropriate City Staff, to appear before the Ontario Land Tribunal in support of City Council's decision to refuse the application.

RECOMMENDATIONS

The Director, Community Planning, Scarborough District recommends that:

1. City Council refuse the applications for the Official Plan Amendment and Zoning By-law Amendment (Application No. 22 119495 ESC 24 OZ) for the lands municipally known as 1215 to 1255 McCowan Road for the reasons identified in this Report.

2. City Council authorize the City Solicitor, together with appropriate City Staff, to appear before the Ontario Land Tribunal in support of City Council's decision to refuse the application, in the event that the decision is appealed to the Ontario Land Tribunal.

3. In the event that the Ontario Land Tribunal allows the appeal in whole or in part, City Council instruct the City Solicitor to request the Ontario Land Tribunal to withhold its Order on the Official Plan Amendment and Zoning By-law Amendment until such time as the Ontario Land Tribunal has been advised by the City Solicitor that:

a. The final form and content of the draft Official Plan Amendment is satisfactory to the Executive Director, Development Review and the City Solicitor;

b. The final form and content of the draft Zoning By-law Amendment is satisfactory to the Executive Director, Development Review and the City Solicitor;

c. The owner has at its sole expense:

1. Submitted a revised Functional Servicing Report and Stormwater Management Report, Hydrogeological Review, including the Foundation Drainage Report ("Engineering Reports") to the satisfaction of the Director, Engineering Review, Development Review, in consultation with the General Manager, Toronto Water;

2. Secured the design and provided financial securities in respect of any upgrades or required improvements to the existing municipal infrastructure identified in the accepted Engineering Reports, to support the development, all to the satisfaction of the Director, Engineering Review, Development Review and the General Manager, Toronto Water, should it be determined that improvements or upgrades are required to support the development, according to the Engineering Reports accepted by the Director, Engineering Review, Development Review and the General Manager, Toronto Water;

3. Ensured that implementation of the accepted Engineering Reports does not require changes to the proposed amending By-law or that any required changes have been made to the proposed amending By-law to the satisfaction of the Executive Director, Development Review, and the City Solicitor, including the use of a Holding ("H") By-law symbol regarding any new municipal servicing infrastructure or upgrades to existing municipal servicing infrastructure, as may be required;

4. Submitted a revised Transportation Impact Study, including Transportation Demand Management Plan, and a comprehensive site circulation management plan to the satisfaction of the Executive Director, Development Review;

5. Submitted a revised Tree Protection and Preservation Plan and Soil Volume Plan to the satisfaction of the Executive Director, Environment, Climate & Forestry;

6. Submitted a revised Pedestrian Level Wind Study to the satisfaction of the Executive Director, Development Review and Chief Planner and Executive Director, City Planning; and

7. Submitted a revised Shadow Study to the satisfaction of the Chief Planner and Executive Director, City Planning.

4. City Council authorize the City Solicitor and other appropriate City Staff to take any necessary steps to implement City Council's decision, including requesting any conditions of approval that would be in the City's interest, in the event an appeal of Council's decision is allowed by the Ontario Land Tribunal, in whole or in part.

FINANCIAL IMPACT

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

On December 5, 6, and 7, 2005, City Council adopted the Scarborough Centre Secondary Plan. 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 provides planning direction for the Centre, to deliver 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 Scarborough Centre Secondary Plan may be found here:

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

Our Scarborough Centre (OurSC) (formerly Scarborough Centre Focused Review Study) (2026)

Since December, 2025 City Council has rendered a number of decisions advancing a range of initiatives from a series of implementing precinct planning frameworks to transit and transportation master planning. In 2018, a multi-phased study was launched to comprehensively update the 2005 SCSP and area planning framework.

On February 4, 2026 City Council adopted Official Plan Amendment 871 (OPA 871), a comprehensive update to the SCSP, on February 4, 2026. OPA 871 introduces an updated planning framework intended to guide future growth associated with the planned new subway station as part of the Line 2 East Extension.

The decision of City Council can be accessed via the following link:
<https://secure.toronto.ca/council/agenda-item.do?item=2026.PH27.3>

The Council-adopted Secondary Plan and other associated Official Plan amendments are not yet in force and effect.

Preliminary Report

A preliminary report for the applications went to Scarborough Community Council on June 30, 2022. One of the recommendations adopted from that report was that City Council request the Chief Planner and Executive Director, City Planning, in consultation with the Chief Executive Officer, CreateTO, to coordinate the review of the development on the subject lands with a proposed City-initiated Official Plan Amendment and Rezoning of the Housing Now site located at 40 Bushby Drive. Matters to be coordinated included 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.

Other recommendations adopted included a request of staff to schedule a community consultation meeting for the application with the Ward Councillor and provide notice for the community consultation meeting to landowners and residents within 120 metres of the application site

The decision of City Council can be accessed via the following link:
<https://secure.toronto.ca/council/agenda-item.do?item=2022.SC33.21>

THE SITE AND SURROUNDING LANDS

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 92.15 metres on Ellesmere Road and an area of 18,375 square metres.

The site is currently occupied by three single-storey retail buildings with a grocery store, pharmacy, bank and a vacant restaurant building. The total gross floor area of the existing buildings on the site is approximately 5,662 square metres with 260 surface parking spaces.

See Attachment 2 for the Location Map.

Surrounding Uses

North: A Toronto Parking Authority lot at 40 Bushby Drive, which has been identified as a Toronto Builds site where three mixed use buildings are proposed. Across Bushby Drive is the former McCowan RT station and associated infrastructure abutting the future site of the Scarborough Centre Subway Station, currently under construction.

South: Across Ellesmere Road is a gas station and low density uses on lands designated *Neighbourhoods*, primarily single-detached dwellings.

East: Apartment buildings at 68 and 88 Grangeway Avenue and senior's residence at 1680 to 1686 Ellesmere Road.

West: On the west side of McCowan Road, is a the Frank Faubert Wood Lot.

THE APPLICATION

Description

This applicant proposes to amend the Official Plan and Zoning By-law to permit a development with three tall buildings: Tower 1: 25 storeys, Tower 2: 45 storeys, and Tower 3: 55 storeys (87.5 metres, 147.3 metres, and 177.8 metres respectfully). The proposed development would have a gross floor area of 117,913 square metres (including 4,810 square metres of retail).

The proposal would include 1,412 dwelling units (including 225 rental units, with the balance of the units proposed as condominium), 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 form of the proposed buildings consists of towers on top of a podium base. The podium for Tower 1 is 3 storeys, the podium for Tower 2 is 10 storeys, and the podium for Tower 3 is 13-storeys.

Density

The proposal has a density of 6.42 times the gross area of the lot (the lot area includes private roads and a POPS space).

Residential Component

The proposal includes 1,412 dwelling units, 707 one-bedroom (50.0%), 565 two-bedroom (40.0%), and 140 three-bedroom units (10.0%).

Non-Residential Component

The proposal includes 4,810 square metres of ground floor retail space, of which 2,972 square metres for a grocery store in the first phase at the intersection of McCowan Road and Ellesmere Road. The remaining non-residential gross floor area would be 1,838 square metres in size with frontage on McCowan Road and Private Street A. Including the food store in the first phase would allow for the continuous operation of a food store on the site. Phase two would contemplate the redevelopment of the existing grocery store, after phase one is complete.

Privately-Owned Publicly Accessible Spaces (POPS)

The proposal includes a 470 square metre POPS located in the interior of the site adjacent to ground floor retail and Tower 3.

Amenity

The proposed indoor amenity space is 3,505 square metres and the proposed outdoor amenity space is 2,825 square metres.

The indoor amenity space for Tower 1 is deployed in various locations in the first four levels of the building with the 4th floor indoor amenity proposed adjacent to the outdoor amenity. In Tower 2, indoor amenity is proposed at the ground floor, 3rd, 4th and 11th floors with the 11th floor indoor amenity adjacent to outdoor amenity space. In Tower 3, the indoor amenity is proposed on the P1 level of the underground parking garage, ground floor, 2nd, 3rd and 14th floors, with the indoor amenity adjacent to outdoor amenity on the 3rd and 14th floors. Submitted material also seems to indicate that the proposal is counting the ground floor POPS towards the outdoor amenity calculation for Tower 3.

Access, Parking and Loading

The proposal includes a total of 1,466 vehicular parking spaces with 57 ground floor spaces and the remainder located in three underground levels. A total of 1,087 bicycle parking spaces (968 long-term spaces and 119 short-term spaces) are proposed, 119 on the surface level, 7 in underground level 1 and 961 on underground level 2.7 loading spaces comprised of 4 Type G and 3 Type A spaces. The loading and underground

ramp access will be provided along Street B for Towers 1 and 2 and from the service road for Tower 3.

Private Street A is proposed as a 28.5 metre wide (including angled parking spaces) street and would connect the existing signalized intersection at McCowan Road to Private Street B.

Private Street B is proposed at with a width of 18.7 metres and would connect the site to the right-in-right out access on Ellesmere Road and allow circulation north-south through the site, connecting the Ellesmere Road access to the service road that connects to McCowan Road on the north end of the site.

Additional Information

See the attachments of this Report for the Application Data Sheet, Location Map, a site plan, elevations, and 3D massing views of the proposal. Detailed project information including all plans and reports submitted as part of the application are available on the City's Application Information Centre at: www.toronto.ca/1215McCowanRd

Reasons for Application

An Official Plan Amendment is required to amend Map 5-3, Street Network in the SCSP to facilitate the proposed development as the in-effect SCSP identifies a new public street on the lands. The applicant proposes a private street network, which does not comply with the in-effect SCSP.

A Zoning By-law amendment application is required as the applicant proposes residential uses which are not currently permitted by the in-effect zoning for the site. 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 in a zoning by-law.

APPLICATION BACKGROUND

A pre-application consultation (PAC) meeting was held on March 2, 2021. The Planning Application Checklist Package resulting from the PAC meeting is available on the Application Information Centre.

The current application was submitted on March 4, 2022 and deemed complete on March 28, 2022, satisfying the City's minimum application requirements. The reports and studies submitted in support of this application are available on the Application Information Centre www.Toronto.ca/1215McCowanRd.

Agency Circulation Outcomes

The application together with the applicable reports noted above, were circulated to all appropriate agencies and City Divisions. Responses received were used to assist in evaluating the application. There have been no resubmissions to address the City's comments on the first and only submission to date.

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.

