



Staff Report for Council Public Meeting

Date of Meeting: June 24, 2025

Report Number: SRPBS.25.070

Department: Planning and Building Services

Division: Development Planning

Subject: SRPBS.25.070 - Request for Comments - Comprehensive Zoning By-law Project (Neighbourhood, including the North Leslie Secondary Plan and West Gormley Secondary Plan Areas, Employment Lands, Greenway System, Leslie Street Institutional Area, and Utility Corridor) - City of Richmond Hill - City File MZBA-23-0001

Purpose:

A request for comments concerning an Amendment to the Comprehensive Zoning By-law for the City of Richmond Hill with respect to the City's **Neighbourhood**, including the North Leslie Secondary Plan and West Gormley Secondary Plan Areas, Employment Lands, Greenway System, Leslie Street Institutional Area, and Utility Corridor.

Recommendation(s):

- a) That Staff Report SRPBS.25.070 with respect to an Amendment to the Comprehensive Zoning By-law for the City of Richmond Hill regarding the City's Neighbourhood, including the North Leslie Secondary Plan and West Gormley Secondary Plan Areas, Greenway System (Oak Ridges Moraine Natural Core, Oak Ridges Moraine Natural Linkage, Oak Ridges Moraine Countryside, Greenbelt Plan Protected Countryside, Natural Core, Natural Linkage, Countryside, Parkway Belt West and Major Urban Open Space), Employment Lands (Employment Area and Employment Corridor), Utility Corridor, and Leslie Street Institutional Area, be received for information purposes only and that all comments be referred back to staff.

Contact Person(s):

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- Salvatore Aiello, Manager, Development Zoning and Committee of Adjustment, 905-771-2540
- Deborah Giannetta, Director, Development Planning, 905-771-5542
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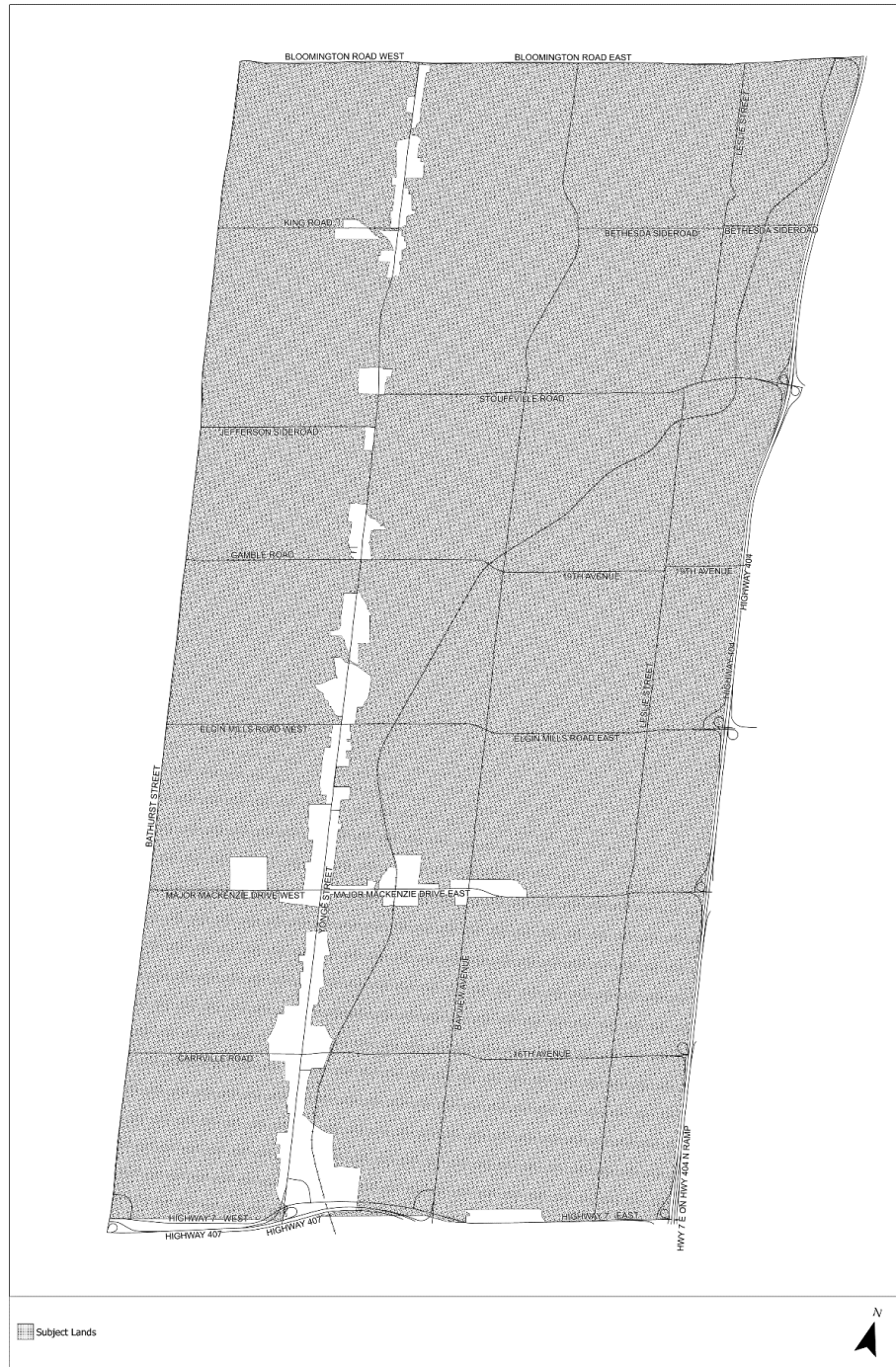
Report Approval:

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.

