



Staff Report for Council Public Meeting

Date of Meeting: September 7, 2022

Report Number: SRPI.22.103

Department: Planning and Infrastructure

Division: Development Planning

Subject: **SRPI.22.103 – Request for Comments – Zoning By-law Amendment and Draft Plan of Subdivision Applications – City Files D02-22015 and SUB-22-0007**

Owner:

The Canada Life Assurance Company and The Canada Life Insurance Company of Canada c/o GWL Realty Advisors Inc.

33 Yonge Street, Suite 1000

Toronto, ON

M5E 0A9

Agent:

IBI Group

8133 Warden Avenue, Unit 300

Markham, Ontario

L6G 1B3

Location:

Legal Description: Part of Lot 18, Concession 3, E.Y.S.

Municipal Address: 0 Leslie Street

Purpose:

A request for comments concerning proposed Zoning By-law Amendment and draft Plan of Subdivision Applications to facilitate the development of an industrial/commercial subdivision on the subject lands.

Recommendation:

- a) **That Staff Report SRPI.22.103 with respect to the Zoning By-law Amendment and draft Plan of Subdivision applications submitted by The Canada Life Assurance Company and The Canada Life Insurance Company of Canada c/o GWL Realty Advisors Inc. for lands known as Part of Lot 18,**

Page 2

Concession 3, E.Y.S. (Municipal Address: 0 Leslie Street), City Files: D02-22015 and SUB-22-0007, be received for information purposes only and that all comments be referred back to staff.

Contact Person:

Simone Fiore, Senior Planner – Site Plans, phone number 905-771-2479 and/or
Sandra DeMaria, Manager of Development - Site Plans, phone number 905-771-6312

Report Approval:

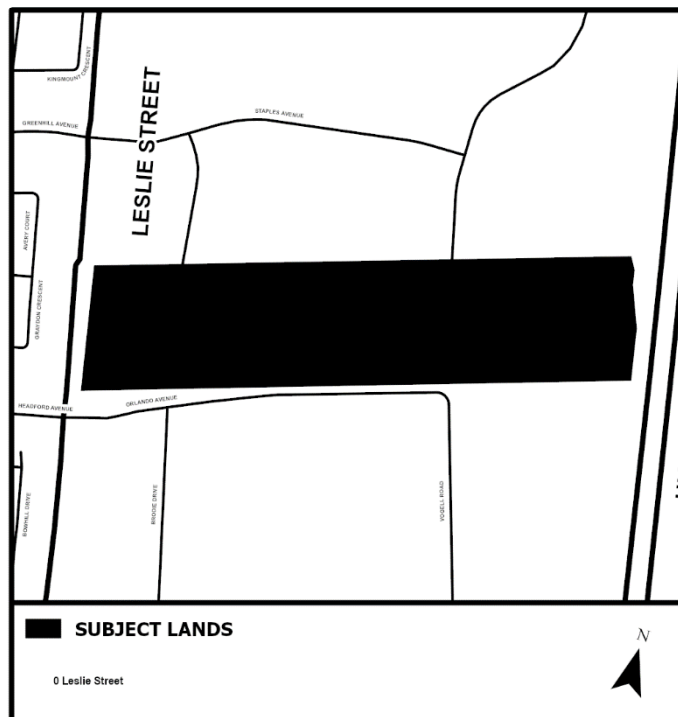
Submitted by: Kelvin Kwan, Commissioner of Planning and Infrastructure

Approved by: Darlene Joslin, Interim City Manager

All reports are electronically reviewed and/or approved by the Division Director, Treasurer (as required), City Solicitor (as required), Commissioner, and City Manager. Details of the reports approval are attached.

Location Map:

Below is a map displaying the property location. Should you require an alternative format call person listed under the “Contact Person” above.



Page 3

Background Information:

The subject Zoning By-law Amendment and draft Plan of Subdivision applications were received by the City on July 25, 2022 and deemed complete on August 3, 2022. The applications and supporting materials were subsequently circulated to relevant City departments and external agencies for review and comment. The purpose of this report is to seek comments from Council and the public with respect to the subject applications, pursuant to the statutory Public Meeting and associated notice requirements of the *Planning Act*.

