

SUBJECT: RECOMMENDATION REPORT
Official Plan and Zoning By-law Amendment, and Draft Plan of Subdivision Applications, submitted by KLM Planning Partners Inc. (c/o Glendower Properties Inc.) to facilitate a residential community with approximately 217 detached, townhouse, and mid-rise apartment units, including partial detached lots, public parkette, new public roads, and a natural heritage block, on lands municipally known as 11139 Victoria Square Boulevard and 11251 Woodbine Avenue (Ward 2)
File PLAN 23 121495

PREPARED BY: Nusrat Omer, MCIP, RPP, Senior Planner, West District, extension 2185

REVIEWED BY: Rick Cefaratti, MCIP, RPP, Acting Manager, West District, ext. 3675
Stephen Lue, MCIP, RPP, Senior Development Manager, ext. 2520

RECOMMENDATION:

- 1) THAT the report titled, "RECOMMENDATION REPORT, Official Plan and Zoning By-law Amendment, and Draft Plan of Subdivision Applications, submitted by KLM Planning Partners Inc. (c/o Glendower Properties Inc.) to facilitate a residential community with approximately 217 detached, townhouse, and mid-rise apartment units, including partial detached lots, public parkette, new public roads, and a natural heritage block, on lands municipally known as 11139 Victoria Square Boulevard and 11251 Woodbine Avenue, on lands municipally known as 11139 Victoria Square Boulevard and 11251 Woodbine Avenue (Ward 2), PLAN 23 121495, dated July 8, 2025, be received;
- 2) THAT the Official Plan Amendment application submitted by Glendower Properties Inc. to amend the City's 2014 Official Plan be approved in principle by Council and the draft Official Plan Amendment, attached as Appendix 'A', be finalized and brought forward to a future Council meeting to be enacted without further notice;
- 3) THAT the Zoning By-law Amendment application submitted by Glendower Properties Inc. to amend Zoning By-law 304-87, as amended, be approved in principle by Council and the draft site-specific Zoning By-law Amendment, attached as Appendix 'B', be finalized and brought forward to a future Council meeting to be enacted without further notice;
- 4) THAT the Draft Plan of Subdivision 19TM-23004 be endorsed in principle, subject to the draft conditions, attached as Appendix 'C', be brought forward to a future Council meeting once all outstanding matters have been resolved to the satisfaction of the Director, Planning and Urban Design;
- 5) THAT the Director of Planning and Urban Design, or designate, be delegated authority to issue Draft Plan Approval, subject to the draft conditions set out in Appendix 'C', as may be amended by the Director of Planning and Urban Design, or designate;
- 6) THAT Draft Plan Approval for Draft Plan of Subdivision 19TM-23004 will lapse after a period of three (3) years from the date of Council approval in the event that a Subdivision Agreement is not executed within that period;

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- 7) THAT servicing allocation for 217 units be assigned to Draft Plan of Subdivision 19TM-23004;
 - 8) THAT the servicing allocation will be revoke or reallocated after a period of three (3) years from the date of Council approval should the development not proceed in a timely manner;
 - 9) AND THAT Staff be authorized and directed to do all things necessary to give effect to these resolutions;

EXECUTIVE SUMMARY:

This report recommends approval in principle of the Official Plan Amendment (“OPA”), Zoning By-law Amendment (“ZBLA”), and Draft Plan of Subdivision applications (“the Applications”) submitted by Glendower Properties Inc. (the “Owner”) on lands municipally known as 11139 Victoria Square Boulevard and 11251 Woodbine Avenue (the “Subject Lands”).

The Owner proposes to develop a residential community comprised of 217 dwelling units, including detached, townhouse and apartment units, including partial detached lots, a public parkette, new public roads, and a natural heritage block (the “Proposed Development”). The Owner revised the original proposal that was initially received in February 2023 with further materials provided in May. The recent re-submission was made in response to the matters raised at the October 24, 2023, statutory Public Meeting, and comments raised by City staff and external agencies. The original submission is described in Table 1 and in the [Statutory Public Meeting Information Report](#).

The Proposed Development is compatible with the surrounding area and context, provides for increased and diverse housing supply options with a mix of housing options and is located adjacent to existing transit routes.