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Location Map:

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



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Key Messages:

- Subsection 26(9) of the *Planning Act* directs that municipalities amend all Zoning By-laws that are in effect in the municipality by no later than three (3) years following a revision to the City's Official Plan pursuant to Section 26 of the *Planning Act*. At the time of writing of this report, an update to the City's Official Plan is underway;
- on September 25, 2024, Council endorsed four (4) Strategic Direction Reports ("SDRs") prepared by the City's Consultant, R.E. Millward and Associates, along with the "City of Richmond Hill Parking and Transportation Demand Management Strategy for Developments" (the "PTDMS") and the "Comprehensive Zoning By-law Consultation and Engagement Plan" to guide the development of the Comprehensive Zoning By-law. Additionally, Committee of the Whole Staff Report SRPBS.24.086 set out a phasing approach for the drafting of the CZBL in general alignment with the City's Official Plan updates;
- on October 23, 2024, Request for Direction Staff Report SRPBS.24.115 was considered by Council with respect to the completion of the City's Official Plan Update and future Secondary Plans for the East Beaver Creek Road/Highway 7 and Bathurst Street/Highway 7 mixed-use centres. As part of the endorsement of the recommendations of this report, Council endorsed a revised timeline for the Official Plan Update including the departure from the established "batching" approach to the Official Plan Update;
- on March 19, 2025, the Committee of the Whole considered Staff Report SRPBS.25.029 regarding a request for approval of the Comprehensive Zoning By-law for the City of Richmond Hill with respect to the City's Centres and Corridors and Accessible Parking By-law. Subsequently, on March 26, 2025, Council adopted By-law 30-25 to implement zoning for the **Key Development Areas, Village Local Centre, Newkirk Local Centre, Oak Ridges Local Centre, Local Development Areas, Regional Mixed-Use Corridors, and Local Mixed-Use Corridor**;
- in addition to the **Yonge and Carrville/16th Key Development Area, Newkirk Local Centre and Village Local Centre**, drafting of the Comprehensive Zoning By-law ("CZBL") for the City's **Neighbourhood** is a deliverable included in the City's Housing Accelerator Fund (HAF) Action plan which aims to increase the supply of housing, including affordable housing across the City;
- the purpose of this report is to seek comments and feedback from Council and the public regarding a draft of an Amendment to the CZBL with respect to the City's **Neighbourhood**, including the North Leslie Secondary Plan Area and West Gormley Secondary Plan Area, **Employment Lands, Greenway System, Leslie Street Institutional Area, and Utility Corridor** pursuant to the statutory Public Meeting and associated notice requirements of the *Planning Act*.

Background:

In accordance with the *Planning Act*, Council shall amend all Zoning By-laws within the municipality no later than three (3) years after an update to the City's Official Plan comes into effect in order to bring them into conformity with its Official Plan.

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Accordingly, **Section 5.6** of the City's Official Plan ("Plan") directs that a Comprehensive Zoning By-law be drafted to establish land use zones that will permit the types of uses and appropriate development standards, among other standards and provisions necessary for the implementation of the Plan. To meet this requirement, the Comprehensive Zoning By-law Project (CZBL) was initiated in 2018 with the goal of preparing a single consolidated CZBL to implement the in-effect policies and vision for the City as set out in the Plan.

Council endorsed Staff Report SRPBS.24.086 on September 25, 2024 concerning the four (4) SDRs to guide the drafting of the CZBL as well as the PTDMS and a Consultation and Engagement Plan for the CZBL. A detailed outline of the findings and recommendations of each of the four (4) SDRs was provided in Staff Report SRPBS.24.086. Subsequently, Staff Report SRPBS.24.124 was considered at Council Public Meeting held on December 10, 2024 with regard to the **Yonge Street and Carrville/16th Avenue Key Development Area, Village Local Centre, Newkirk Local Centre** and **Oak Ridges Local Centre**, which identified a phasing strategy that was intended to proceed geographically and in alignment with the City's Official Plan Update ("OP Update") as well as in accordance with the City's Housing Accelerator Fund (HAF) commitments. However, pursuant to Staff Report SRPBS.24.115, the remainder of the OP Update will proceed by way of a comprehensive update to the Plan and, in this regard, the approach with respect to the CZBL has been similarly revised.

By-law 30-25 was adopted by Council on March 26, 2025 to implement zoning for the City's Centres and Corridors, with the exception of the **Richmond Hill Centre**. At the time of writing of this report, the Decision of Council with respect to By-law 30-25 has been appealed to the Ontario Land Tribunal ("OLT"). With respect to the balance of the City, the subject Staff Report and proposed Amendment to the CZBL address lands located within the **Neighbourhood**, including the North Leslie and West Gormley Secondary Plan Areas, **Employment Lands, Greenway System, Leslie Street Institutional Area** and **Utility Corridor** (refer to Map 1). Accordingly, the purpose of this report is to seek comments from Council and the public with respect to a proposed Amendment to the CZBL pursuant to the statutory Public Meeting and associated notice requirements of the *Planning Act*.

Consultation and Engagement:

The Consultation and Engagement Plan for the CZBL identified stakeholders that may have an interest in and/or will be impacted by the CZBL. Accordingly, engagement with key audiences through a series of workshops, an open house, meetings involving specific groups and a statutory Council Public Meeting were recommended with respect to the preparation of a zoning by-law for the **Neighbourhood**. To date, the City has hosted a series of four (4) Public Open Houses to seek input from members of the public and to provide information regarding the drafting of an Amendment to the CZBL for the balance of the City outside of the Centres and Corridors. Virtual Open Houses were held on January 30, 2025 and February 13, 2025 ("first Open House" and "second Open House"), which were attended by approximately forty (40) and forty-four (44)

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members of the public, respectively. Both the first and second Open Houses focused on zoning for the City's **Neighbourhoods**. Subsequently, two additional virtual Open Houses were held on May 12, 2025 and May 14, 2025 ("third Open House" and "fourth Open House"), which were attended by approximately twenty (20) and eleven (11) members of the public, respectively. The third Open House focused on zoning for the City's **Neighbourhood** and the **Greenway System**, whereas the fourth Open House addressed zoning for the City's **Employment Lands, Leslie Street Institutional Area, Utility Corridor** and additional utility and transportation lands, in addition to the **Greenway System**.

The following is a consolidated overview of key comments and areas of concern identified by members of the public at the first, second, third and fourth Open Houses:

By-law Administration

- the proposed approach to addressing existing approvals for development and in-process *Planning Act* applications;
- the future applicability of By-law 30-25 to the City's **Neighbourhood** areas; and
- Minister's Zoning Orders.

Urban Structure and Permitted Uses

- the location of major transit station areas ("MTSAs") and intensification; and
- permissions for agricultural uses, on-farm diversified uses, commercial and industrial uses on the Oak Ridges Moraine.

Complete Communities

- community uses such as schools, parks, day nurseries, places of worship, and recreation centres as essential components to the City's **Neighbourhood**, including co-location to create community hubs;
- compatibility of community uses with respect to local context and character, traffic, transit services and noise and appropriate setbacks and landscaping;
- open spaces and connectivity;
- proximity and permissions for industrial uses to the **Neighbourhood**;
- uses and/or amenities to support the concept of Aging in Place within the **Neighbourhood**, including but not limited to the following:
 - retirement homes, long-term care homes, private senior residences and appropriately-sized apartment dwelling units;
 - small-scale commercial uses;
 - services, clinics, community gardens and public spaces; and,
 - permissions for multiple secondary suites and smaller dwellings.
- shared accommodation; and,
- monitoring and enforcement of Short Term Rental Accommodations ("STRAs").