Official Plan

The Official Plan identifies the subject site as part of a *Centre* via Map 2, and designates the subject site as *Mixed Use Areas*. See Attachment 3 of this Report for the Land Use Map. McCowan Road and Ellesmere Road are also identified as Major Streets on Map 3 of the Official Plan and Higher Order Transit Corridors on Map 4 of the Official Plan.

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.

Secondary Plan

The 2005 Scarborough Centre Secondary Plan (SCSP) provides for a mix of retail, government, institutional, cultural, employment and residential uses, forming the core of an established employment corridor along Highway 401. The majority of lands within Scarborough Centre, including the subject site, are designated *Mixed Use Areas*. The SCSP promotes higher densities of both residential and employment uses to support existing and planned transit infrastructure, and to advance the City's objective of accommodating balanced growth in strategic locations across Toronto.

The site is located within the McCowan Precinct of the in-effect SCSP, which specifies that the McCowan Precinct will be a focus for residential and employment growth together with such uses as parks and open spaces, schools and community services and facilities. The area is subject to Site and Area Specific Policy No. 9. (the McCowan Precinct Plan), which establishes development principles and urban design guidelines to guide future development in the area. Scarborough Centre Secondary Plan Map 5-3 shows a north-south public street bisecting the subject site for a future public road.

City Council adopted Official Plan Amendment 871 (OPA 871), a comprehensive update to the SCSP, on February 4, 2026. OPA 871 introduces an updated planning framework intended to guide future growth associated with the planned new subway station as part of the Line 2 East Extension, and maintains much of the intention of the McCowan Precinct Plan. OPA 871 is not yet in force and effect.

Protected Major Transit Station Area: Site and Area Specific Policy 662

Site and Area Specific Policy (SASP) 662 formed part of Official Plan Amendment (OPA) 570, adopted by City Council on July 19-22, 2022. It delineates the boundaries of the Scarborough Centre Station Protected Major Transit Station Area (PMTSA) and assigns minimum densities to the affected lands.

The Scarborough Centre Station PMTSA was not one of the 120 MTSA and PMTSAs approved by the Minister of Municipal Affairs and Housing in August 2025 and as such SASP 662 is not in force and effect. Should SASP 662 come into force and effect through a future decision of the Minister falls within the boundaries of the Council-adopted PMTSA.

Zoning

The subject site is not currently subject to Zoning 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. Residential uses are not permitted. The performance standards are related to maximum gross floor area, parking and maximum height. See Attachment 4 of this Report for the existing Zoning By-law Map.

Design Guidelines

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

- Tall Building Design Guidelines
- Mid-Rise Building Performance Standards
- Growing Up: Planning for Children in New Vertical Communities
- Complete Streets Guidelines
- Design Guidelines for Privately Owned Publicly- Accessible Spaces (POPS)
- Pet Friendly Design Guidelines and Best Practices for New Multi-Unit Buildings
- 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.

PUBLIC ENGAGEMENT

Community Consultation

On May 15th 2023, a virtual community consultation (VCCM) meeting took place. Approximately 72 members of the public attended the VCCM, as well as the local Ward Councillor, applicant team and staff. The following matters were raised by members of the public at the meeting:

- Concern about an increase in traffic congestion due to the increase in density;
- Concern about the height of the buildings and impact on sky view and access to sunlight for adjacent properties and wind on the public realm;
- Comments regarding the POPs location and lack of visibility and access to allow for utility;
- Concern regarding the potential removal or impact in operations of the existing grocery store and timing of future grocery store as part of the redevelopment;
- Some support to urbanize the site and improve the McCowan Road and Ellesmere Road corner;
- Some support for the redevelopment of the site for increased density and tall buildings, but some concern about the proposed heights being too tall;
- Some concern regarding the curb cut for the service road being too close to the existing intersections;
- Some support for a reduction in the number of parking spaces considering the site's location in proximity to the Scarborough Centre subway station and other planned transit improvements; and
- Some support for an increase in the number of parking spaces to reduce potential impact of parking infiltration on nearby streets.

A total of 32 digital communications in the form of emails and comments submitted to the Application Information Centre (AIC) were received. The comments from the digital communications are similar to those raised at the community meeting and listed above. Additional matters include:

- Concern about potential impacts on air quality and pollution from the increase in density introduced by the proposal;
- Concern about a reduction in property values due to impacts from the proposal.
- Concern about an increase in crime due to overcrowding and population increases.
- Concern about the proposal's design and relationship to the existing tall buildings to the east;
- Concerns referencing the potential loss of the existing retail options on the site.
- Concern regarding the increase in population from the proposal and other nearby developments not being aligned with adequate access to community services and facilities and schools;
- Concern about the proposal's lack of open space and lack of recreational open space in the area; and
- Concern about a lack of hospitals and medical facilities in the area to support the future population.

The issues raised by the public through the VCCM and communications received have been considered through the review of the application and commented on as necessary in the body of this Report.

Design Review Panel

The application was presented to the Design Review Panel (DRP) on March 9th, 2023. Comments from the design review panel include:

- The design proposed was car-centric and at odds with the transit accessibility planned for the area;
- The application of a lower parking standard and greater cycling accessibility was encouraged;
- Greater collaboration with the CreateTO development at 40 Bushby with the potential for pedestrian connections and activation between the two projects;
- Support for public streets, a public park and the streetscape elements City staff were seeking;
- Support for a focus on improving the public realm and redesigning the proposal to be more pedestrian focused;
- More attention in improving the design of the corner of McCowan Road and Ellesmere Road;
- Support for keeping a food store active on the site through the phasing of the development;
- Improving the active street animation of the corner of McCowan and Ellesmere through the design of the relocated food store; and
- Concern was expressed for public gathering spaces at the ground level beyond the POPs. Decent public space is missing in consideration of the proposed population.

The comments from the design review panel were considered in the review of this application.

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 do not find the current proposal in its current form consistent with the Provincial Planning Statement (2024) (PPS 2024).

While providing a mix of land use and housing options, the proposal in its current form does not support the achievement of a complete community as it does not provide a suitable on-site parkland contribution and public street with opportunities for multimodal access. Similarly, although within a defined Strategic Growth Area, it does not meet Provincial Policy that provides for these areas to be planned as focal areas for education, commercial, recreational, and cultural uses.

PPS (2024) Policy also states that Strategic Growth Areas should be planned to accommodate and support the transit network and provide connection points for inter- and intra-regional transit. A private street network and significant amount of parking proposed on the site is not consistent with PPS (2024) direction .

It cannot be determined if the application is consistent with Policy 3.6.1 of the PPS until additional information is submitted, which provides for the efficient use and optimization of existing municipal sewage services and that servicing and land use considerations are integrated throughout all stages of the planning process. Since there has only been one submission on this application, it has not yet been demonstrated that there is adequate capacity to support the proposed development.

While the development proposes residential intensification to achieve the objectives of the Provincial Planning Statement 2024 (PPS 2024), the proposed development is not consistent with the PPS. The proposed form of development is not considered appropriate for the local context.

Official Plan Policies and Design Guidelines

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

Land Use

The site is designated *Mixed Use Areas*, which are intended to achieve a multitude of planning objectives by combining a broad array of residential uses, offices, retail and services, institutions, entertainment, recreation and cultural activities, and parks and open spaces. The proposal is for a mixed use development, which is appropriate for the designation and contributes towards achieving the objectives of the designation but is

not properly providing supporting land uses and public realm that contribute to a complete community as provided for by the McCowan Precinct policies in the Scarborough Centre Secondary Plan.

A key issue related to the land uses on the site is the phasing of the retail uses and the continuous operation of a food/ grocery store on the site. This was a key concern that was raised by City staff, members of the public at the VCCM, the Design Review Panel and through correspondence received. If a redevelopment does proceed on the subject site, the appropriate phasing should be determined and implemented. Similarly additional non-residential or community uses could be explored to leverage the sites prominent location near transit and existing civic uses.

Unit Mix

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. This proposal would result in a mixed use development with primarily condominium units and 225 rental units proposed in Tower 1, with a unit mix that meets the general intent of the Official Plan and the Growing Up Guidelines. However, the proposal lacks information about the unit sizes which would be required to determine if the units sizes are meeting the intent of the Growing Up Guidelines. The proposal would contain 707 1-bedroom units (50%), 565 2-bedroom units (40%) and 140 3-bedroom units (10%). No affordable housing units are currently proposed as part of this proposal.

Site Organization and Public Realm

The Official Plan Amendment application was made to amend the street network as shown on Map 5-3 of the in-effect SCSP (2005). Policy 1.2.2(a.) of the Secondary Plan calls for a finer grid of new public streets to promote development within larger land parcels and a network of public streets, pedestrian connections and bicycle connections, publicly accessible lanes and walkways, and parks and public space system. This direction is in addition to Official Plan policy 3.1.1(9) requires that new streets will be public streets unless otherwise deemed appropriate by the City. Staff do not support a private street network on this site, but can consider a public street connection in a different orientation than as shown on Map 5-3, which is also reflected in Council adopted SCSP (OPA 871). Currently, no public street is proposed.

Policy 1.4.6(a.) of the in-effect Scarborough Centre Secondary Plan states that an integrated network of natural areas, public parks, recreational areas, private and public urban spaces will be promoted, expanded and enhanced. The policy also states that public open spaces, parks, and privately owned but publicly accessible urban spaces (POPS) will front onto public streets or have direct access from the public realm. The organization of the site without public streets, and without an on-site park dedication is not consistent with the in-effect Scarborough Centre Secondary Plan. The POPS proposed is not consistent with the policies of the Secondary Plan, which require such spaces to front on to public streets and have direct access from the public realm.

A new public street, park and mid-block connections through the site would improve connectivity through the site, provide alternate connectivity to Ellesmere Road and McCowan Road and better service the potential development of the subject site. Staff are also concerned with the proposed at-grade non-residential uses which do not properly support and enhance the adjacent public realm. Currently the grocery store proposed at McCowan Road and Ellesmere Road is designed with limited accesses and would not achieve the policy objectives of an active pedestrian environment and vibrant public streets.

As directed by Council through the preliminary report, the review of 1215 to 1255 McCowan Road applications was coordinated in relation to the proposed Toronto Builds site at 40 Bushby Drive immediately to the north of the subject site. While the review of both sites was coordinated from a staff perspective, since there has only been one submission filed for this application that does not properly recognize the potential redevelopment of 40 Bushby Drive. Efforts to coordinate between the sites on the key items of site organization as they relate to the rest of the block did not result in a resubmission of a revised proposal for the subject lands.