Summary Analysis:

Site Location and Adjacent Uses

The subject lands are located in the City's Headford Business Park on the east side of Leslie Street, north of Orlando Avenue and have a frontage of approximately 205 metres (672.57 feet) along Leslie Street and a total site area of approximately 18.05 hectares (44.60 acres). The lands are vacant and abut existing industrial uses to the north, Highway 404 and the Rouge River valley corridor to the east, Orlando Avenue and existing industrial uses to the south, and Leslie Street and a low density residential neighbourhood to the west (refer to Map 1).

Development Proposal

The applicant is seeking approval of its proposal to develop an industrial/commercial subdivision to be comprised of three large development blocks on its land holdings. The proposed development would also provide for the extension of both Brodie Drive and Vogell Road from their existing termination points to the north and south of the subject lands (refer to Maps 4 and 5).

The following is a summary table outlining the relevant statistics of the applicant's development proposal based on the plans submitted to the City:

- **Total Lot Area:** 18.05 (44.60 acres)
- **Industrial Blocks:** 17.05 hectares (42.13 acres)
- **Roads:** 1.0 hectare (2.47 acres)
- **Proposed Number of Industrial Buildings:** 3
- **Proposed Lot Areas:**
 - **Building 'A':** 2.69 hectares (6.65 acres)
 - **Building 'B':** 8.54 hectares (20.76 acres)
 - **Building 'C':** 5.83 hectares (14.41 acres)
- **Proposed Building Heights:**
 - **Building 'A':** 13.41 metres (44 feet)
 - **Building 'B':** 14.63 metres (48 feet)
 - **Building 'C':** 14.63 metres (48 feet)
- **Proposed Building Gross Floor Areas:**

Page 4

- **Building ‘A’:** 10,463.8 sq. m. (112,632 sq. ft.)
- **Building ‘B’:** 48,014.3 sq. m. (516,821 sq. ft.)
- **Building ‘C’:** 29,174 sq. m. (314,026 sq. ft.)
- **Proposed Number of Parking Spaces:**
 - **Building ‘A’:** 108 spaces / 16 loading spaces
 - **Building ‘B’:** 282 spaces 75 loading spaces
 - **Building ‘C’:** 191 spaces / 47 loading spaces

Supporting Documentation/Reports

The applicant has submitted the following documents/information to the City in support of the proposed development:

- Legal Survey;
- Draft Zoning By-law;
- Draft Plan of Subdivision;
- Draft M-Plan;
- Planning Justification Report;
- Functional Servicing and Stormwater Management Report;
- Geotechnical Report;
- Hydrogeological Investigation Report;
- Noise Letter;
- Phase One Environmental Site Assessment;
- Scoped Natural Heritage Evaluation;
- Conceptual Site Plans;
- Slope Report;
- Arborist Report and Tree Inventory Plans;
- Transportation Mobility Plan; and,
- Sustainability Metrics.

Zoning By-law Amendment Application

The subject lands are currently zoned **Agricultural (A1) Zone** under Zoning By-law 2325-68, as amended (refer to Map 2). This zoning category permits agricultural and related uses, a single detached dwelling, a home occupation, and a medical clinic among other uses but does not permit the proposed industrial uses. Accordingly, the applicant is seeking to rezone the subject lands to **High Performance Industrial (M-1) Zone, High Performance Commercial/Industrial (MC-1) Zone, and Flood (F) Zone** under By-law 150-80, as amended, with site specific development standards to facilitate the future development of three industrial/commercial buildings on its land holdings.

The **M-1 Zone** permits a range of industrial and commercial uses including warehousing, manufacturing or assembling of manufactured goods/materials, printing establishments, research and development, and offices accessory to a permitted use on the same lot. In addition, some limited commercial uses are permitted including retail sales ancillary to manufactured goods on the same lot, and data processing centres.