Parking and Landscaping

- parking and driveway regulations, including but not limited to the following considerations:

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- additional parking to address the needs of multigenerational households, STRAs and Additional Residential Units (“ARUs”);
- the provision of adequate parking spaces, particularly for lots with narrow driveways;
- the consideration of driveway expansion permissions with respect to such matters as lot size, garage width, ARUs, drainage and accessibility; and,
- the impact of driveway expansions with respect to character.
- impacts of hard landscaping and the importance of differentiation between hard and soft landscaping, including appropriate regulations.

Infill Development

- protection of established neighbourhood character as it relates to infill development, including consideration of lot frontage, density, and height, among other matters;
- urban design standards, lot coverage and setbacks;
- impacts of infill development on privacy, parking and traffic;
- the provision of adequate community uses to support infill development;
- the protection of greenspaces and existing vegetation;
- consideration of surplus school sites for accommodation of “missing middle” housing; and,
- desire for more flexible zoning.

At the time of writing of this report, a Public Open House has been scheduled for June 9th, 2025 to provide a more detailed overview of and to seek additional input from members of the public regarding the proposed zoning approach for the areas identified in this report.

Prior to the finalization of the proposed Amendment to the CZBL as described in this report, additional opportunities for engagement with stakeholders and interested parties are anticipated, such as meetings with specific groups, and will be scheduled as appropriate.

Discussion:

Legislative and Policy Regime

The Provincial Planning Statement (2024) (“PPS”) establishes a planning policy framework and provides tools that enable municipalities to plan for and support development. Pursuant to Section 2.1 of the PPS, planning authorities should support the achievement of communities by accommodating a range and mix of land uses, housing and transportation options, public service facilities, institutional uses, recreational, park and open space uses, among other uses necessary to meet the long-term needs of a municipality. Settlement areas shall be the focus of growth and development.

The PPS directs planning authorities to plan for, protect and preserve employment areas for current and future employment uses, including prohibition of non-employment uses within employment areas and providing for an appropriate transition to adjacent

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non-employment areas. On October 20, 2024, the PPS was modified to establish a revised definition for “employment area”, thereby limiting uses permitted within employment lands that are designated within an official plan to those such as manufacturing, warehousing, goods movement, associated retail and office, and ancillary uses. Accordingly, the revised definition for “employment area” excludes uses such as institutional, retail and office uses that are not associated with a primary employment use.

The PPS provides direction regarding the protection of natural features. In this regard, the diversity and connectivity of natural features and the ecological function and biodiversity of natural heritage systems should be maintained, restored, or improved wherever possible, including recognizing linkages between and among natural heritage features and areas, surface water features and groundwater features. Further, the PPS sets out policies that require planning authorities to protect, improve or restore the quality and quantity of water. With regard to hazards, the policies of the PPS state that development be directed away from areas of natural or human-made hazards where there is an unacceptable risk to public health or safety or of property damage. Accordingly, development shall be managed within hazardous lands and hazardous sites, which shall be identified by planning authorities, together with conservation authorities where applicable.

Section 4.3 of the PPS directs planning authorities to apply an agricultural system approach in order to maintain and enhance a geographically continuous agricultural land base, wherein prime agricultural areas shall be directed and protected, and to support the agri-food network. Permitted uses within prime agricultural areas include agricultural uses as well as agriculture-related uses and on-farm diversified uses, which shall be compatible with and shall not hinder surrounding agricultural operations. Lot creation within prime agricultural areas is generally restricted as set out in the PPS. The OP Update will incorporate policies related to prime agricultural areas and on-farm diversified uses.

All decisions affecting planning matters shall be consistent with the PPS. Furthermore, planning authorities shall keep their zoning by-laws up to date with their official plans and the Provincial Planning Statement with respect to establishing permitted land uses, minimum density, height and other development standards to govern growth and development.

Oak Ridges Moraine Conservation Plan and Greenbelt Plan

The Oak Ridges Moraine Conservation Plan (2017) (“ORMCP”) has been established under the authority of the *Oak Ridges Moraine Conservation Act (2001)* and provides policy direction for the protection of the ecological and hydrological features and functions of the Oak Ridges Moraine. The ORMCP identifies four land use designations, including **Natural Core Areas**, **Natural Linkage Areas**, **Countryside Areas** and **Settlement Areas**. The **Settlement Areas** of the ORMCP are intended to focus and contain urban growth and shall support a range of residential, commercial, industrial

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and institutional uses as permitted in local official plans. Additionally, the ORMCP sets out policy direction with respect to key natural heritage features and key hydrologic features, landform conservation areas, specific land uses, and infrastructure, among other matters. The Oak Ridges Moraine occupies more than half of the City's land area and all land use designations of the ORCMP are represented within the City.

Natural Core Areas and **Natural Linkage Areas** land use designations encompass the natural heritage system on the Oak Ridges Moraine. In this regard, the **Natural Core Areas** serve to protect, maintain and/or restore key natural heritage features, key hydrologic features, ecological functions and landform conservation areas, while **Natural Linkage Areas** are intended to protect critical natural and open space linkages between **Natural Core Areas** and along rivers and streams. Permitted land uses within these designations are restrictive and include such uses as conservation, flood and erosion control projects, agricultural uses, infrastructure uses, and home business and industries among other limited uses.

The **Countryside Areas** of the ORMCP, which includes Rural Settlements, are intended to protect and promote agricultural and other rural land uses and to protect and restore natural areas and features, while serving as an agricultural and rural transition and buffer between **Natural Core Areas** and **Natural Linkage Areas** and the **Settlement Area**. Land uses permitted within **Countryside Areas** include agricultural uses, infrastructure uses, conservation, flood and erosion control projects, home businesses and industries, and small-scale commercial, industrial, and institutional uses within specific areas of the **Countryside Area**, among other limited land uses. The creation of new lots is restricted or prohibited within the **Countryside, Natural Core** and **Natural Linkage Areas** in accordance with the policies of the ORMCP.

