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**SUBJECT:** **PRELIMINARY REPORT** Applications by 4551 Elgin Mills Developments Ltd., Major Kennedy Developments Ltd., and Major Kennedy South Developments Ltd for a Draft Plan of Subdivision and Zoning By-law Amendment by to facilitate the creation of approximately 2,305 ground oriented dwelling units, and future mixed use and residential development blocks at 4551 Elgin Mills Road East, 10225 – 10227 Kennedy Road and 4638 Major Mackenzie Drive East (Ward 6) File: PLAN 20 113780

**PREPARED BY:** Daniel Brutto, MCIP, RPP, CPT ext. 2468  
Senior Planner, North District

**REVIEWED BY:** Dave Miller, MCIP, RPP, ext. 4960  
Development Manager, North District

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**RECOMMENDATION:**

- 1) THAT the report dated September 14, 2020 titled “PRELIMINARY REPORT, Applications by 4551 Elgin Mills Developments Ltd., Major Kennedy Developments Ltd., and Major Kennedy South Developments Ltd for a Draft Plan of Subdivision and Zoning By-law Amendment to facilitate the creation of approximately 2,305 ground oriented dwelling units and future mixed use and residential development blocks, at 4551 Elgin Mills Road East, 10225 – 10227 Kennedy Road and 4638 Major Mackenzie Drive East (Ward 6) File: PLAN 20 113780”, be received.

**EXECUTIVE SUMMARY:** Not applicable.

**PURPOSE:**

This report provides preliminary information on the Draft Plan of Subdivision and Zoning By-law Amendment applications (the “Applications”) submitted by 4551 Elgin Mills Developments Ltd., Major Kennedy Developments Ltd., and Major Kennedy South Developments Ltd. (the “Owner”). This report contains general information regarding applicable policies, as well as other issues and should not be viewed as Staff’s recommendation on the Applications.

**PROCESS TO DATE:**

- The Applications were deemed complete in June 2020.
- The statutory Public Meeting will be scheduled in the future.

**BACKGROUND:**

**Subject lands and area context**

The Applications collectively apply to three (3) properties known municipally as 4551 Elgin Mills Road East, 10225 – 10227 Kennedy Road and 4638 Major Mackenzie Drive East (the “Subject Lands”). (See Figure 1: Location Map). Together these properties consist of approximately 147.55 hectares (365 acres), situated in the north-west and south-west quadrants of the Robinson Glen Secondary Plan, which is bounded by Elgin Mills Road East to the north, Kennedy Road to the west, Major Mackenzie Drive to the south and the Robinson Creek to the east (the “Secondary Plan Area”).

The North Subject Lands, known municipally as 4551 Elgin Mills Road East, which total approximately 23.4 hectares (57.83 acres), are primarily used for agricultural operations and are generally bounded by Elgin Mills Road to the north, future residential lands to the east and south and Kennedy Road to the west (See Figure 2: Aerial Photo and Figure 3: Area Context/Zoning).

The South Subject Lands, known municipally as 10225 – 10227 Kennedy Road and 4638 Major Mackenzie Drive East, total approximately 124.59 hectares (307.86 acres), are primarily used for agricultural operations and are generally bounded by future residential lands and the City's Greenway System to the north, the City's Greenway to the east, Major Mackenzie Drive to the south and Kennedy Road to the west. (See Figure 2: Aerial Photo and Figure 3: Area Context/Zoning).

The South Subject Lands also contain three (3) heritage structures (See Figure 2: Aerial Photo). 10225-10227 Kennedy Road contains the Homer Wilson House c.1900 and the J. P. Carr Cottage, 1950. These are designated cultural heritage resources. 4638 Major Mackenzie Drive contains the Pingle-Brown House, c.1855, a Group 2 rated cultural heritage resource listed on the Markham Register of Property of Cultural Heritage Value or Interest.

### PROPOSAL:

The Proposal is to facilitate the creation of approximately 2,305 ground oriented (detached and townhouse) dwelling units, future development blocks for mixed use and residential mid rise and high rise uses, as well as blocks for parks, schools, stormwater management facilities, open space, greenway protection and the supporting road network (the "Proposal") (See Figure 4: Draft Plan of Subdivision, Figure 4A: South Subject Lands Draft Plan of Subdivision and Figure 4B: North Subject Lands Draft Plan of Subdivision). Table 1 below summarizes the proposed built form. Table 2 provides a complete statistical summary of the Proposal. Tables 3 and 4 provides a statistical summary of the north and south subject lands respectively.