Currently, a Draft Plan of Subdivision application has not been submitted for this site. A Draft Plan of Subdivision application is required to secure the new public road through the subject site and new public park on-site.

Density, Height, Massing

The Official Plan's Built Form policies emphasize the importance of ensuring that new development is located, organized and massed to fit within its existing and planned context.

Both the in-force SCSP policies and Council adopted SCSP states that the McCowan District will be characterised by the greatest intensity of development with the greatest heights located on and around the Scarborough Centre Subway Station. However, the proposed density is not deployed on the site in a manner which is able to achieve a complete community and meet the objectives of the Official Plan and SCSP.

The base building heights range from 3 storeys to 13-storeys. The proposed 10-storey and 13-storey base building heights are not supported by staff as they do not provide an appropriate scale in relation to the adjacent streets do not define and frame the edges of the public realm with good street proportion. Further, the shadow and wind impacts mentioned later in the report are influenced by the tall base buildings. The Tall Building Guidelines includes a maximum streetwall height of 24 metres or approximately 7-storeys, regardless of the right-of-way width. The ground floor setbacks for the base buildings are not supported by staff as they do not currently allow for sufficient planting and to meet public realm objectives. As currently designed, the proposed base buildings do not confirm with the Official Plan nor align with the direction of the Council adopted SCSP.

In terms of the proposed towers, the heights proposed generally align with emerging direction from the Council adopted SCSP. However, the floor plate widths of the proposed towers are 800 square metres and do not achieve step backs of a minimum of 3 metres between the tower and the base building where the towers face streets and open spaces which is not consistent with the Tall Building Guidelines nor the emerging direction of the Council adopted SCSP. The proposed tall buildings could be placed and designed in a manner that improves sunlight access and reduces wind impacts as discussed later in this report.

Shadow Impact

Official Plan Policy 3.1.3.8 directs development adjacent to a park or open space, to be designed to provide good transition in scale to the parks or open spaces to provide access to direct sunlight and daylight. Policy 3.1.4.10 directs the tower portion of tall buildings to reduce the physical and visual impacts of the tower onto the public realm, and limit shadow impacts and maximize access to sunlight and open views of the sky from the public realm, and limit and mitigate pedestrian level wind impacts. Policy 3.1.2 of the in-effect Secondary Plan indicates that building height and massing should minimize negative impacts of shadowing, sky view and wind on adjacent public areas, including streets parks and open spaces.

A Sun-Shadow Study was prepared by WZMH, dated February 18, 2022. The shadow study shows existing and proposed shadows for March 21st and September 21st between 9:18am and 6:18pm.

The shadow study shows significant shadow impact on Private Street A throughout the day. From 9:18am to 3:18pm, Private Street A is in continuous shadow.

The emerging direction from the Council adopted OPA 871 is that development will achieve a minimum of 5 consecutive hours of sunlight on 75 percent of existing *Natural Areas*, including the Frank Faubert Woodlot between 9:18 am to 6:18 pm from March 21st to September 21st. The shadow study submitted appears to show that the shadow impact on the Frank Faubert Woodlot from this proposal would not exceed this threshold.

While the current proposal does not include a public park on-site, the park block that is contemplated on the site through the Council adopted OPA 781 should achieve adequate sunlight conditions. Should the applications be approved in some form, shadow impact analysis on planned parks in the immediate area such as the parkland proposed at the 1710 -1720 Ellesmere Road to the east should be reviewed and deemed acceptable. As discussed later in this report, the TDSB requested further shadow analysis at different times of the year through comments, to evaluate potential impact on the new school planned at 705 Progress Avenue.

Wind Impact

Policy 3.1.3.1f) of the Official Plan directs development to provide comfortable wind conditions and air circulation on the street and adjacent open spaces to preserve the utility and intended use of the public realm, including sitting and standing.

A Pedestrian Level Wind Study, prepared by RWDI dated February 15, 2022, was submitted as part of the application. The results of the study modelled potential uncomfortable and unsafe winds near the corners of McCowan Road and proposed street A and in front of the lobby entrance to Tower 3. The recommendations from the study include revisions to the built form, including building massing and increased tower setbacks to reduce wind down washing as well as canopies, screens, planters and recessed facades.

The wind conditions as currently proposed, do not conform with Policy 3.1.3.1(f) of the Official Plan and are not supported by staff.

Servicing

The submitted Functional Servicing and Stormwater Management Report, prepared by R.J. Burnside & Associates Limited dated February 2022, requires revisions to address Engineering Review's concerns to demonstrate that the existing sanitary sewer system and watermain, and any required improvements to them, have adequate capacity and supply to accommodate the proposed development.

Should the applications be appealed and subsequently approved at the Ontario Land Tribunal, the Final Order should be withheld until such time as the owner has addressed all comments from Engineering Review to the satisfaction of the Director, Engineering Review, or a Holding Provision should be applied to the implementing Zoning By-law to ensure that a satisfactory report is submitted and to secure any necessary upgrades or improvements to the City's servicing infrastructure to the satisfaction of the Executive Director, Development Review.

Road Widening

The Official Plan directs that McCowan Road and Ellesmere Road will both have a right of way of 36-metres. No further road widening is required to satisfy the Official Plan requirement on the subject site.

Access, Vehicular and Bicycle Parking and Loading

A total of 1,466 vehicular parking spaces are proposed including 57 spaces proposed at the ground level in a garage and along Private Street A, 407 spaces in underground level 1, 498 spaces on underground level 2 and 504 spaces on underground level 3. The footprint of the proposed underground garage occupies the entire site. Through comments from City staff the applicant was advised to re-evaluate the parking provision in light of the changes to By-law 569-2013, which no longer requires minimum parking

for a residential units in a mixed-use building. If the Minister approves the Council adopted Scarborough Centre PMTSA, any implementing Zoning By-law Amendment will not secure a minimum number of parking spaces, except for accessible parking, as the *Planning Act* prohibits parking minimums in a PMTSA. The configuration of the garage occupying the footprint of the site is at odds with other policy objectives such as achieving a public street network and a public park which shall not be encumbered by a private underground garage.

A total of 1,087 bicycle parking spaces are proposed, 119 on the surface level, 7 in underground level 1 and 961 on underground level 2. The proposed number of bicycle parking spaces meet the minimum requirements.

There are three Type "A" and four Type "G" loading spaces proposed.

Traffic Impact

The applicant submitted an Urban Transportation Considerations Report, dated February 2022. In the report, the full build out of the development is forecasted to generate 330 total two-way residential person trips during both the weekday morning and afternoon peak hours and 295 residential person trips during the Saturday peak hour. In addition, the proposed development is forecasted to generate 30 total two-way retail person trips during the weekday morning peak hour, 115 retail person trips during the weekday afternoon peak hour, and 135 retail person trips during the Saturday afternoon peak hour.

The development is forecast to result in a net increase of approximately 50 two-way vehicle trips during the weekday morning peak hour, and a net reduction of 25 and 95 two-way vehicle trips during the weekday afternoon and Saturday peak hours, respectively. The Transportation Considerations Report requires revisions to address Transportation Planning's comments which required updates to the multi-modal analysis, address missing background developments in the analysis, missing intersections in the analysis, not meeting TGS requirements and inadequate Travel Demand Management measures.

In the event that this application is appealed and the OLT allows an appeal in whole or in part, the final order should be withheld pending the confirmation that the owner has submitted a revised Transportation Impact Study, including Transportation Demand Management Plan, and a comprehensive site circulation management plan to the satisfaction of the Executive Director, Development Review, and the Chief Planner and Executive Director, City Planning.

Parkland

Map 8B of the Official Plan shows the area the site is located in as being in the lowest category for parkland provision per capita which is 0 to 0.42 hectares of local parkland per 1,000 people.

Based on the current site statistics, the parkland dedication requirement is 1,777.5 square metres, pursuant to Section 42 of the *Planning Act*. The application in its current form does not propose any on-site parkland dedication. Parks Development staff do not support this and require that the application be amended to satisfy the parkland dedication requirement through a full on-site dedication. This on-site parkland dedication shall create one consolidated park block, to contribute to building a complete community for existing and future residents and visitors

Natural Heritage Protection

The subject site is across the street from the Frank Faubert Woodlot which forms part of the City's *Natural Heritage System* as identified on Map 9A of the Official Plan. A Natural Heritage Impact Study, prepared by Pinchin dated February 28, 2022, made a number of recommendations including bird-friendly design best practices in the design of the proposed buildings including bird friendly glass. The report also speaks to other measures related to construction and tree removal to limit the impact on the natural environment.

Archaeological Assessment

The majority of the site is within an area of Archaeological potential. A Stage 1 Archaeological Resource Assessment was submitted by the applicant. No construction activities are permitted to occur on the site prior to the Ministry of Tourism, Culture and Sport's Archaeology Program Unit and the City of Toronto's Heritage Planning unit in City Planning confirming that all archaeological licensing and technical review requirements have been satisfied. A Stage 2 Archaeological Resource Assessment is not required.

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 Official Plan, Chapter 3 provides directions for how developments should preserve, incorporate, and plant trees on site.

An Arborist Report and Tree Preservation Strategy was submitted in support of the Application. The report was prepared by Kuntz Forestry Consulting Inc. February 1, 2022. The findings of the study indicate that there are a total of 75 trees on or within six metres the property. The proposed development requires the removal of 32 trees, while the remaining 43 trees can be saved with tree protection measures installed prior to the development taking place.

Urban Forestry comments indicated that the application does not support the Tree By-law and does not comply with TGS. Within the Tree Inventory & Preservation Plan (Figure 1), prepared by Kuntz Forestry Consulting Inc. the applicant proposes the

removal of fourteen (14) City-owned trees and injury to six (6) additional City-owned trees.

The submitted Landscape Plans, prepared by Studio TLA and dated January 26, 2022, do not include any proposed new street tree plantings. Urban Forestry will not support the removal of these City assets unless appropriate replacement trees are provided.

Should the application be approved, the applicant will be required to submit a tree protection guarantee for the injury to six (6) City-owned trees, as well as a tree loss payment for the removal of City-owned trees, and a tree planting deposit to ensure the planting and long-term survival of fourteen (14) new City trees.

The applicant has not proposed the removal of any by-law protected privately owned trees and is proposing fifty (50) new trees within the private portion of the property.

The application is also required to comply with the tree planting provisions of the Toronto Green Standard (TGS) Version 3, which, based on the site area, requires a minimum of 3,340 m³ of soil volume. The submitted Landscape Plans specify a total of 1,536 m³ of soil volume, which is below the required amount.