Page 5

The **MC-1 Zone** permits all of the uses in the **M-1 Zone**, in addition to banks and financial establishments, technical and commercial schools, restaurants, parking garages, businesses and professional offices, and hotels subject to specific criteria.

Outlined below is a comparison of the proposed development standards relative to those of the **M-1 Zone** and **MC-1 Zone** with the requested and required site specific exceptions highlighted in bold text:

| Development Standard | M-1 Zone, By-law 150-80, as amended | MC-1 Zone, By-law 150-80, as amended | Proposed Development Standards, M-1 Zone | Proposed Development Standards, MC-1 Zone |
|---|---|---|--|---|
| Minimum Lot Frontage | 30 metres (98.43 feet) | 60 metres (196.85 feet) | Complies | Complies |
| Minimum Lot Area | 0.4 hectares (0.99 acres) | 0.8 hectares (1.98 acres) | Complies | Complies |
| Maximum Floor Area Ratio | 75% for all industrial uses | 75% for all industrial uses | Complies | Complies |
| Minimum Ground Floor Area | 900 square metres (9,687.52 square feet) | 900 square metres (9,687.52 square feet) | Complies | Complies |
| Minimum Setback from Leslie Street | 21 metres (68.9 feet) | 21 metres (68.9 feet) | Complies | Complies |
| Minimum Setback from All Streets | 12 metres (39.37 feet) | 12 metres (39.37 feet) | 6 metres (19.69 feet) | 6 metres (19.69 feet) |
| Minimum Rear Yard | 12 metres (39.37 feet) | 12 metres (39.37 feet) | Complies | Complies |
| Minimum Flankage Yard | 6 metres (19.69 feet) | 6 metres (19.69 feet) | Complies | Complies |
| Minimum Side Yard | 6 metres (19.69 feet) | 6 metres (19.69 feet) | Complies | Complies |
| Maximum Building Height | 14 metres (45.93 feet) for industrial buildings | 14 metres (45.93 feet) for industrial buildings | 15 metres (49.21 feet) | 15 metres (49.21 feet) |

Page 6

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|---|---|---|--|--|
| Minimum Number of Parking Spaces | 1 parking space for each 42 square metres of floor area, and for the floor area in excess of 2,800 square metres, 1 parking space for each 93 square metres of floor area | 1 parking space for each 42 square metres of floor area, and for the floor area in excess of 2,800 square metres, 1 parking space for each 93 square metres of floor area | 0.55 spaces for each 92.90 square metres of floor area (Building ‘B’) 0.61 spaces for each 92.90 square metres of floor area (Building ‘C’) | 0.96 spaces for each 92.90 square metres of floor area (Building ‘A’) |
| Minimum Number of Loading Spaces | 2 spaces per building | 2 spaces per building | Complies | Complies |

The applicant’s draft Zoning By-law is currently under review. The proposed site specific provisions and exceptions shall be considered and evaluated for policy conformity, compatibility, design and function through the review of the subject applications.

Draft Plan of Subdivision Application

The applicant has submitted a draft Plan of Subdivision application to facilitate the development of an industrial/commercial subdivision to be comprised of three large development blocks and the extension of both Brodie Drive and Vogell Road on its land holdings (refer to Map 4). The three proposed industrial blocks are to have a total combined lot area of 17.05 hectares (42.13 acres).

The first industrial block (Block 1) is to have a proposed lot area of 2.69 hectares (6.65 acres) with frontage on Leslie Street and the proposed Brodie Drive extension, the second block (Block 2) is to have a proposed lot area of 8.54 hectares (20.76 acres) with frontage on Orlando Avenue and the proposed Brodie Drive and Vogell Road extensions, and the third (Block 3) is to have a proposed lot area of 5.83 hectares (14.41 acres) with frontage on Orlando Avenue and the proposed Vogell Road extension. As noted above, the draft Plan of Subdivision proposes the extension of both Brodie Drive and Vogell Road with right-of-way widths of 23 and 26 metres respectively.