Staff will continue to work with the Owner to finalize technical matters, including the planning instruments (i.e., the Conditions of Approval, Official Plan and Zoning By-law amendments). Staff note that the Owner’s proposed draft Zoning By-law Amendment seeks flexibility and permissions for either a townhouse concept or a 6-storey mid-rise apartment on Block 86. Staff opine that the Proposed Development represents good planning and is in the public interest. Staff do not anticipate any fundamental changes to the Proposed Development and will bring forward the instruments to a future Council meeting upon resolution of all matters.

PURPOSE:

This report recommends endorsement in principle of the Applications submitted by the Owner to facilitate the Proposed Development on the Subject Lands.

PROCESS TO DATE:

- The Applications were initially filed in June 2023
- Staff deemed the Applications complete on July 12, 2023, and the 120-day period set out in the *Planning Act* before the Owner can appeal the Applications to the Ontario Land Tribunal (the “OLT”) for a non-decision ended on October 17, 2023
- The Development Services Committee (“DSC”) received the [Statutory Public Meeting Information Report](#) on the original proposal on October 24, 2023
- The Owner submitted several revised submissions, including the most recent concept from February to May 2025 and is further described in Table 1.

If the DSC endorses the Applications, then the planning process will include the following next steps:

- Finalize the site-specific OPA and enactment of the site-specific ZBLA law for a future Council meeting
- Finalize the conditions of Draft Plan of Subdivision approval
- The Owner would be required to clear the conditions of Draft Plan of Subdivision approval, enter into a Subdivision Agreement with the City, and register the Draft Plan of Subdivision
- A Site Plan application is required to initiate the detailed technical review of the mid-rise residential (Block 86), and other blocks if necessary
- Submission of a future Draft Plan of Condominium application.

BACKGROUND:

Subject Lands and Area Context

The predominantly vacant 11.06 ha (27.33 ac) Subject Lands are divided in three distinct areas (Areas 1, 2, and 3), see Figure 2. The Subject Lands were previously occupied by a municipally listed heritage dwelling, known as the “Henry and Charlotte Lever House”), which was removed as described in this report. Figures 2 and 3 show the surrounding land uses.

The Owner has made three submissions in relation to the Applications to permit the Proposed Development. Table 1 summarizes the original and most recent submissions

TABLE 1: The Proposed Development Concepts		
	June 2023 Original	May 2024 Revised
Residential Low Rise	70 detached	no change
	9 rear-lane town with private lane access (3-storey)	no change
	32 street townhouses	33 street townhouses
Residential Mid Rise Units	100	no change
Partial Residential Blocks	3.5	4.5
Parkette Block (ha)	0.312	0.337
Natural Heritage Block (ha)	4.507	4.501
Grading Block (ha)	0.011	0.036
Road Widening	0.19	no change
Roads	1.763	1.873
Total Residential Units (not including the part blocks)	211	212

While predominantly similar, the notable differences between the initial submission and the Proposed Development are summarized below

- a) Revisions to the northern section of Area 1 to accommodate for a potential walkway connection to Woodbine Avenue, increase to Block 91 for the trailhead connection to the east, and revised part residential lots
- b) Removal of walkway blocks along southern portion of Area 2 for connection to trails; this was determined unfeasible given grading issues
- c) Increased widths for Street '1' along Hydro Corridor to accommodate appropriate sidewalks
- d) Increased width for proposed Vetmar Avenue extension to create safer interactions and movements into Area 1
- e) Increase to the Parkette Block from 0.312 ha to 0.337 ha

At the statutory Public Meeting on October 24, 2025, no public written or oral submissions were made, but DSC member comments included the following

- a) DSC asked if non-residential space could be explored within the proposed mid-rise residential (Block 86) given the lack of community-oriented space in the neighbourhood
- b) DSC expressed concern over the significant number of dwellings backing onto greenspace resulting in a loss of public access to open space

The Proposed Development is consistent with the 2024 Provincial Planning Statement (the "2024 PPS")

The 2024 PPS provides direction on matters of Provincial interest related to land use planning and development. These matters, in part, include building strong healthy communities with an emphasis on efficient development and land use patterns, wise use and management of resources. The underutilized Subject Lands are located within a defined Settlement Area whereby the Proposed Development would promote the efficient use of existing resources and infrastructure.