The City's Oak Ridges Moraine By-law ("By-law 128-04") was approved subsequent to the *Oak Ridges Moraine Conservation Act (2001)* in order to zone those lands within the City that are governed by the ORMCP in conformity with the legislation. Since its approval, By-law 128-04 has been amended from time to time, including modifications made by the Minister of Municipal Affairs and Housing in 2009 and 2013, respectively.

The Greenbelt Plan (2017) has been established under the authority of the *Greenbelt Act (2005)* and provides policy direction for the Greater Golden Horseshoe with respect to the protection of the region's agricultural land base as well as the ecological and hydrological features, areas and functions. The Greenbelt Plan encompasses the lands within the ORMCP and builds upon the ecological protections established therein. The Greenbelt Plan identifies the Greenbelt Protected Countryside and Urban River Valleys designations.

Both the ORMCP and the Greenbelt Plan have been updated since the adoption of the Plan.

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York Region Official Plan

The York Region Official Plan (“ROP”) was approved by the Minister of Municipal Affairs and Housing in November, 2022 and provides direction for growth and development across York Region (“Region”) for a planning horizon to the year 2051; however, in accordance with Bill 185, *Cutting Red Tape to Build More Homes Act*, effective July 1, 2024 the Region of York no longer has planning responsibilities under the *Planning Act* and therefore is no longer the approval authority of the City’s Official Plan or its amendments. Accordingly, the ROP is now deemed to be an Official Plan of the City of Richmond Hill.

The ROP establishes an urban structure for the Region and identifies three principal land use policy areas comprising Urban Areas, the Agricultural System and a Natural Heritage System. The Urban System shall be the primary location for growth and development within the Region, wherein Community Areas will support the majority of residential development as well as a range of commercial uses, arts, cultural and recreational facilities, employment uses and services. As part of an overarching intensification strategy within the Region, Section 4.4 of the ROP directs local municipalities to identify appropriate locations for the accommodation of residential infill and the integration of gentle density within existing neighbourhoods. In accordance with Section 2.3 of the ROP, local official plans and zoning by-laws shall permit a range of housing options, unit sizes, tenure and level of affordability in each community. Furthermore, live-work development opportunities shall be permitted and encouraged to support combined residential and business or personal services, office uses and home occupations.

Section 4.3 of the ROP recognizes the importance of the Region’s Employment Areas as strategic and vital components of the Region’s economy. As set out in the ROP, Employment Areas shall be designated in local official plans to support clusters of employment uses, such as manufacturing, warehousing and industrial uses, wherein residential uses, long-term care homes and other similar uses shall be prohibited. Municipalities are further directed to make efficient use of existing employment lands, by increasing employment densities where appropriate, and to protect and plan for a diverse mix of lot sizes within Employment Areas.

The ROP identifies that the Regional Greenlands Systems and water resource system, features and functions shall be protected, restored and enhanced and that new development within the vicinity of the system be controlled in accordance with the policies of the ROP. The Regional Greenlands System comprises cores, corridors and linkages, which include the **Natural Core** and **Natural Linkage** areas of the ORMCP, the Natural Heritage System within the Protected Countryside of the Greenbelt Plan, key natural heritage and key hydrologic features, among other protected areas. Accordingly, the ROP requires local municipalities to implement a natural heritage systems-based approach to identifying key natural heritage features and key hydrologic features in local official plans and zoning by-laws on the basis of the most current mapping and information available and to establish appropriate protective policies.

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Furthermore, the ROP directs that local official plans and zoning by-laws contain appropriate provisions and/or mapping to address the following: floodplains, hazardous lands, hazardous sites and regulated lands, permitted uses and setbacks, land uses within and adjacent to hazardous lands and hazardous sites, Special Policy Areas and wildland fire risk.

The ROP directs that the Region's agricultural land base shall be maintained and enhanced with respect its geographic continuity and the functional and economic connections to the agri-food network. The Region's Agricultural System comprises the Agricultural Area, the Holland Marsh Specialty Crop Area and the Rural Area designations, whereby prime agricultural areas are contained within the Agricultural Area. For lands that are within designated Agricultural and Rural Areas as set out in the ROP, agricultural uses, agricultural-related uses, on-farm diversified uses, and normal farm practices are supported and permitted. Limited non-agricultural uses may also be permitted within the Agricultural System in accordance with specific policy criteria as outlined in the ROP. The City includes lands that are located in both the Agricultural and Rural Areas in accordance with Map 1A of the ROP. Furthermore, the ROP contains policies pertaining to the operation of licensed pits and quarries and to support extraction activities within Mineral Aggregate Resource Areas.

In accordance with Policy 7.3.1 of the ROP, local official plans and comprehensive zoning by-laws shall be brought into conformity with the ROP in accordance with the *Planning Act*. At the time of writing of this report, an update to the Plan is underway. It should be noted that By-law 128-04 established permissions for various agricultural uses, agricultural-related uses and mineral aggregate operations in accordance with the ORMCP; however, modifications to the Plan are contemplated in order to align with the policy changes as set out within the ROP, including but not limited to prime agricultural lands.

City of Richmond Hill Official Plan

The policies of the Plan reflect the planning direction set out by Provincial and Regional planning policy that were in force at the time of its approval to manage growth and development within the City in accordance with the vision as set out in **Section 2.1**. As outlined in Staff Report SRPBS.25.017, **Section 3.1.3** and Schedule A1 (City Structure) provides a spatial framework for the City, wherein the majority of intensification and growth shall be directed to the City's Centres and Corridors. Accordingly, intensification shall be limited within the land use designations outside of the Centres and Corridors, such as the **Neighbourhood**, which will accommodate only small-scale infill and redevelopment. Furthermore, Chapter 3 (City Building) of the Plan outlines policy direction for the City as a whole relating to a broad range of focus areas such as complete communities, environmental protection and hazards, the protection of employment lands, economic development, urban design and transportation. As noted in the earlier sections of this report, the City has initiated an update to the 2010 Plan to align with current Provincial planning policy and legislation as well as to consolidate the policies of the ROP into the Plan.

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By-law 30-25 was adopted by Council on March 26, 2025 in order to implement the policies of the Plan as they relate to the Centres and Corridors. Accordingly, this report addresses a proposed Amendment to the CZBL for the remaining land use designations within the City, save and except the Richmond Hill Centre. The following sections provide an overview of the purpose, key policy directions, and permissions set out in the Plan for these areas of the City.

Neighbourhood

The **Neighbourhood** designation is predominantly characterized by low-density residential uses, such as single detached and semi-detached dwellings, along with a range of community and commercial uses that support the function of the City's neighbourhoods. In addition to low-density residential uses, medium-density residential uses, neighbourhood commercial and automotive service commercial uses, community uses, parks and urban open spaces, home occupations and live-work units are permitted within the **Neighbourhood** subject to specific policy criteria as outlined within the Plan.