Planning Analysis:

City of Richmond Hill Official Plan

The subject lands are designated **Employment Lands** and **Natural Core** in accordance with Schedule A2 – Land Use of the City’s Official Plan (the Plan) (refer to Map 3). Further, the lands are located within and adjacent to features of the **Greenway System**.

Page 7

Permitted uses within the **Employment Area** designation predominately include high performance industrial uses such as manufacturing, assembling, processing, fabricating, wholesaling, and employee training facilities, office and major office uses. The **Employment Area** designation also permits hotels, convention centres, banquet facilities, automotive service commercial, community uses, linear parks and urban squares subject to specific criteria detailed in the Plan. Secondary uses, including day nurseries, and ancillary commercial and retail uses are also permitted in both designations subject to specific criteria.

The portion of the subject lands designated **Natural Core** abut the Rouge River valley corridor and are intended to remain and/or will be restored to the ecological integrity of its natural features and functions. Permitted uses in the **Natural Core** designation include fish, wildlife and forest management, conservation projects, flood and erosion control projects, essential infrastructure, low-intensity recreational uses, un-serviced parks and accessory uses.

In accordance with Schedule A1 – Urban Structure and Schedule A4 – Key Natural Heritage Features (KNHF) and Key Hydrological Features of the Plan (KHF), the subject lands are within the minimum area of influence of a Significant Woodland and Permanent and Intermittent Streams. In this regard, **Section 3.2.1.2** of the Plan establishes the minimum area of influence and the minimum vegetation protection zones that relate to key natural heritage features, key hydrological features, or Areas of Natural and Scientific Interest. The minimum vegetation protection zone (buffer) required from any portion of a KNHF or KHF is 30 metres (98.43 feet) unless a reduction can be justified through a Natural Heritage Evaluation approved by the City and Toronto and Region Conservation Authority (TRCA). Notwithstanding **Section 3.2.1.2, Section 3.2.1.2 (25)** of the Plan states that a Natural Heritage Evaluation will be used to determine or verify the significance of the woodlands and to define the minimum buffer, which in no case shall be less than 10 metres. Staff advise that the applicant has submitted a Natural Heritage Evaluation with the subject applications which is currently under review.

The applicant's development proposal will continue to be reviewed and evaluated in the context of the relevant policies of the Plan.

City Department and External Agency Comments:

The subject Zoning By-law Amendment and draft Plan of Subdivision applications and the associated background studies and reports submitted in support of same have been circulated to various City departments and external agencies for review and comment. The following is a summary of the comments received as of the time of writing of this report.

Development Planning Division

Development Planning staff has completed a preliminary review of the applicant's development proposal, including the plans and materials submitted in support of same.

Page 8

In consideration of the policies of the Plan which are relevant to the review and evaluation of the proposed development, staff provides the following preliminary comments:

- the proposed industrial subdivision is in keeping with the applicable policies of the **Employment Area** designation of the Plan;
- the proposed **M-1 Zone** and the permitted uses within said zone category are generally aligned and consistent with the intent and purpose of the **Employment Area** designation; however, the **MC-1 Zone** category introduces commercial uses that are not consistent with the **Employment Area** policies of the Plan. Staff will continue to review the applicant's draft Zoning By-law Amendment with respect to form, content and appropriateness of the proposed site specific exceptions, zoning categories and development standards;
- the proposed developable area must be reviewed and approved by the City's Park and Natural Heritage Planning Section and the Toronto and Region Conservation Authority. The size and boundary of Block 3 specifically may require further revisions and refinements based on the preliminary comments provided to date;
- the proposal is still under review by the City's Development Engineering Division, Park and Natural Heritage Planning Section and Urban Design Section, in addition to the Toronto and Region Conservation Authority and York Region. Comments from these departments/agencies are critical in determining whether there are additional technical, environmental or related matters to be addressed with the development proposal on the subject lands;
- the applicant must satisfactorily address issues and requirements identified by City departments and external agencies that have been requested to review the applicant's development proposal; and,
- any future development of the proposed blocks on the subject lands is subject to Site Plan Control.