The Proposed Development conforms to the 2022 York Region Official Plan ("2022 ROP")

The 2022 ROP designates the Subject Lands 'Urban Area' on Map 1 - Regional Structure, which permits a wide range of land uses including residential, commercial, employment, and institutional uses. Map 1A – Land Use Designations designates the Subject Lands 'Community Area', which are areas where most residents, personal services, retail, arts, culture, recreational facilities and human-services needs would be located. 'Map 4 – Key Hydrologic Features' identifies that the Subject Lands are partially within a 'Provincially Significant Wetland'. The Owner submitted an Environmental Impact Study ("EIS") that concluded the implementation of the avoidance and mitigation measures will offset the potential impacts of the Proposed Development and ensure no net negative impacts to the natural heritage features and associated functions on the subject lands. Further, Owner has identified that the limits of development have been refined through this Application process as supported by the EIS. The Proposed Development includes uses that are contemplated under the 'Community Area' designation and is considered compatible with the surrounding area.

The 2014 Markham Official Plan ("2014 MOP") provides general land use policy while the Victoria Glen Secondary Plan (the "VGSP") and Highway 404 North Secondary Plan (the "HWYSP") provides detailed direction for these lands

The Subject Lands are divided between two distinct Secondary Plan areas. Areas 1 and 2 of the Subject Lands (see Figures 2 and 3) are located within the Future Urban Area of the 2014 MOP, and is subject to the VGSP. Area 3 of the Subject Land is located within the HWYSP, and is

subject to the City’s 1987 Official Plan (the “1987 MOP”). The Proposed Development conforms to the VGSP. However, the mid-rise residential block within Area 3 does not conform to the HWYSP, and is the only portion of the Subject Lands applicable to the Owner’s proposed OPA. Figures 8 and 9 show a concept rendering for a potential mid-rise building on this block.

The VGSP includes detailed policies to guide future development and growth in the Victoria Glen community to beyond 2031 and provides a comprehensive policy framework for Council decisions with respect to the use of land, provision for municipal services and infrastructure, and the implementation and phasing of development. The VGSP designates portions of the Subject Lands ‘Residential Low Rise’ and ‘Greenway’ (See Figure 5) and contains specific development criteria associated with each land use, including minimum and maximum density targets and building heights. Lands designated ‘Residential Low Rise’ are primarily lower-scale buildings, including single-detached, semi-detached dwellings, duplexes, and townhouses.

Lands designated ‘Greenway’ represent natural heritage areas. Appropriate buffers have been identified in the Master Environmental Servicing Plan process in support of the VGSP, and limits have been further refined through the Application process as supported by the submitted EIS as confirmed from City, Regional, and TRCA staff.

Table 2 identifies the density analysis for the Proposed Development for Areas 1 and 2, which staff reviewed in the context of the Secondary Plan and are of the opinion that it conforms to the Secondary Plan and 2014 OP.

Table 2: the Proposed Development Density Analysis				
Designation	Area (ha)	Units	VGSP Density Range (UPH*)	Proposed Density (UPH*)
Residential Low Rise	3.735	116.5	25 - 45	31.2

*Units Per Hectare calculated based on the requirements of Section 8.1.8 of the Secondary Plan.

Area 3 of the Subject Lands is designated ‘Community Amenity Area’ in the HWYSP (See Figure 7), which permits a range of commercial and community related uses that are compatible in terms of scale and use of the adjacent low density residential development. However, Section 5.3.2.b) specifically does not permit new residential uses on lands east of “Old Woodbine Avenue (now Victoria Square Boulevard)” where it adjoins the Hydro One transmission corridor.

The Proposed Development within Area 3 contemplates a conversion to mid-rise residential with no minimum requirements for a commercial component given that Area 3 is not at the intersection of a collector and arterial road where commercial uses are generally directed. In addition, the construction of the Woodbine By-Pass has changed the context of the surrounding area to generally residential in character and has re-directed traffic flow from Area 3, which reduces the visibility and accessibility of any viable commercial component. Consequently, the proposed OPA would facilitate the efficient use of land in a compact urban form while also providing greater housing options within the Victoria Glen community. Staff note that recently approved applications for lands immediately west of Area 3 include permissions for an eight-storey mixed-use mid-rise block with approximately 1,500 m² of at-grade non-residential space that directly fronts onto Woodbine Avenue.