Medium density residential uses are permitted within the **Neighbourhood** on an arterial street or on a collector or local street only where specific locational criteria have been met, including sites as identified within a Council-approved Concept Plan.

Notwithstanding the foregoing, legally existing medium density residential buildings as of adoption of the Plan shall be permitted.

Commercial uses are permitted for lands within the **Neighbourhood** that front onto an arterial street, where such uses include small-scale retail, commercial, office and live-work units, with various use restrictions as outlined in **Section 4.9**. Development of existing commercial sites to include residential uses in mixed-use form is encouraged by the policies of the Plan provided that the existing gross leasable floor area (GLA) devoted to commercial, retail or office uses shall be retained or exceeded.

Section 4.9 of the Plan identifies Priority Infill Areas within the **Neighbourhood** designation. Priority Infill Areas contain established patterns of residential development and demonstrate potential for new lot creation and/or redevelopment in the form of low-density or medium-density residential development. As shown on Appendix "9" of the Plan (refer to Map 2), Infill Studies and Tertiary Plans have been approved by Council with respect to the following communities:

- Benson/Hunt Tertiary Plan;
- South Brookside Tertiary Plan;
- Weldrick Road West Tertiary Plan;
- Anglin Drive/Long Hill Drive/19th Avenue Infill Study;
- Harris-Beech Infill Study;
- Bond Crescent Neighbourhood Infill Study and Update;
- Bathurst Street Neighbourhood Infill Study and Hughey West Infill Study;

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- Puccini Drive Neighbourhood Infill Study and Expansion to the Puccini Drive Infill Study;
- Elm Grove/Maple Grove/Aubrey Avenue Infill Study; and,
- Douglas Road Neighbourhood Infill Study.

The approved Infill Studies and Tertiary Plans set out recommendations and guidelines for infill development with respect to land uses, built forms, street networks, lotting patterns, development standards and building design, among other considerations as may be appropriate on the basis of local context. In accordance with **Policy 3.4.1.2** of the Plan, Council-approved guidelines, including those established in Infill Studies and Tertiary Plans, shall be utilized in the review and evaluation of development applications and related studies.

Development within the **Neighbourhood** shall have a maximum building height of 3 storeys, with the exception of development located on an arterial street, which shall have a maximum height of 4 storeys. As set out in **Section 4.9.2** of the Plan, development must respect the character and distinguishing features of neighbourhoods and shall be compatible with and sensitive to the context of adjacent and surrounding areas as it relates to the size and configuration of lots, massing, including height, scale, density and dwelling type(s) and setbacks, among other matters as outlined in the Plan.

The **Neighbourhood** contains a portion of the **Special Policy Area** pursuant to Schedule A7 of the Plan. As described in Staff Report SRPBS.25.017, Official Plan Amendment 22 (“OPA 22”) and the associated Zoning By-law Amendment that were approved by Council with respect to the City’s **Special Policy Area** remain subject to an appeal to the OLT.

West Gormley Secondary Plan

The West Gormley Secondary Plan (“WGSP”) is generally bounded by Bayview Avenue to the west, Leslie Street to the east, Bethesda Sideroad to the north and Stouffville Road to the south and encompasses lands within the **Settlement Area**, as well as those designated **ORM Natural Core** and **ORM Natural Linkage**. The WGSP is envisioned to accommodate urban growth within two non-contiguous communities that are separated by the **ORM Natural Core** and to permit a range of residential, commercial, employment and institutional uses within the **Settlement Area**. The purpose of the WGSP is to establish principles and detailed policy direction for development within the study area, which includes an “Environment First” approach.

The WGSP includes detailed policies that provide overarching direction regarding such matters as environment and water resource management, municipal servicing, transportation, and implementation. In addition, the WGSP sets out permissions and locational criteria related to specific land uses, including low- and medium-density residential and mixed-use development, commercial and institutional uses, and parks and open space.

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By-law 54-15 was approved by the former Ontario Municipal Board as a Comprehensive Zoning By-law applicable to a portion of the lands located within the WGSP. Since the approval of the WGSP, this community has continued to be built out in accordance with the policies of the Secondary Plan and in-force zoning permissions; however, at the time of writing of this report, the study area includes small areas that have not been rezoned in accordance with the policies of the WGSP and remain subject to the underlying zoning regime accordingly.

North Leslie Secondary Plan

The North Leslie Secondary Plan (“NLSP”) is generally bounded by Bayview Avenue to the west, Elgin Mills Road East to the south, Highway 404 to the east and 19th Avenue to the north, inclusive of a portion of lands located generally north of 19th Avenue and west of Leslie Street. The purpose of the NLSP is to establish principles, objectives, policies and a land use plan for development within the study area, which facilitated an extension to the City’s Urban Area. The NLSP envisions a connected system of neighbourhoods and to provide for a range of environmental, open space, residential, employment, office, neighbourhood commercial, recreational and public land uses. Similar to the WGSP, the North Leslie SP is centred on an “Environment First” approach.

The NLSP sets out detailed policies that provide overarching policy direction regarding such matters as environmental and water resources, transportation and servicing and implementation. The NLSP also includes detailed policies pertaining to land use permissions and locational criteria, including low-, medium- and high-density residential development, commercial, institutional and employment uses, and parks and open spaces. Additionally, the NLSP is subject to the ORMCP and the Greenbelt Plan, wherein the NLSP includes the Natural Heritage System and **Protected Countryside** land use designations that are located within the Greenbelt Plan.

By-law 55-15 was approved by the former Ontario Municipal Board as a Comprehensive Zoning By-law for a portion of the lands located within the NLSP. Since the approval of the NLSP, this community has continued to be built out in accordance with the policies of the Secondary Plan and in-force zoning permissions; however, at the time of writing of this report, a number of land holdings within the study area have not been rezoned in accordance with the policies of the NLSP and remain subject to the underlying zoning regime accordingly.

Leslie Street Institutional Area

The **Leslie Street Institutional Area**, which is located adjacent to the Headford Business Park Employment Lands, is envisioned to support intensification in the form of a mix and range of institutional and business land uses. Uses permitted within the **Leslie Street Institutional Area** include office and small-scale retail and commercial uses, which shall be complementary to office or community uses. Community uses, parks and urban open spaces and uses accessory to long-term care facilities and private schools are also permitted within this designation subject to specific policy

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criteria. The development of sensitive land uses, where permitted, is required to demonstrate compliance within the Ministry's land use compatibility guidelines and shall not inhibit development of the adjacent **Employment Lands**.