Toronto Green Standard

The applicant is required to meet Tier 1 of the TGS in force at the time of a complete application for Site Plan Control. 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

Through the SCSP review the need for additional child care facilities and community agency space for non-profit human service and/or community agencies within Scarborough Centre was identified as key priorities, based on rapid and ongoing projected growth within the Centre. Securing space for a non-profit child care centre on-site or financial contributions towards the creation or expansion of a nearby site and/ or secure space or financial contributions towards the creation or expansion of community space for non-profit human service and/or community agencies eligible under the City's Community Space Tenancy Policy are priorities for any in-kind community benefits, especially considering the amount of density proposed.

School Boards

Toronto District School Board (TDSB) staff provided comments on June 20, 2022 stating that there was insufficient capacity at the local elementary schools to accommodate students anticipated from the proposed development and that the community is experiencing residential intensification and population growth as well as growth anticipated by the Our Scarborough Centre Plan that is presenting

accommodation challenges for local schools. To accommodate growth in the Scarborough Centre area, the TDSB has secured an opportunity to construct a future elementary school at 705 Progress Avenue. Timing for the construction of the new elementary school has not been established and is subject to Ministerial approval.

The TDSB also commented on the Community Services & Facilities Study (CS&F) prepared by Weston Consulting, dated February 2022 and identified out-of-date data and information not relevant to local student accommodation. TDSB staff noted that it had no record of Weston Consulting requesting student accommodation information to be used in the Community Services and Facilities Study. The TDSB also commented on the potential shadow impact from the proposal. They noted that the shadow impact study does not provide information on the anticipated shadowing during the winter equinox (December 21st). Based on the submitted study, the TDSB identified the potential for shadowing on the 705 Progress site (and future elementary school) in December. The TDSB requested that the applicant provide an updated shadow study that includes December 21st, to allow for a better understanding for potential shadowing of TDSB's property.

The Toronto Catholic District School Board (TCDSB) advised at the time their comments were issued (May 6, 2022) the TCDSB had sufficient capacity within the local elementary and secondary schools, however that the number of units proposed in the Scarborough Secondary Plan area may change long-term enrolment projections for the area.

Coordination with the City-initiated Proposal at 40 Bushby Drive

Following direction provided via the Preliminary Report in 2022, City Planning staff met with the proponent with an aim to coordinate the proposal at 40 Bushby Drive and the proponent's proposal at 1215 to 1255 McCowan Road. Staff discussed the site organization issues noted in this report, including the potential to coordinate access, connect proposed publicly accessible space across grade changes, the need for parkland dedication, tower separation, and other matters. While staff signaled a willingness to collaborate, there have been no further resubmissions made by the applicant to address those issues and implement outcomes on the subject lands. As such the review of the 40 Bushy Drive application has advanced.

Further Issues

Should the decision to refuse the application be appealed to the Ontario Land Tribunal, and Staff continue to receive additional or supplementary information regarding this application or be required to review a revised proposal, Staff may refine or identify further issues and/or supplement the reasons provided in this Report.

Conditions to Any Tribunal Order

Should the refusal of Council's decision be appealed to the Ontario Land Tribunal, and not resolved or otherwise approved by City Council, and the Ontario Land Tribunal decides to grant the approval, in whole or in part, the following include a preliminary list of conditions that should be imposed on the issuance of any final order of the Tribunal to the satisfaction of the appropriate City Officials:

- The final form and content of the draft Official Plan Amendment to the satisfaction of the Executive Director, Development Review;
- The final form and content of the draft Zoning By-law Amendment to the satisfaction of the Executive Director, Development Review;
- The owner has at its sole expense has:
 - Submitted a revised Functional Servicing Report and Stormwater Management Report, Hydrogeological Review, including the Foundation Drainage Report ("Engineering Reports") to the satisfaction of the Director, Engineering Review, in consultation with the General Manager, Toronto Water;
 - Secured the design and provided financial securities in respect of any upgrades or required improvements to the existing municipal infrastructure identified in the accepted Engineering Reports, to support the development, all to the satisfaction of the Director, Engineering Review and the General Manager, Toronto Water, should it be determined that improvements or upgrades are required to support the development, according to the Engineering Reports accepted by the Director, Engineering Review, and the General Manager, Toronto Water;
 - Ensured that implementation of the accepted Engineering Reports does not require changes to the proposed amending By-law or that any required changes have been made to the proposed amending By-law to the satisfaction of the Executive Director, Development Review, and the City Solicitor, including the use of a Holding ("H") By-law symbol regarding any new municipal servicing infrastructure or upgrades to existing municipal servicing infrastructure, as may be required.
 - Submitted a revised Transportation Impact Study, including Transportation Demand Management Plan, and a comprehensive site circulation management plan to the satisfaction of the Executive Director, Development Review and the Chief Planner and Executive Director, City Planning;
 - Submitted a revised Tree Protection and Preservation Plan and Soil Volume Plan to the satisfaction of the Executive Director, Environment, Climate & Forestry; Submitted a revised Pedestrian Level Wind Study to the satisfaction of the Executive Director, Development Review, and Chief Planner and Executive Director, City Planning; and
 - Submitted a revised Shadow Study and Wind Study to the satisfaction of the Executive Director, Development Review, and Chief Planner and Executive Director, City Planning;

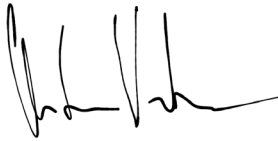
CONCLUSION

The proposal has been reviewed against the policies of the Provincial Planning Statement (2024), the Official Plan, and Scarborough Centre Secondary Plan. Staff are of the opinion that the proposal is not consistent with the PPS (2024). Further, the proposal does not conform with the Official Plan, particularly as it relates to site organization, building massing, setbacks, lack of parkland dedication and public streets. The proposal does not represent good planning and is not in the public interest. Staff recommend that Council refuse the application.

CONTACT

Tyler Hughes, Senior Planner, Community Planning, Scarborough District, Tel. No. 416-396-3266, E-mail: Tyler.Hughes@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: Existing Zoning By-law Map

Applicant Submitted Drawings

- Attachment 5: Site Plan
- Attachment 6: Ground Floor Plan
- Attachment 7: 3D Massing Models
- Attachment 8: Scarborough Centre Secondary Plan Map 5-1 (Urban Structure Plan)
- Attachment 9: Scarborough Centre Secondary Plan Map 5-3 (Street Network)
- Attachment 10: Council Adopted Scarborough Centre Secondary Plan Map 5-2
- Attachment 11: Council Adopted Scarborough Centre Secondary Plan Map 5-4
- Attachment 12: Council Adopted Scarborough Centre Secondary Plan Map 5-7

Attachment 13: Council Adopted Scarborough Centre Secondary Plan Map 5-9
Attachment 14: Council Adopted Scarborough Centre Secondary Plan Map 5-11

Attachment 1: Application Data Sheet

APPLICATION DATA SHEET

Municipal Address: 1215 - 1255 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 includes three mixed use towers consisting of a total of 1,412 units, a gross floor area of 117,913 square metres and an FSI of 6.4. The three proposed high-rise buildings are to consist of 25, 45 and 55 storeys (87m-177 m in height), with a transition in height from south to the north sides of the Subject Property.

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

EXISTING PLANNING CONTROLS

Official Plan Designation:	Mixed Use Areas	Site Specific Provision:	
Zoning:	M, CCO, CCR	Heritage Designation:	N
Height Limit (m):		Site Plan Control Area:	Y