If the Applications are endorsed, Staff recommend that the implementing OPA and ZBLA include permissions for non-residential space within Area 3, but not require a minimum GFA. Further, regarding building height, Staff opine that Area 3 be re-designated 'Mixed Use Mid Rise', which the 2014 MOP permits between three and eight storeys; however, the proposed site-specific OPA shall limit the height to six-storeys, per the Owner's request, given the context of the adjacent low-rise residential community emerging to the east.

Transportation Planning Staff completed review of the transportation impact assessment study and opine that the existing transportation network, along with the proposed new roads can support the Proposed Development. In addition, Development Engineering has confirmed that Water and Sanitary Services are available to accommodate the Proposed Development. Stormwater management will be reviewed in detail by City Engineering during the future detailed design phase and Site Plan Control applications. The technical studies submitted in support of the Applications adequately address the criteria in the 2014 MOP and 1987 MOP policies.

The Subject Lands are zoned 'Agriculture One Zone (A1)' under By-law 304-87, as amended (See Figure 3)

To facilitate implementation of the Applications, the Zoning By-law Amendment (see Appendix 'B') proposes to re-zone the Subject Lands from 'Agricultural One (A1)' under By-law 304-87, as amended, to the appropriate zone categories under the City's new Comprehensive Zoning By-law 2024-19, including any site-specific provisions.

On May 8, 2024, the Heritage Markham Committee ("Heritage Markham") reviewed the Applications, with recommended changes, as agreed to by the Owner

As previously noted, the Subject Lands were previously occupied by a municipally listed heritage dwellings known as the "David Hopper House" and "Charlotte Lever House". The dwellings were deemed as not a significant heritage resource and did not warrant conservation partly due to its poor physical condition. Staff noted that the dwellings were demolished without heritage approval and is further detailed in a [memorandum](#) directed to the Heritage Markham Committee's meeting on June 12, 2024. Staff recommended that a plaque to commemorate the dwellings be made as a condition of draft plan approval in the subdivision conditions.

DISCUSSION:

The following section identifies how the matters raised through the review process for the Proposed Development, including those raised at the statutory Public Meeting, have been resolved or considered, are divided into the following two parts:

PART A: Matters Raised by the Public and the DSC

PART B: Matters Raised by City Staff and External Agencies

PART A: Matters Raised by the Public and DSC

- 1. DSC asked if non-residential space could be explored within the proposed mid-rise residential (Block 86) given the lack of community-oriented space in the neighbourhood.**
Staff recommend the option to include non-residential space within the proposed mid-rise block rather than require a minimum given the re-directed Woodbine By-Pass and viability of the site for non-residential uses. Also, adjacent development immediately to the west includes non-residential permissions fronting on Woodbine Avenue. Moreover, in 2019, Council approved the City's Integrated Leisure Master Plan ("ILMP"), which is a long-term community master planning

document that addresses Markham's requirements related to parks, recreation, arts and culture, and library facilities and services.

In the FUA, the ILMP prioritizes the need for a major community centre to serve this area. The ILMP recommends that the City seeks opportunities on lands shared with future schools and/or leverage sites that are already City-owned. The existing Victoria Square Community Centre was originally considered as a potential site; however, it was ultimately not preferred due to site constraints including insufficient size. Redeveloping the site would require displacing existing amenities, including the baseball diamond. As a result, an alternative more suitable site within the FUA is being explored that better aligns with the demand and projected growth of this area. Staff's next step is to determine the best site selection approach for Council's decision.

2. DSC expressed concern over the significant number of dwellings backing onto greenspace thereby losing access to the open space.

Block 88 includes a parkette that directly abuts the natural heritage lands to the east. Staff also recommended that the parkette block size be increased. In addition, a trail is being provided along the eastern portion of the Subject Lands with trailheads connecting within the proposed subdivision from Block 91 to the north, and into the recently approved Draft Plan of Subdivision to the south. This trail is consistent with the approved Victoria Glen Demonstration Plan (the "VGDP"), as shown in Figure 6. These measures allow for clear public access to the natural heritage lands located on the Subject Lands, while appropriately preserving them as required.

PART B: Matters Raised by the Public and DSC

1. Proposed Parkette remains undersized per the new Provincial requirements and in consideration of the inclusion of the proposed re-designated Mid-Rise block.