**Table 1: Proposed Built Form**

Dwelling Type	Minimum Lot Frontage (m)	Units	Percent (%)
Single Detached	13.7	188	8
	11.6	218	9
	9.45	21	1
	9.45*	195	8
Townhouse	8.5	143	6
	6.1	116	5
Courtyard Townhouse**	6.7*	513	22
Decked Townhouse***	6.1*	141	6
	4.5*	197	9
	3.85*	413	18
Back to Back Townhouse	6.4	160	7
<b>Total</b>	-	<b>2,305</b>	<b>100</b>

\* Lane based units

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**\*\* Laneway Courtyard Townhouses** are blocks of attached units that are oriented to the street and provide access to an attached or detached garage located at the rear of the lot from a public laneway. Private outdoor amenity space is located between the garage and rear wall of the townhouse unit adjacent to a breezeway or walkway connecting the garage to the townhouse unit.

**\*\*\* Laneway Decked Townhouse** are blocks of attached units that are oriented to the street and provide access to an attached or detached garage located at the rear of the lot from a public laneway. Private outdoor amenity space is located on a deck at the rear of the building, above the garage and/or driveway.

The accompanying Zoning By-law Amendment application proposes to re-zone the subject lands from ‘Agricultural One (A1)’ under By-law 304-87, as amended, to the appropriate zone categories under By-law 177-96, as amended, including special provisions.

### **PLANNING POLICY CONTEXT:**

The Proposal is subject to a planning policy framework established by the Province, York Region and the City of Markham under the *Planning Act*.

#### **Provincial Policy Framework**

This proposal must be consistent with the Provincial Policy Statement, 2014 and conform to the Growth Plan for the Greater Golden Horseshoe, 2019, the Greenbelt Plan, 2017, and Section 51 (24) of the Planning Act. Planning staff will evaluate this proposal against the Provincial Policy Framework during the processing of this application.

#### **Regional Policy Framework**

York Region Official Plan 2010 (the “Regional Official Plan”)

The Regional Official Plan includes policies to guide land-use planning consistent with the requirements of the Growth Plan to encourage high quality urban design, attractive buildings, landscaping and public streetscapes. Staff will evaluate the Proposal to determine if it conforms to the Regional Official Plan.

#### **City of Markham Policy Framework**

Markham Official Plan, 2014 (the “City’s Official Plan”)

The City’s Official Plan (as partially approved on November 24, 2017 and further updated on April 9, 2018) sets out land use policy to guide future development and manage growth.

Map 3 - Land Use designates the Subject Lands ‘Greenway, Residential Low Rise, Residential Mid Rise, Residential High Rise, Mixed Use Mid Rise and Mixed Use High Rise’ (See Figure 5: 2014 Official Plan Map 3 Extract - Land Use). It provides direction for the development of a Conceptual Master Plan for the Future Urban Area (FUA) as the basis for the development of Secondary Plans. Staff will evaluate the Proposal to determine if it conforms to the City’s Official Plan.

Robinson Glen Secondary Plan (the “Secondary Plan”)

The Secondary Plan includes detailed policies to guide future development and growth in the Robinson Glen community to 2031, providing a comprehensive policy framework for Council decision making with respect to the use of land, provision for municipal services and infrastructure, and the implementation and phasing of development.

Map SP1 - Detailed Land Use designates the Subject Lands ‘Residential Low Rise, Residential Mid Rise I, Residential Mid Rise II, Residential High Rise, Mixed Use Mid Rise, Mixed Use High Rise, Mixed Use High Rise – Retail Focus and Greenway’. It

identifies symbols denoting the locations of: stormwater management facilities, neighbourhood parks, a community park, a public secondary school, and a public elementary school (See Figure 6: Berczy Glen Secondary Plan Extract - Detailed Land Use).

The Secondary Plan contains minimum density targets, minimum/maximum building heights and specific development criteria associated with each land use. Staff will evaluate the Proposal to determine if it conforms to the Secondary Plan.

Robinson Glen Community Design Plan (the “Design Guidelines”)

The Design Guidelines set out to achieve a coordinated approach to urban design throughout the community. It provides direction related to streetscape, parks and open space, building typology and mix, lotting pattern, sustainability features, gateways, special community and landmark features. Staff will evaluate the Proposal to determine if it has regard for the Design Guidelines.

**Zoning**

The subject property is zoned ‘Agricultural One (A1)’ under By-law 304-87, as amended (See Figure 3: Area Context/Zoning). A zoning by-law amendment is required to permit urban development on the Subject Lands.