PROJECT INFORMATION

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

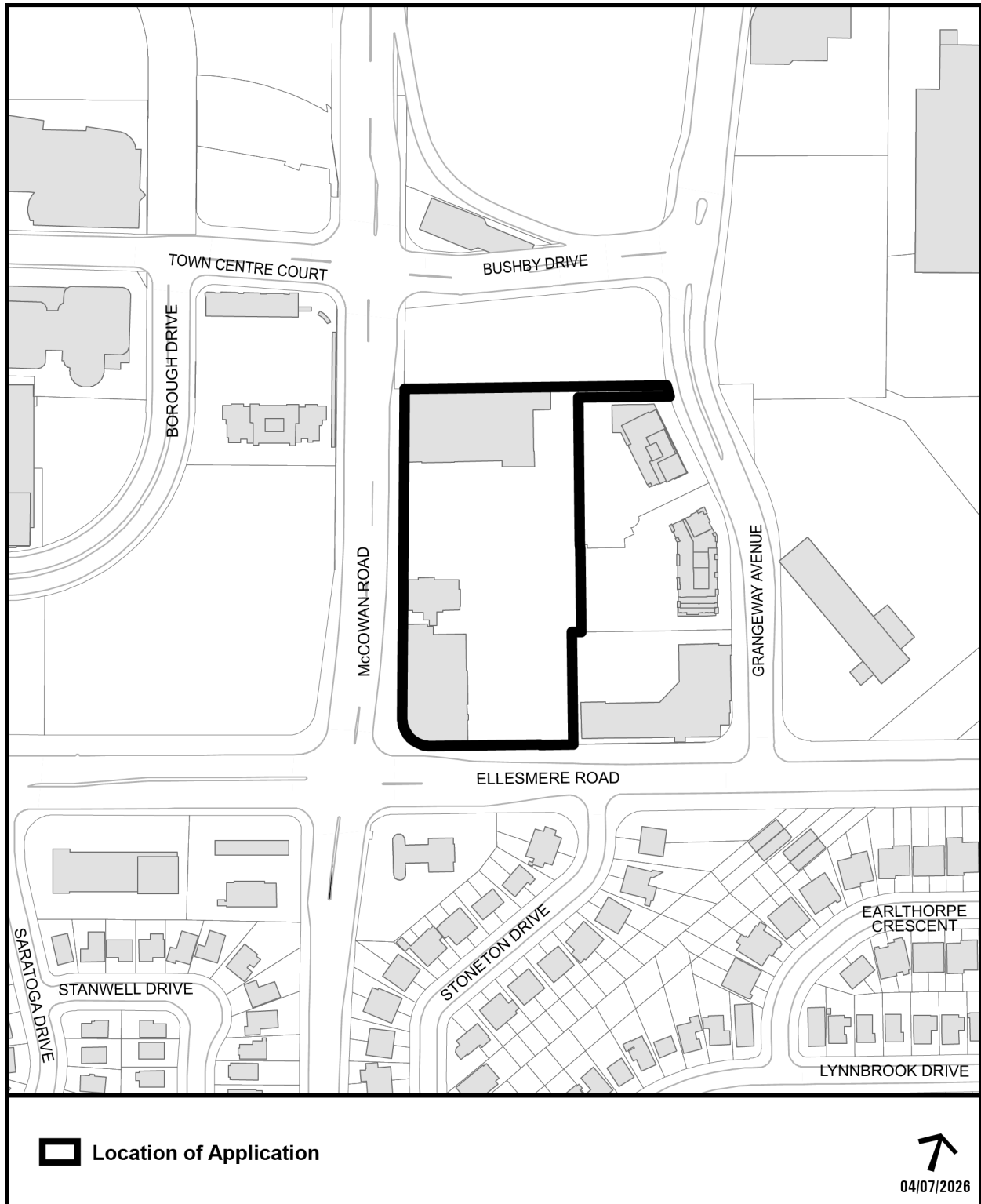
Parking and Loading

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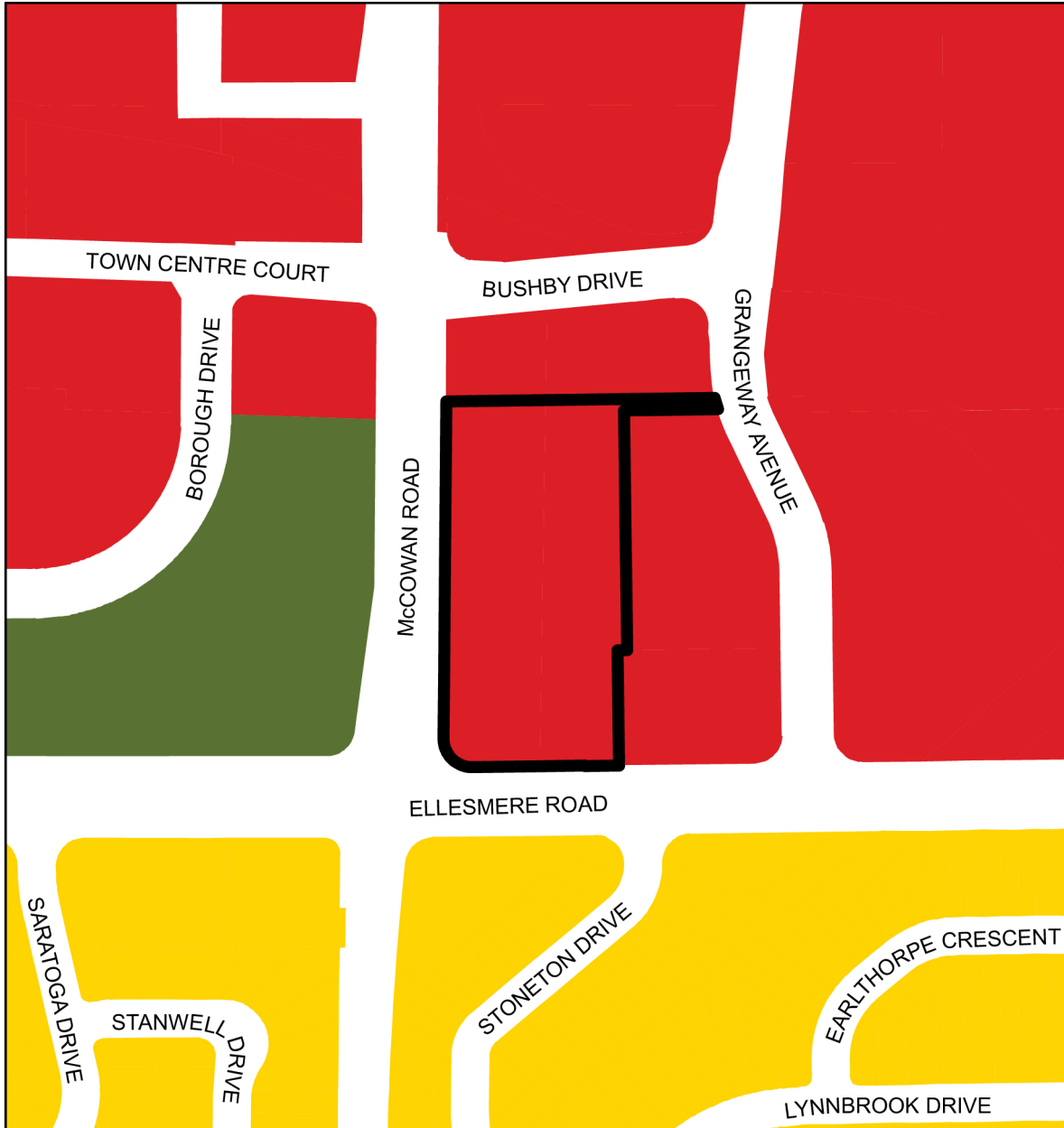
CONTACT:

Tyler Hughes, Senior Planner
 416-396-3266
 Tyler.Hughes@toronto.ca

Attachment 2: Location Map







Attachment 3: Official Plan Land Use Map



Official Plan Land Use Map 19

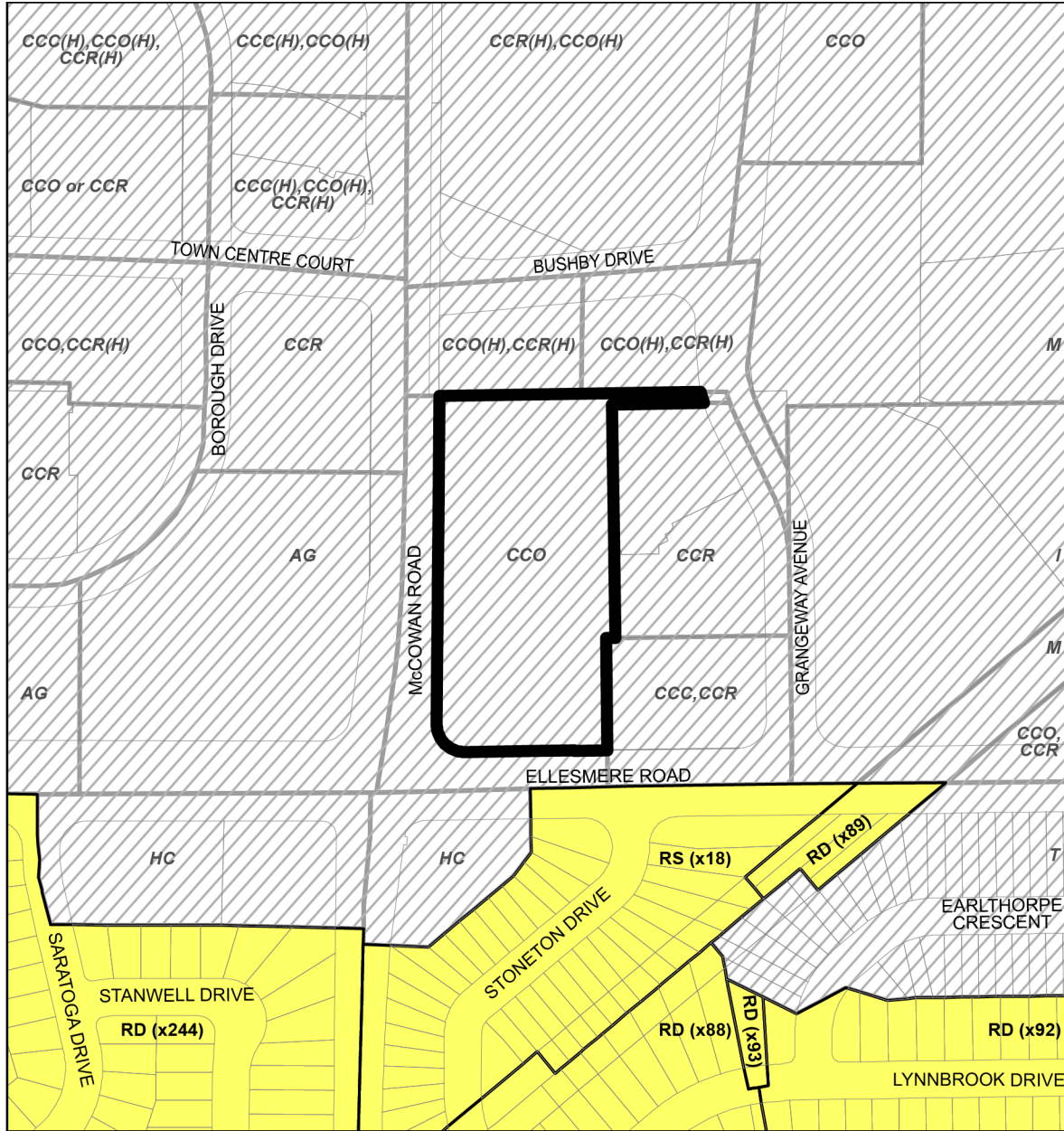
1215 McCowan Road

File # 22 119495 ESC 24 02

-  Location of Application
-  Natural Areas
-  Neighbourhoods
-  Mixed Use Areas


 Not to Scale
 Extracted: 05/08/2026

Attachment 4: Existing Zoning By-law Map



Zoning By-law 569-2013

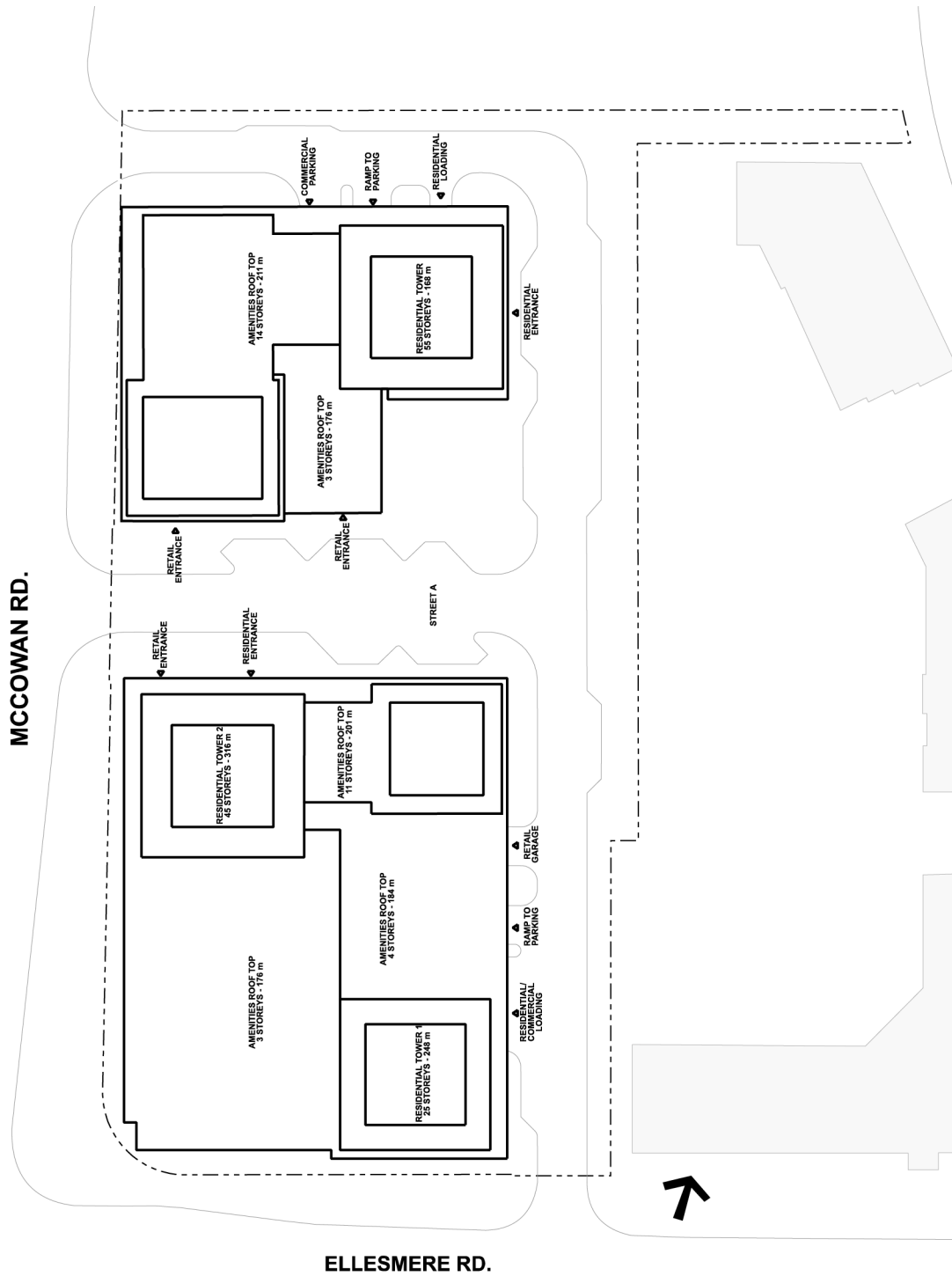
1215 McCowan Road

File # 22 119495 ESC 24 OZ

Location of Application	See Former City of Scarborough Communities Bendale By-law No. 9350 Woburn By-law No. 9510 and Progress Employment District By-law No. 24982
RD Residential Detached	<i>T</i> Two-Family Residential
RS Residential Semi-Detached	<i>HC</i> Highway Commercial
	<i>M</i> Industrial Zone
	<i>I</i> Institutional Zone
	<i>AG</i> Agricultural Zone
	<i>CCC</i> City Centre Commercial Zone
	<i>CCO</i> City Centre Office Zone
	<i>CCR</i> City Centre Residential Zone

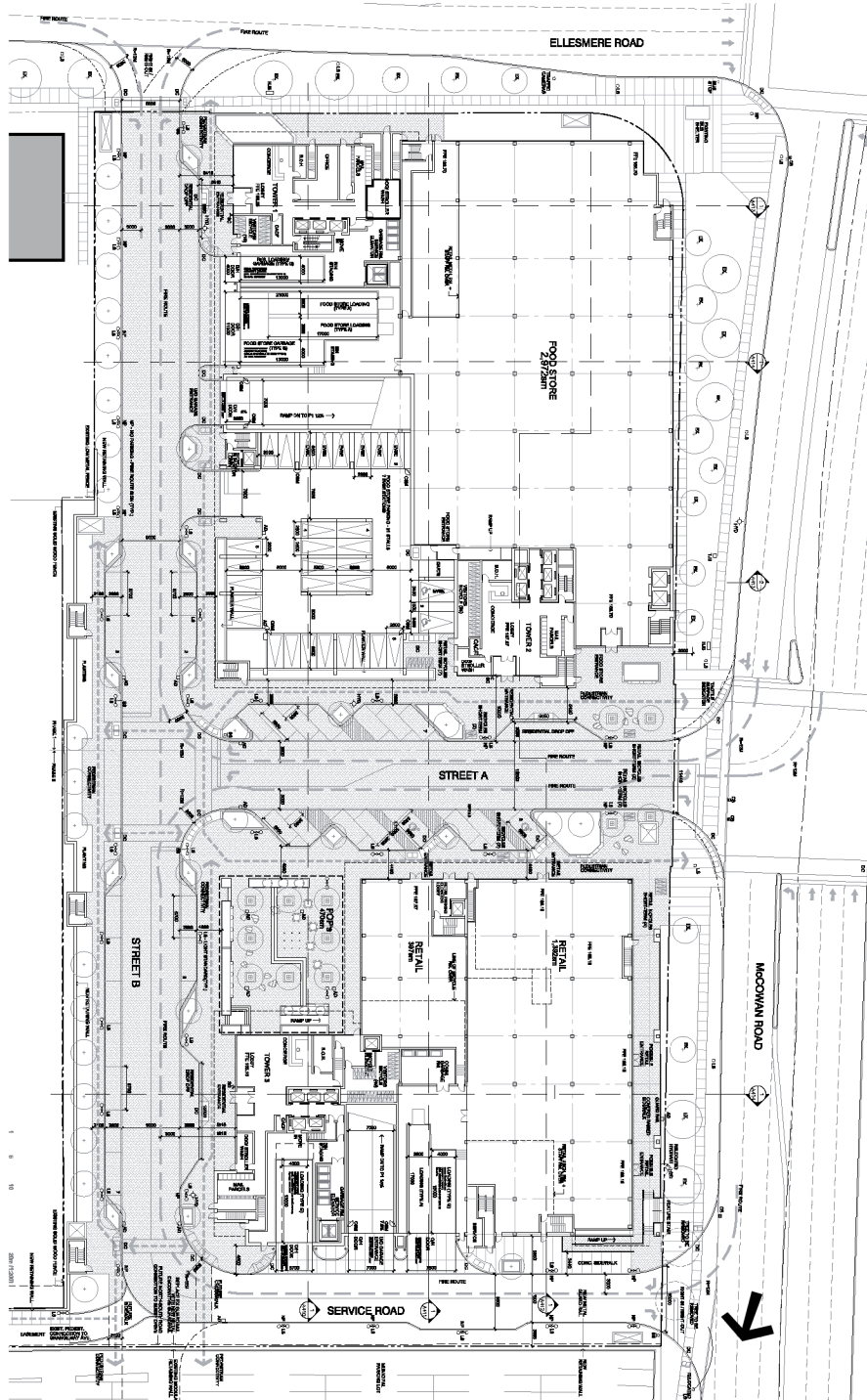
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Attachment 5: Site Plan