The VGDP and VGSP identify the locations and sizes of parks in the community. Together, these plans ensure an integrated and comprehensive approach to parks planning and development that considers linkages and connectivity, facility requirements, and interface conditions. Both documents contemplate one parkette on the Subject Lands, but do not specify the size, which are regulated by recent Provincial changes through Bill 23 for a minimum of 1 hectare per 600 units and a parkette sized to 0.361 ha (based on the proposed 216.5 units). The documents did not anticipate the conversion of Block 86 and the potential for an additional 100 residential units as part of the community development plans. For clarity, Block 86 is not included within VGSP boundaries, but rather the HWYSP, as described previously.

Through the multiple submissions on the Application a parkette as small as 0.293 ha was proposed. Staff held multiple discussions with the Applicant and have since agreed to the increased parkette sized to 0.337 ha, with any remaining portion of lands owed would be provided to the City through Cash-in-Lieu payment. The exact amount (if any) will be determined through further refinement of the planning instruments and subject to the approximated number of units that can be accommodated on Block 88 (potential mid-rise residential).

To date, the City recently issued the draft plan conditions for the subdivision immediately to the south (First Elgin). Although the adjacent subdivision includes an over-dedication for its neighbourhood park block, the adjacent landowner will be compensated through the Victoria Glen Landowners Group.

2. Revisions to trailhead locations and appropriately sized blocks.

As depicted on the VGDP (see Figure 6) a trail is to be located along the eastern portion of the Subject Lands, with connections near the northern and southern portions. The Owner appropriately accommodated a trailhead within Block 91, however given unsafe grading issues as demonstrated by the Owner, a second trailhead connection along the southern lot line of the Subject Lands was deemed unfeasible.

3. Increased street widths for the Vetmar Avenue extension and Street '1'.

The Owner agreed to the increased street widths, as depicted on Figure 4, to accommodate for sidewalks on both sides of the street on Street '1', and to facilitate the safe vehicular movements within the Vetmar Avenue extension.

4. Inclusion of non-residential space within the proposed re-designated Block 86.

As discussed in this report, Staff originally commented that the proposed re-designated block from commercial to residential include a non-residential component preferably at-grade. However, for the reasons stated previously it was agreed that the block be allotted permissions for non-residential space, but not a minimum or requirement for such uses. Block 86 would be subject to site plan approval (See Figures 7 and 8). The Owner requests a maximum yield of a six-storey residential building in the 'Mixed-Use Mid-Rise' designation, and zoning permissions to permit a townhouse concept to provide flexibility if it is determined a mid-rise built form is not feasible. A future site plan process will include, but are not limited to, a review of built form transitions to adjacent uses, landscape, massing, parking supply, vehicular and pedestrian circulation, and waste management.

5. The Greenway System will be protected.

The conditions of Draft Plan Approval require that the Owner covenants and agrees to convey all Greenway and Open Space blocks to the City of Markham in a physical condition to the satisfaction of the City (See Appendix C). In addition, The Owner covenants and agrees to implement the recommendations of the EIS.

6. The Community Energy Plan's (the "CEP") recommendations will be implemented.

The CEP for this area identifies advanced sustainable development practices as they relate to energy use and generation within the Secondary Plan Area. A condition of Draft Plan of Subdivision approval will require the Owner to implement the recommendations of the CEP, including the following sustainability initiatives:

- Low-Impact Development (LIDs) features, such as rear yard infiltration trenches and/or permeable paver driveways
- High energy efficiency building design, including:
 - A minimum of R60 in the attic/roof insulation
 - R10 underslab insulation
 - Triple pane windows or equivalent high performance double pane (U-value 1.4 or lower)
 - Electric Vehicle recharge wiring in all garages
 - Implementation of the Solar Strategy outlined in the CEP
 - Smart thermostats and in-home energy displays

7. The Master Environmental Servicing Plan (the "MESP") for the VGSP has been advance.

The landowners prepared the MESP in support of the Secondary Plan, which assesses a range of environmental and engineering matters associated with the development of lands in the

Secondary Plan Area. It outlines existing conditions relating to surface water, groundwater, terrestrial and aquatic resources. It defines the Glen Greenway System, assesses and recommends stormwater management (SWM), site grading, transportation, water and wastewater servicing requirements. The MESP also identifies potential impacts and mitigation measures, including conceptual design requirements for SWM ponds, Low Impact Development (LID) measures, site grading, management of headwater drainage features (HDFs), wetland water balance and restoration/enhancement recommendations.