Development within the **Leslie Street Institutional Area** shall have a maximum height of 10 storeys and shall be sensitive to the cultural heritage resources within the area. In addition, development within the **Leslie Street Institutional Area** shall promote the character and function of the area through various design approaches, including pedestrian-supportive building designs and landscape/streetscape treatments, focal points, building façade treatments and other measures as set out in the Plan.

Utility Corridor

The **Utility Corridor** designation is primarily focused along the Highway 7 corridor of the City and serves to accommodate specific utility and public infrastructure uses. Permitted uses within this designation are limited to stormwater management works, electrical transformer and distribution stations, district heating distribution stations, trails and linear parks, parking and automotive service commercial uses that exist as of the date of adoption of the Plan. In addition to the Utility Corridor designation, lands containing the TransCanada Pipeline ("TCPL") and the Canadian National Rail ("CNR") are proposed to be incorporated within the same zone.

Employment Lands

The City's **Employment Lands** comprise two land use designations, including the **Employment Area** and **Employment Corridor** designations. The **Employment Area** includes the City's Beaver Creek, Headford, Barker and Newkirk Business Parks and were envisioned to provide for a range of high performance industrial and office uses at the time of the Plan's approval. The purpose of the City's **Employment Corridor** is to accommodate a range of higher density employment-related uses, such as office, hotel, convention centres, banquet facilities and other ancillary uses.

Notwithstanding the foregoing, recent modifications to the PPS introduced restrictions on those uses permitted within designated employment lands. In this regard, uses such as standalone offices and supporting institutional and commercial uses, which have been historically directed to the City's **Employment Lands**, are excluded from the revised definition of "employment area" within the PPS. At the time of writing of this report, the OP Update is underway to align the Plan with Provincial and Regional policies; however, in order to address legally existing non-employment uses, pursuant to Subsection 1(1.1) of the *Planning Act*, City-initiated Official Plan Amendment 61 was adopted by Council on April 9, 2025 to authorize the continuation of excluded uses, provided these uses were legally established on or prior to October 20, 2024. On the basis of the foregoing, this section will focus on the City's **Employment Area** with respect to those permitted uses that are consistent with the PPS.

As set out within **Section 4.8.1** of the Plan, uses permitted within the **Employment Area** include high performance industrial uses contained within wholly enclosed

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buildings, such as manufacturing and assembling, and warehousing and enclosed storage of goods associated with a high-performance industrial use. In addition, accessory retail uses that involve limited sales of goods are permitted, provided that the uses are secondary to and integrated with an employment use and that the goods are manufactured, processed and/or assembled on the premises. Permissions for outdoor storage within the **Employment Area** are limited to the Newkirk Business Park and subject to additional policy criteria.

Maximum height for development within the **Employment Area**, with the exception of office and hotel uses, is limited to five storeys. The Plan also sets out policies with respect to design, including a requirement to provide for outdoor amenity space for employees as well as buffering and screening requirements as a transition to surrounding neighbourhoods. As set out in the Plan, the Council-approved urban design guidelines for the Headford and Barker Business Parks shall be utilized in the review and evaluation of development applications, where applicable.

Greenway System

The City's Greenway System covers a large portion of the City and consists of natural heritage system components, rural areas in the **ORM Countryside**, lands located within the Greenbelt Plan and Parkway Belt West Plan Areas, and urban open space areas. Accordingly, the Greenway System encompasses the **ORM Natural Core, ORM Natural Linkage, ORM Countryside, Greenbelt Plan Protected Countryside, Natural Core, Natural Linkage, Countryside, Parkway Belt West, and Major Urban Open Space** land use designations of the Plan.

The **ORM Natural Core, ORM Natural Linkage** and **ORM Countryside** land use designations implement the designations and permissions of the ORMCP that were in force at the time of the Plan's approval and reflect the ecological significance and/or rural character of these areas of the City accordingly. Within the **ORM Countryside** designation, the Hamlet of Gormley is recognized as a Rural Settlement Area. In addition to the uses generally permitted within the **ORM Countryside**, minor residential infill as well as small-scale commercial, institutional or industrial uses that do not alter the residential character of the area are permitted within the Rural Settlement Area, subject to additional policy criteria as established in the Plan. The proposed uses, development standards and provisions that are applicable to the existing ORM zones reflect a consolidation of the existing use permissions, standards and provisions as outlined within By-law 128-04, as amended.

The Greenbelt Plan encompasses two land use designations as it relates to the City, including the **Greenbelt Plan Protected Countryside** and the **Natural Core** designations. The **Greenbelt Plan Protected Countryside** designation includes lands that are located within the Greenbelt Plan and outside of the **Natural Core**. The purpose of the **Greenbelt Plan Protected Countryside** is to maintain and wherever possible, improve or restore the ecological integrity of natural features and functions. Permitted uses within this designation shall be in accordance with the Greenbelt Plan.

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As set out in the Plan, lands within the **Greenbelt Plan Protected Countryside** designation shall be zoned in an appropriate protective zone category and it is intended that these lands be acquired by an appropriate public agency. The proposed uses, development standards and provisions that are applicable to the existing protective zones within the Greenbelt Plan are carried forward into the proposed by-law.

The **Natural Core** and **Natural Linkage** designations include lands located within the **Settlement Area** of the City both south of and within the Oak Ridges Moraine. The **Natural Core** designation includes lands containing key natural heritage features, key hydrological features and their functions as well as landform conservation areas. The purpose of the **Natural Core** is to maintain and wherever possible, improve or restore the ecological integrity of natural features and functions within these areas. The **Natural Linkage** areas are intended to serve as movement corridors between natural features and functions within the **Greenway System** and to a larger regional network. Land use permissions within the **Natural Core** and **Natural Linkage** designations are limited and generally include such uses as fish, wildlife and forest management, conservation projects and flood erosion control projects, low-intensity recreational uses and other uses and restrictions as set out in the Plan. The proposed uses, development standards and provisions that are applicable to the existing protective zones (i.e. Flood, Environmental Protection and Open Space Zones) are generally carried forward into the proposed by-law.