A comprehensive review of the subject applications will be completed following receipt of comments and feedback from City departments, external agencies, Council and members of the public.

Other City Department and External Agency Comments

At the time of the writing of this report, the subject applications remain under review by the City's Corporate and Financial Services Department, Fire and Emergency Services Division, Community Services Division (Waste Management), Building Services Division (Zoning Section), Park and Natural Heritage Planning Section, Heritage and Urban Design Section, Development Engineering Division, Bell Canada, Canada Post, Enbridge Gas Inc., Alectra Utilities, Rogers Communications Inc., Toronto and Region Conservation Authority, the Regional Municipality of York, the Ministry of Transportation, and Buttonville Airport Millionair Toronto.

Page 9

Interim Growth Management Strategy

Council has approved and implemented a comprehensive strategy comprised of eight growth management eligibility criteria as a means of assessing and prioritizing development applications for the receipt of servicing allocation. The criteria are as follows:

1. *Providing community benefits and completion of required key infrastructure.*
2. *Developments that have a mix of uses to provide for live-work relationships.*
3. *Developments that enhance the vitality of the Downtown Core.*
4. *Higher-order transit supportive development.*
5. *Developments that represent sustainable and innovative community and building design.*
6. *Completion of communities.*
7. *Small scale infill development.*
8. *Opportunities to provide affordable housing.*

As part of the review of the above noted IGMS Criteria Number 5, Sustainable and Innovative Community and Building Design, the applicant has submitted a Sustainability Performance Metrics Tool in support of its proposed draft Plan of Subdivision application. The applicant has proposed an Overall Application score of 29 points on the basis of its initial submission, meeting the overall minimum score of 21. Staff will continue to work with the applicant to explore opportunities to improve the score.

Financial/Staffing/Other Implications:

The recommendation of this report does not have any financial, staffing or other implications.

Relationship to Council's Strategic Priorities 2020-2022:

The recommendation of this report does not have any direct implications with respect to Council's Strategic Priorities. An overview of how the subject applications are aligned with the Strategic Plan will be included in a future recommendation report to Council following a comprehensive review and evaluation of the applicant's development proposal.

Conclusion:

The applicant is seeking Council's approval of its Zoning By-law Amendment and draft Plan of Subdivision applications to permit the development of an industrial/commercial subdivision on its land holdings. The purpose of this report is to provide Council and the public with an overview of the development proposal and to discuss the regulatory regime governing the evaluation of these planning applications. This report has been structured for information purposes only, with a recommendation that all comments be referred back to staff for consideration.

Page 10

Appendix Contents and Maps:

The following attached documents may include scanned images of appendixes, maps and photographs. All attachments have been reviewed and made accessible. If you require an alternative format please call the contact person listed in this document.

- Map 1 - Aerial Photograph
- Map 2 - Existing Zoning
- Map 3 - Existing Official Plan Designation
- Map 4 - Proposed Draft Plan of Subdivision
- Map 5 - Proposed Conceptual Site Plan

Page 11

Report Approval Details

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|----------------------|--|
| Document Title: | SRPI.22.103 - Request for Comments - Zoning By-law Amendment and Draft Plan of Subdivision - 0 Leslie Street.docx |
| Attachments: | <ul style="list-style-type: none">- Map 1 - Aerial Photograph.docx- Map 2 - Existing Zoning.docx- Map 3 - Existing Official Plan Designation.docx- Map 4 - Proposed Draft Plan of Subdivision.docx- Map 5 - Proposed Conceptual Site Plan.docx |
| Final Approval Date: | Aug 15, 2022 |

This report and all of its attachments were approved and signed as outlined below:

Gus Galanis - Aug 15, 2022 - 11:21 AM

Kelvin Kwan - Aug 15, 2022 - 11:51 AM

Darlene Joslin - Aug 15, 2022 - 12:23 PM