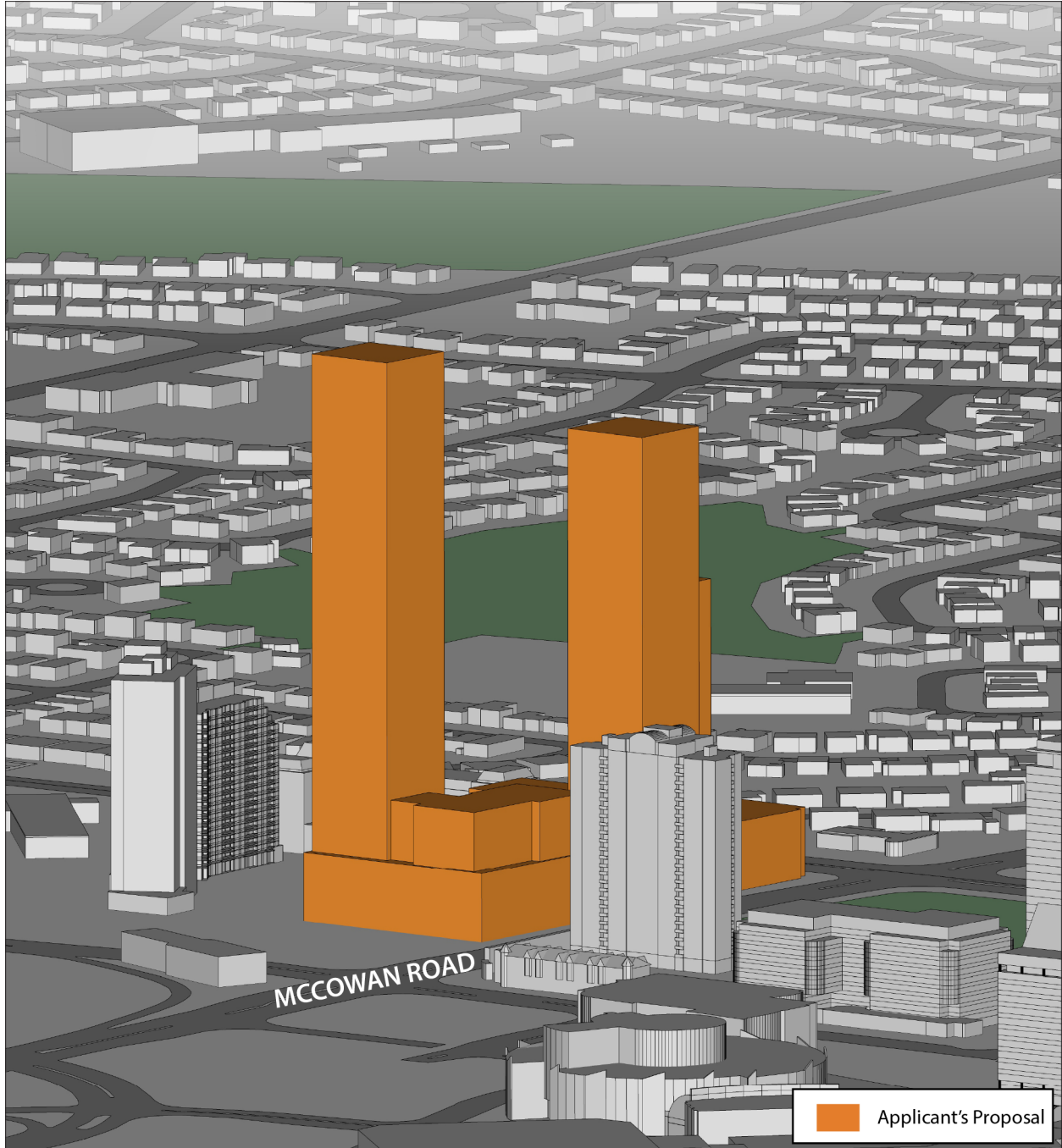
Site Plan

Attachment 6: Ground Floor Plan



Floor Plan

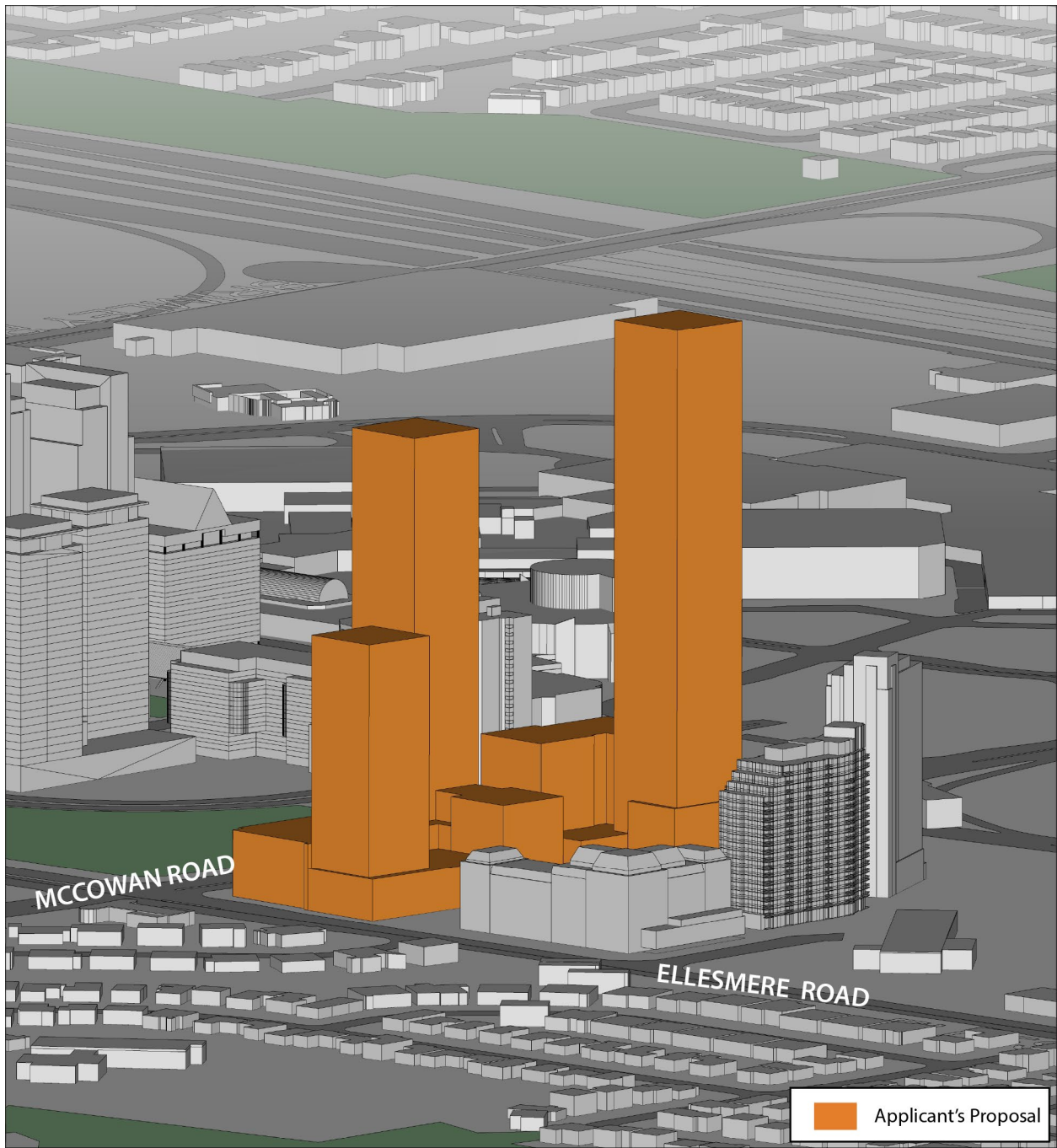
Attachment 7: 3D Massing Models



View of Applicant's Proposal Looking Southeast



04/07/2026




View of Applicant's Proposal Looking Northwest



04/07/2026

Attachment 8: Scarborough Centre Secondary Plan Map 5-1 (Urban Structure Plan)