The **Countryside** designation is intended as a rural area of the **Greenway System** and applies to lands that are located between the Oak Ridges Moraine and the portion of the **Settlement Area** south of the Oak Ridges Moraine. Permitted uses within the **Countryside** include fish, wildlife and forest management, conservation projects and flood and erosion and control projects, agricultural uses, single detached dwellings, home businesses, home industries, farm vacation homes, low-intensity recreational uses and other uses as set out in the Plan.

The **Parkway Belt West** designation includes lands that are governed by the Parkway Belt West Plan (1978), wherein permissions for lands within this designation are subject to the Parkway Belt West Plan, as amended from time to time. Existing uses within this land use designation include but are not limited to recreational uses. It should be noted that the Parkway Belt West Plan and associated Minister's Zoning Order, as amended, have been revoked by the Province for a portion of the lands located within the City's **Parkway Belt West** designation.

The **Major Urban Open Space** designation includes lands within the City's urban open space system that provide recreational, cultural and linkage functions and focal points within the City. Permitted uses within the **Major Urban Open Space** designation include public parks, active recreation and cultural facilities, low-intensity recreational uses, conservation projects and flood and erosion control projects, and fish, wildlife and forest management in addition to various secondary uses subject to a Zoning By-law

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Amendment. In addition, site-specific permissions for a cemetery and associated uses are recognized within the Plan.

Overview of the Proposed Amendment to the Comprehensive Zoning By-law (Neighbourhood, Employment Lands, Greenway System, Leslie Street Institutional Area and Utility Corridor):

As described previously in this report, By-law 30-25 was adopted by Council on March 26, 2025 to establish zoning for the City's Centres and Corridors, with the exception of the **Richmond Hill Centre**. As noted in the earlier sections of this report, the Decision of Council with respect to By-law 30-25 has been appealed to the OLT. Accordingly, the proposed CZBL ("draft By-law") seeks to amend the City's CZBL, as may be amended or superseded from time to time, in order to establish permitted uses, restrictions and development standards for lands located within the City's **Neighbourhood**, including the NLSP and WGSP, **Employment Lands, Greenway System, Leslie Street Institutional Area**, and **Utility Corridor**. By-law 30-25 was structured as a complete Zoning By-law, inclusive of the following Sections, as modified within the draft By-law:

- Section 1.0, Administration
- Section 2.0, Establishment of Zones
- Section 3.0, Provisions Applicable to All Zones
- Section 4.0, Centres and Corridor Zone Provisions
- Section 5.0, Neighbourhoods
- Section 6.0, Institutional Area
- Section 7.0, Employment Areas
- Section 8.0, Greenway System
- Section 9.0, Utility Corridor
- Section 10.0, Automobile Parking, Bicycle Parking, and Loading Provisions
- Section 11.0, Definitions
- Sections 12.0 through 15.0, Schedules
- Sections 16.0 through 18.0, Overlays
- Section 19.0, Exceptions
- Section 20.0, Amendments to this By-law

In this regard, the draft By-law reflects proposed additional and modified regulations, including but not limited to the establishment of zones, provisions to address lands subject to the ORMCP and the Greenbelt Plan, the inclusion of parking rates applicable to Parking Strategy Areas 2 and 4, and various administrative modifications. For ease of reading, the draft By-law appended hereto has been structured as a consolidated draft reflecting proposed additions, deletions and modifications to By-law 30-25 (refer to Appendix A).

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Following the receipt of comments from Council and members of the public, staff will continue to review and refine the draft By-law with a focus on implementation of the policies of the Plan and applicable legislation. It should be noted that additional regulations and provisions will be considered through the continued refinement of the draft By-law to address any comments that are provided through the review process. Key City departments and external agencies will continue to be consulted with respect to the draft By-law.

Zone Categories

The proposed draft By-law establishes permissions for a range of residential, commercial, institutional, employment and public authority uses in accordance with the policy direction as set out in the Plan for each area of the City. The following sections provide a more detailed overview of the zone categories as set out in the draft By-law.

Neighbourhood and Secondary Plan Areas

Thirteen (13) zones are contemplated for lands located with the **Neighbourhood** designation, which set out permissions for low-density and medium-density residential, community, commercial and public authority uses to implement the permissions and applicable locational criteria established within **Section 4.9** of the Plan, the NLSP and the WGSP. Notwithstanding the recommendations of SDR 1 (Framework, Design, Phasing and Implementation), zoning for the NLSP and WGSP has been incorporated into the draft By-law as they represent modern development standards.

The majority of the proposed **Neighbourhood** zones are intended primarily for low- and medium-density residential built forms. Furthermore, the draft By-law contemplates specific **Neighbourhood** zones for community uses, commercial uses and a mix of uses to recognize appropriate permissions for various commercial and community uses.

The development standards as set out within the draft By-law for each **Neighbourhood** zone are generally representative of the City's newer development standards; however, a range of zones is contemplated for low-density built forms in recognition of the unique character and area-specific contexts throughout the City. In addition to the general development standards, the draft By-law includes related special provisions that are intended to regulate particular building and site elements. Additional permissions, provisions and/or standards may be considered in response to further consideration of local character and Council-approved urban design guidelines, including Council-approved Tertiary Plans and Infill Studies, as appropriate.

Institutional Areas

Three (3) zones are proposed within the draft By-law to address institutional uses, within the **Leslie Street Institutional Area**, the WGSP and the NLSP. Uses contemplated within all or some of these zones include long-term care, arts and cultural facilities, places of worship, schools and social services, among other similar uses. Within the **Leslie Street Institutional Area**, the draft By-law includes additional

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permissions and restrictions with respect to commercial uses in accordance with the policies of the Plan.

Utility Corridor

One (1) Utility Corridor zone has been proposed within the draft By-law encompassing lands located within the **Utility Corridor** designation in addition to lands containing the TCPL and the CNR corridors. Accordingly, uses contemplated within this zone include public authority, automotive service station and parking areas. Development standards within this zone recognize legally existing uses, buildings and structures. Additional provisions are included within the draft By-law establishing minimum setback requirements with respect to the TCPL and CNR right-of-ways.

Employment Lands

The draft By-law includes one (1) **Employment Area** zone with respect to lands located within the City's **Employment Area**. In recognition of the recent modifications to the PPS as described in the earliest sections of this report, uses contemplated within the proposed zone include manufacturing, assembly of manufactured goods and materials, warehousing, private utility and public authority uses. The draft By-law establishes permissions for lawfully existing commercial uses as of October 20, 2024 that are not accessory to one of the permitted uses. Additionally, special provisions are set out within the draft By-law with respect to accessory commercial uses, research and development, and parking structures, among other matters. To complement the development standards applicable to the **Employment Area** zone, the proposed special provisions provide more detailed direction on specific items, such as accessory buildings and structures, landscaped areas, obnoxious uses, height and outdoor storage.