As the MESP comments recommended that the sanitary capacity constraint at James Joyce Drive be addressed as Draft Plan of Subdivision conditions for the individual subdivisions within Victoria Glen, the Engineering Department has incorporated a draft condition requiring long term sanitary flow monitoring and analysis to determine whether sanitary sewer upgrades are required (See Appendix C).

8. Victoria Glen Developers Group obligations (the “Developers Group”).

The VGSP integrates the locations of public infrastructure (roads, stormwater management facilities) and the provisions of other community facilities (parks, schools, roads, road improvements, servicing), regardless of property boundaries. To ensure all affected property owners contribute equitably towards the public infrastructure and provisions of other community facilities, a draft plan condition requiring all Owners in the Secondary Plan Area to enter into the Victoria Glen Developers Group Agreement has been incorporated into the conditions (See Appendix C).

CONCLUSION:

Staff opine that the Proposed Development aligns with the goals and objectives of the 2014 and 1987 Official Plans, as it facilitates a mix of residential uses within a low-rise community, with appropriate transitions for the proposed mid-rise block in proximity to an arterial road (Woodbine Avenue). The Proposed Development may also include potential at-grade non-residential uses within the mid-rise block providing community amenities to the emerging and expanding Victoria Glen community. This would be in addition to the non-residential uses proposed in proximity to the Subject Lands to the west in a recently approved mixed-use mid-rise block.

Staff note that the Proposed Development is compatible with the surrounding area and context, provides increased and diverse housing supply options, and preserves the natural heritage resources located on the Subject lands. Staff opine that the Owner’s revised plans demonstrate that the Proposed Development would result in minimal impact on the adjacent homes to the south-west. S. Therefore, Staff recommend that the proposed OPA and ZBLA (Appendices ‘A’ and ‘B’) be approved at a future Council meeting once they are finalized.

This report recommends approval in principle of the Applications submitted by the Owner on the Subject Lands to facilitate the Proposed Development. Staff opine that the Proposed Development represents good planning and is in the public interest. Staff will continue to work with the Owner to finalize the technical matters including the conditions of approval, and official plan and zoning by-law amendments. Staff do not anticipate any fundamental changes to the Proposed Development and will advance the instruments to a future Council meeting upon resolution of all matters.

FINANCIAL CONSIDERATIONS:

This report has no financial impact to the Operating Budget or Life Cycle Reserve Study.

HUMAN RESOURCES CONSIDERATIONS:

Not Applicable.

ALIGNMENT WITH STRATEGIC PRIORITIES:

The Applications have been reviewed in context of the City's Strategic Priorities of Safe Sustainable and Complete Community.

BUSINESS UNITS CONSULTED AND AFFECTED:

The Applications were circulated to internal City departments and external agencies. Requirements of the City and external agencies will be reflected in the finalized planning instruments.

RECOMMENDED:

Giulio Cescato , MCIP, RPP
Director of Planning and Urban Design

Trinela Cane
Commissioner of Corporate Services and Acting
Commissioner of Development Services

ATTACHMENTS:

Figure 1: Location Map

Figure 2: Aerial Photo

Figure 3: Area Contact and Zoning

Figure 4: Draft Plan of Subdivision

Figure 5: Victoria Glen Secondary Plan

Figure 6: Victoria Glen Demonstration Plan

Figure 7: Highway 404 North Secondary Plan

Figure 8: Block 86 Concept Plan

Figure 9: Block 86 Mid-Rise Building Rendering

Appendix "A" – Owner's Draft Proposed Official Plan Amendment

Appendix "B" – Owner's Draft Proposed Zoning By-law Amendment

Appendix "C" – Conditions of Draft Plan of Subdivision Approval

AGENT:

Marshall Smith, KLM Planning Partners Inc., 64 Jardin Drive, Vaughan, ON L4K 3P3

Tel: (905) 669-4055, Email: msmith@klmplanning.com

OWNER:

Andrew Zappone c/o Glendower Properties Inc., 30 Floral Parkway, Vaughan, ON L4K 4R1