TORONTO City Planning Division

Scarborough Centre Secondary Plan

Map 5-1 Urban Structure Plan

Scarborough Centre Secondary Plan Boundary

Site and Areas Specific Policies

T.T.C. Scarborough Rapid Transit

Proposed T.T.C. Scarborough Rapid Transit Expansion

Site Boundary

1 Site and Areas Specific Policies

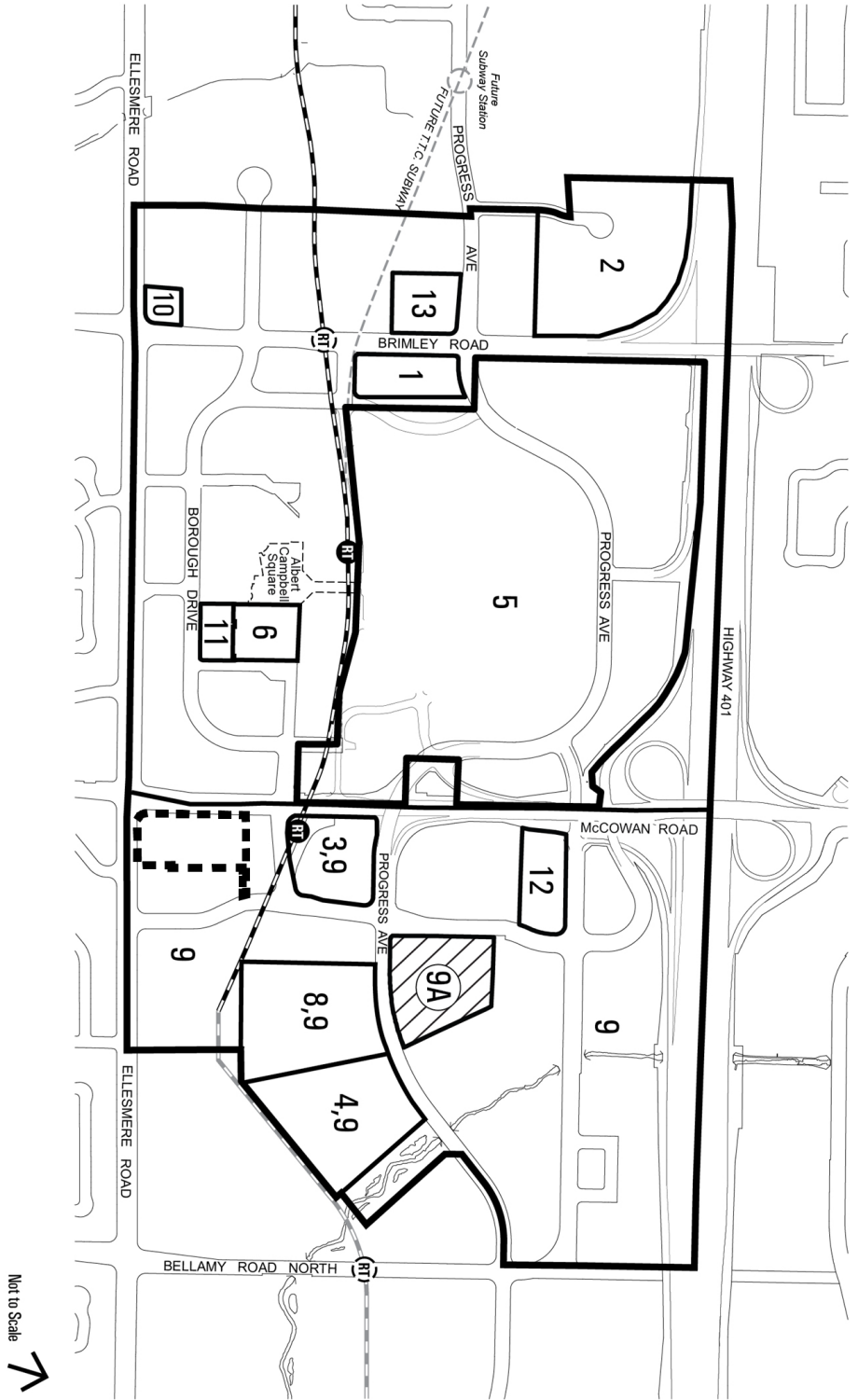
RT Rapid Transit Station

(RT) Potential Rapid Transit Station

RT T.T.C. Scarborough Rapid Transit

(RT) Proposed T.T.C. Scarborough Rapid Transit Expansion

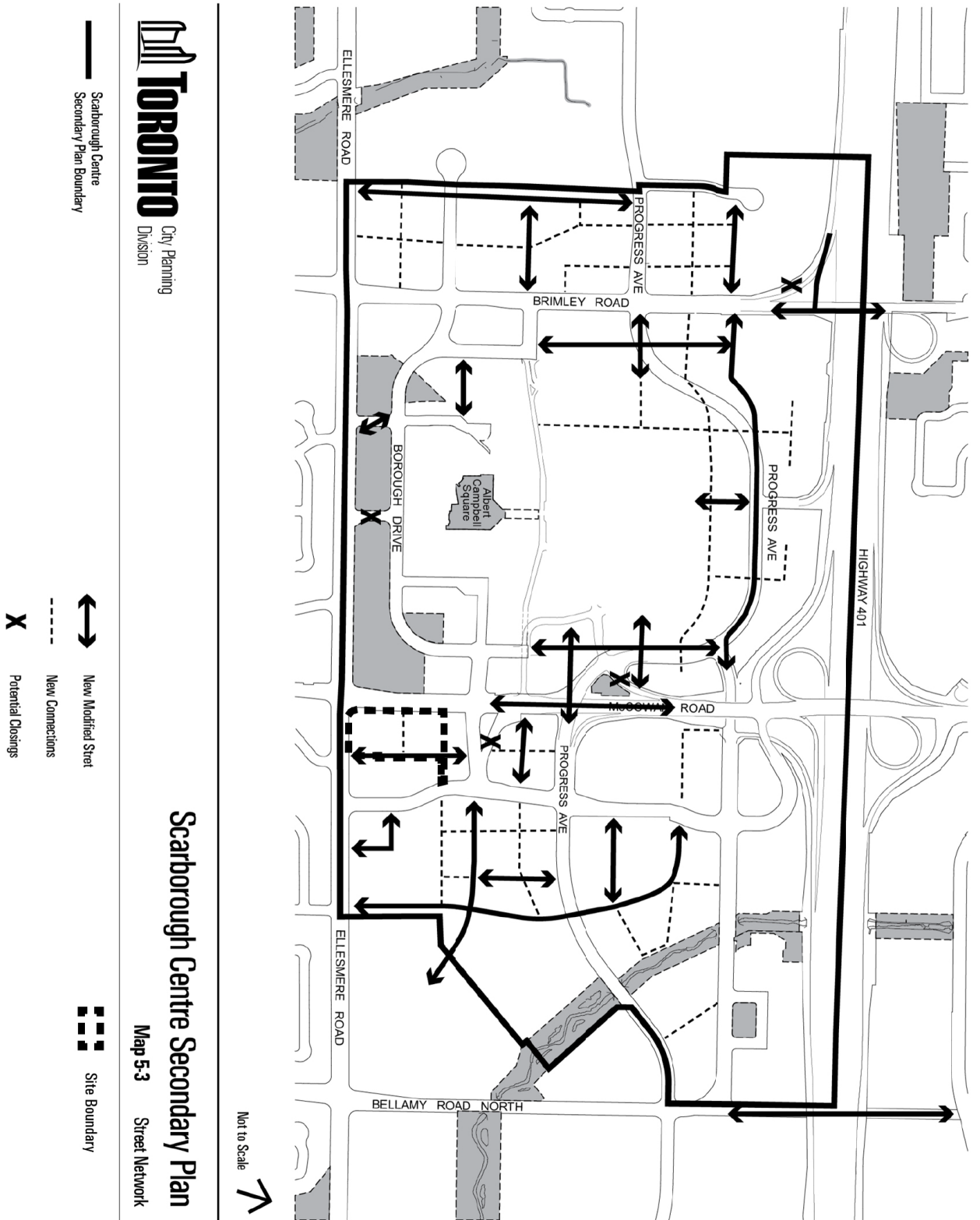
■ Site Boundary



Not to Scale



Attachment 9: Scarborough Centre Secondary Plan Map 5-3 (Street Network)






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TORONTO City Planning Division

Scarborough Centre Secondary Plan Boundary

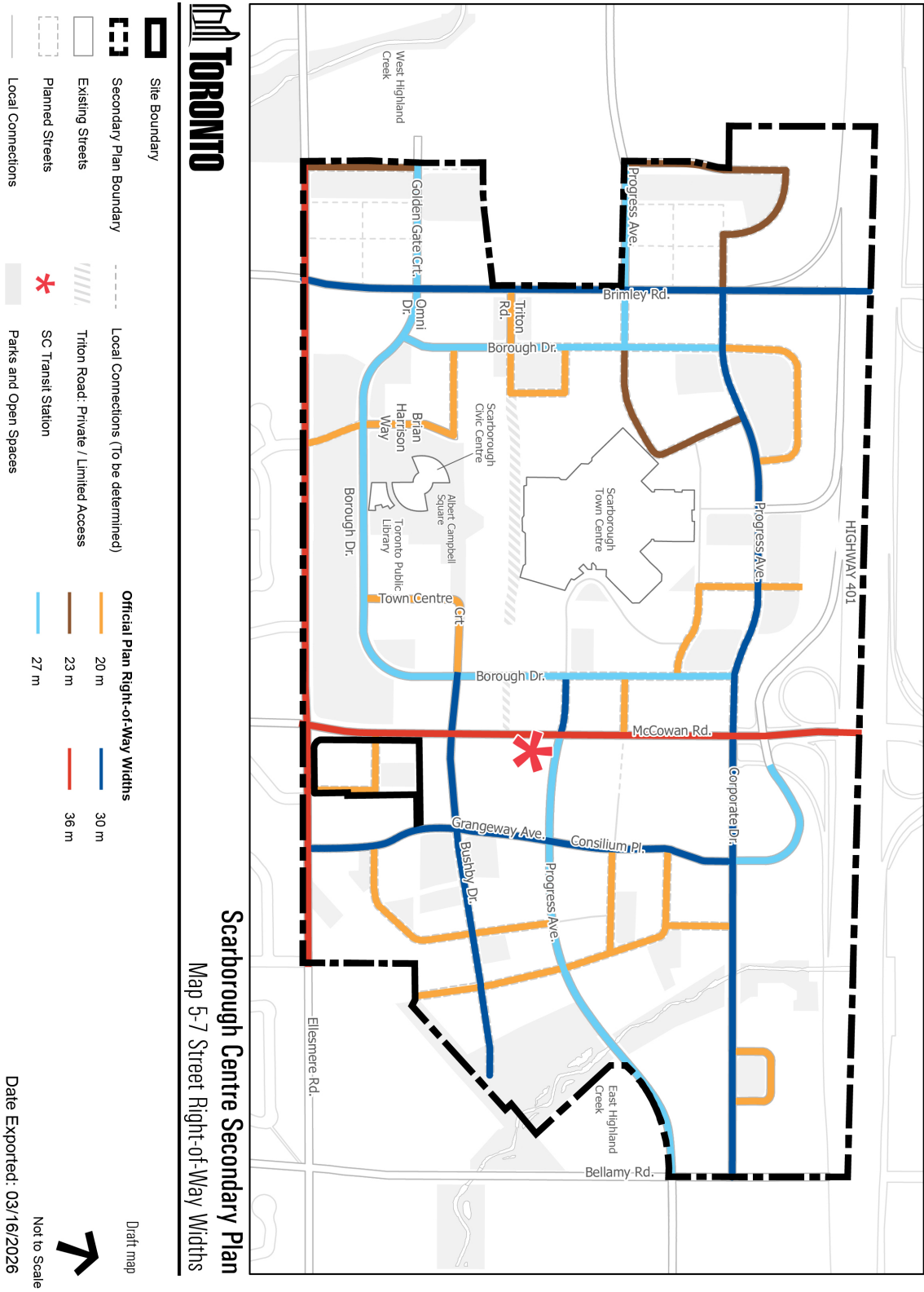
Scarborough Centre Secondary Plan Map 5-3 Street Network

Site Boundary

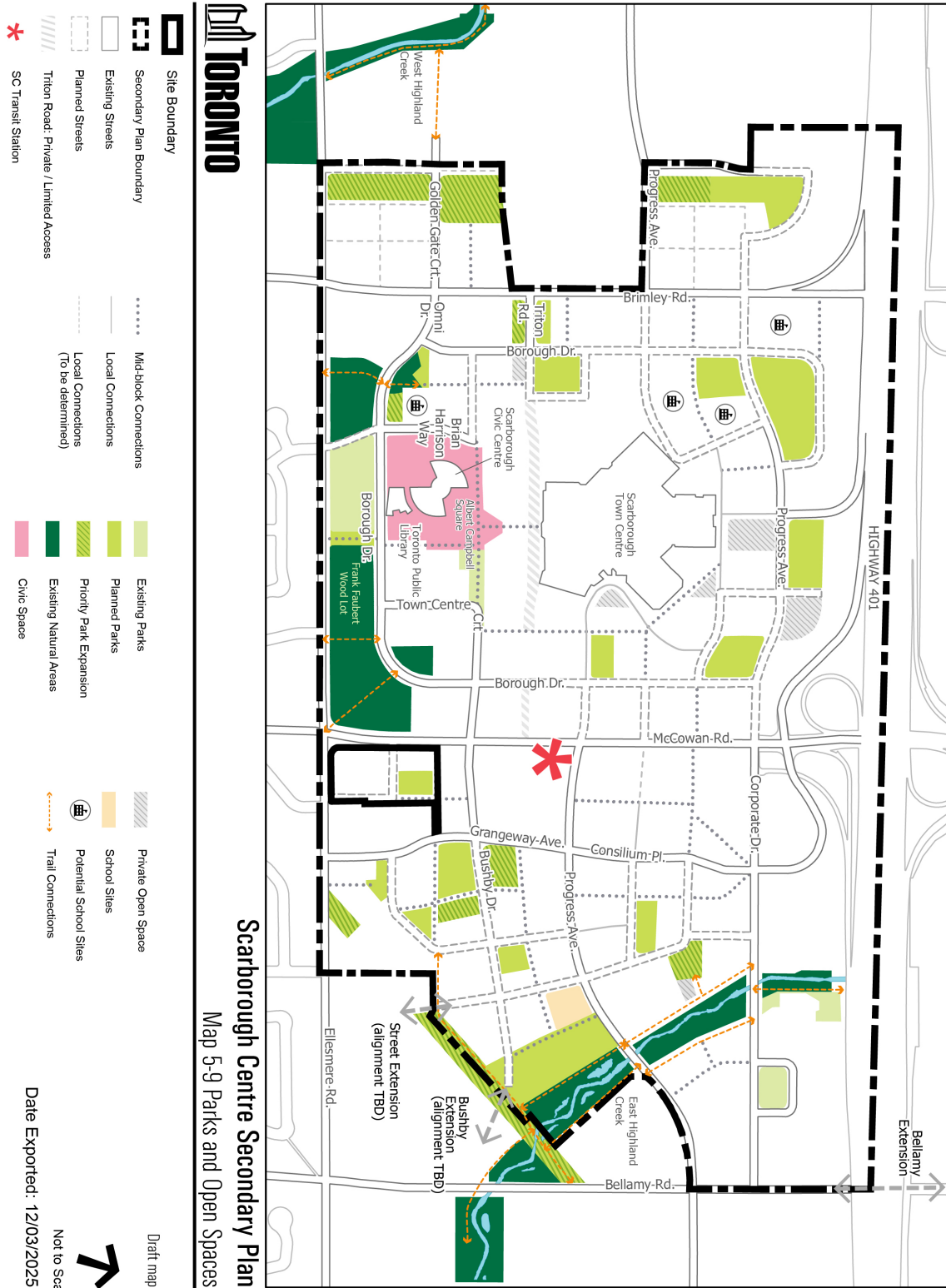
-  New Modified Street
-  New Connections
-  Potential Closings

April 2019

Attachment 12: Council Adopted Scarborough Centre Secondary Plan Map 5-7



Attachment 13: Council Adopted Scarborough Centre Secondary Plan Map 5-9



Attachment 14: Council Adopted Scarborough Centre Secondary Plan Map 5-11