Greenway System

The PPS, the ROP and the Plan reinforce the objective of protecting the ecological integrity of environmentally sensitive lands. Accordingly, the City's **Greenway System** is addressed within the draft By-law through the delineation of eleven (11) zones to provide appropriate protections and establish permissions with respect to the City's environmental, agricultural and urban open space lands. A total of eight (8) zones are proposed to implement specific requirements of the ORMCP, identified by the "ORM" prefix, while an additional three (3) zones are proposed for lands containing environmental features, hazards, linkages and/or open spaces for lands located within the **Settlement Area**. Established protective zone categories have been carried forward within the draft By-law under an appropriate **Greenway System** zone.

Permissions within various "ORM" zones include such uses as agriculture, agricultural related uses, conservation projects and flood and erosion control projects, fish, wildlife and forest management, public authority, mineral aggregate operations and wayside pits, low-intensity recreational uses and other limited uses subject to additional criteria. Furthermore, the draft By-law identifies additional regulations that shall apply to the "ORM" zones related to Areas of High Aquifer Vulnerability, Rapid Infiltration Basins and

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Columns, Major Development and Landform Conservation Areas. The proposed uses, development standards and provisions that are applicable to these zones reflect a consolidation of the existing use permissions, standards and provisions as outlined within By-law 128-04, as amended.

Proposed land use permissions for the three **Greenway System** zones that are applicable to the City's Urban Areas are generally similar to those included under the "ORM" zones; however, limited community and commercial use permissions are also contemplated, subject to site-specific criteria as set out within the draft By-law. Limited development standards are set out within the draft By-law for these zones, including a provision recognizing lawfully existing uses, buildings and structures.

Schedules and Overlays

The draft By-law includes relevant schedules and overlays to complement and support the provisions and regulations outlined in the text of the by-law. Each schedule forms an operable component of the draft By-law and is intended to be read in conjunction with the associated regulation, provision(s) or development standard.

The draft By-law includes Overlay schedules in order to recognize and identify lands that may be subject to additional restrictions, including but not limited to those that contain a natural feature, areas that are regulated by the Toronto and Region Conservation Authority, and areas of High Aquifer Vulnerability, Highly Vulnerable Aquifers and Wellhead Protection Areas. With respect to key natural heritage features and key hydrologic features, the Greenway System Overlay identifies locations that may contain all or a portion of a feature, but which has not been placed in an appropriate protective zone category. These overlays will not form an operable component of the draft By-law but are intended to offer supplementary information with respect to potential constraints. Therefore, areas identified within the Overlays may be subject to more detailed analyses and/or additional regulations at the time of a development application or Building Permit.

Exclusions

Within the land use designations as outlined in this report, specific properties or areas of the City have been identified that may be appropriate to exclude from the draft By-law at this time due to specific policy and/or development-related considerations. In this regard, exclusions from the Schedules of the draft By-law generally include lands that are governed under Minister's Zoning Orders, lands located within the **Parkway Belt West** and **Employment Corridor** designations, lands located within the City's **Special Policy Area**, lands within the boundaries of the NLSP and WGSP that have not been rezoned in accordance with the Secondary Plans and lands that are subject to an ongoing policy review. Prior to finalization and refinement of the draft By-law, additional exclusions may be considered, as appropriate, including but not limited to sites that are subject to active Agreements pursuant to the former Section 37 of the *Planning Act*.

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Summary and Next Steps:

The purpose of this report is to seek comments from Council and members of the public with respect to the proposed draft By-law for the City's **Neighbourhood**, including the NSLP and WGSP, **Employment Lands**, **Greenway System**, **Leslie Street Institutional Area**, and **Utility Corridor**. Following receipt of comments and feedback from Council and the public, staff and the City's Consultant will work towards the finalization of the By-law for these areas of the City, to be brought forward to a future Committee of the Whole meeting.

Financial Implications:

The drafting of the CZBL for the City's **Neighbourhood** areas is identified as a deliverable under the HAF Action Plan. In accordance with the HAF Agreement, the City must comply with all terms and conditions, including completing deliverables within specified timeframes and meeting housing supply growth targets in order to remain eligible to receive funding disbursements to further support increasing the supply of housing in the City.

Relationship to Strategic Plan 2024-2027:

The recommendation of this report does not have any direct implications with respect to Council's Strategic Plan. An overview of how the drafting of the proposed Amendment to the CZBL is aligned with the Strategic Plan will be included in a future recommendation report to Council.

Attachments:

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.

- Appendix A, Draft By-law Amendment (Neighbourhood, Employment Lands, Greenway System, Leslie Street Institutional Area and Utility Corridor)
- Map 1, Consolidated Land Use Designations
- Map 2, Appendix 9 (Priority Infill Areas)

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Report Approval Details

Document Title:	SRPBS.25.070 Request for Comments – Comprehensive Zoning By-law Project .docx
Attachments:	<ul style="list-style-type: none">- SRPBS.25.070 - Appendix A - Draft By-law Amendment.docx- SRPBS.25.070 - Appendix A - Draft BL Amendment (Appendix 1).docx- SRPBS.25.070 - Appendix A - Draft By-law Amendment (Appendix 1) Schedule A AODA.pdf- SRPBS.25.070 - Appendix A - Draft By-law Amendment (Appendix 1) Schedule A10 AODA.pdf- SRPBS.25.070 - Appendix A - Draft By-law Amendment (Appendix 1) Schedule B10 AODA.pdf- SRPBS.25.070 - Appendix A - Draft By-law Amendment (Appendix 1) Schedule C10 AODA.pdf- SRPBS.25.070 - Appendix A - Draft By-law Amendment (Appendix 1) Schedule C11 AODA.pdf- SRPBS.25.070 - Appendix A - Draft By-law Amendment (Appendix 1) Schedule C12 AODA.pdf- SRPBS.25.070 - Map 1 - Consolidated Land Use AODA.docx- SRPBS.25.070 - Map 2 - Appendix 9 AODA.docx
Final Approval Date:	Jun 6, 2025

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

Deborah Giannetta - Jun 5, 2025 - 10:55 AM

Task assigned to Gus Galanis was completed by delegate Maria Flores

Maria Flores on behalf of Gus Galanis - Jun 5, 2025 - 3:31 PM

Darlene Joslin - Jun 6, 2025 - 8:52 AM