**OPTIONS/ DISCUSSION:**

The following is a brief summary of issues raised to date. These matters, and others that may be identified at the Public Meeting and through the circulation and detailed review of the proposal, will be addressed in a future recommendation report:

1. Natural Heritage

Resubmission and acceptance of the Robinson Glen Master Environmental Servicing Plan (MESP) is required as there are a number of unresolved environmental issues that may affect the Proposal, including an accepted strategy for naturalization/restoration of the Greenway.

2. Cultural Heritage Resources

Staff have asked that the block structure in and around heritage resources be revised to prioritize preserving the existing heritage buildings on their original sites as stipulated in the City’s Official Plan. This position was also supported by the Heritage Markham Committee on August 12, 2020, who will continue to be consulted on the cultural heritage aspects of this application. Heritage Markham also recommended the Pingle Cemetery area located in the Kennedy Road right-of-way be sensitively integrated with adjacent development in a respectful manner to protect and preserve its integrity.

3. Street and laneway network

Staff are reviewing the proposed street and laneway network to assess the appropriateness of laneway lengths, temporary turning circles, and the use of hold provisions or other mechanisms to allow for appropriate phasing of the subdivision.

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4. Parkland  
Staff are reviewing the location, size and configuration of proposed parks as well as co-located parks and school sites, based on Secondary Plan policies, Design Guidelines and the *Planning Act* requirements.
  5. Affordable housing, purpose built secondary suites and seniors housing  
The Secondary Plan has progressive policies for affordable housing, including promotion of secondary suites. Staff has asked the Owner to consider units and amenities that facilitate aging in place. The owner has also been asked to consider secondary suites and options that will allow homeowners to easily implement second suites.
  6. Review the appropriateness of the proposed built form and zoning by-law amendment  
Staff are reviewing the proposed site-specific development standards (i.e. minimum lot frontages, setbacks, maximum building heights) in the context of the existing and planned uses, among other considerations and have asked that the amount of back-lotting in the Proposal be reduced (i.e. onto the Greenway and parks).
  7. Community Energy Plan and Sustainability Initiatives  
A Community Energy Plan (the “CEP”) for the FUA has been completed. The CEP identifies and promotes strategies to reduce energy use, to support renewable energy generation and to reduce overall greenhouse gas emissions in the FUA. In addition, the applicant has submitted a sustainability checklist. The Proposal remains under review in the context of the CEP and the sustainability checklist.
  8. Public Art Contribution  
Section 37 contribution for the provision of public art requires finalization for implementation through the amending zoning by-law.
  9. Outstanding Secondary Plan Studies  
Staff advises there are outstanding studies in progress, namely the Robinson Glen Secondary Plan Master Environmental Servicing Plan (MESP), Transportation Study and the Municipal Environmental Assessment of the collector roads. The Proposal is subject to the findings of these studies and as such, changes to the Draft Plan may be necessary to be consistent with the accepted conclusions.
  10. Technical studies/reports currently under review and comments remain unaddressed  
Staff are in the process of reviewing the following studies/reports submitted in support of the proposal: Environmental Impact Study, Cultural Heritage Impact Assessments, Tree Assessment and Preservation Plan, Functional Servicing and Stormwater Management Report, Traffic Impact and Transportation Demand Management Study, Phase One Environmental Site Assessments, Environmental Noise Feasibility Study, Soil Investigation Report, Hydrogeological Assessment, and Geomorphic Assessment. Comments from internal departments and external agencies may result in changes to the Proposal.

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**FINANCIAL CONSIDERATIONS:**

Not applicable.

**HUMAN RESOURCES CONSIDERATIONS**

Not applicable.

**ALIGNMENT WITH STRATEGIC PRIORITIES:**

The Proposal is being considered within the context of the City's safe and sustainable community strategic priority.

**BUSINESS UNITS CONSULTED AND AFFECTED:**

The Proposal has been circulated to various departments and external agencies and is currently under review. Requirements of the city and external agencies will be reflected in the Draft Plan of Subdivision conditions and Zoning By-law Amendment.

**RECOMMENDED BY:**

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Ron Blake, M.C.I.P., R.P.P.  
Senior Development Manager

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Arvin Prasad, M.C.I.P., R.P.P.  
Commissioner, Development Services

**APPLICANT/AGENT:**

Malone Given Parsons Ltd. (Emily Grant)  
140 Renfrew Drive  
Markham, Ontario L3R 6B3  
Tel: (905) 513-0170

**ATTACHMENTS:**

Table 1: Proposed Built Form  
Table 2: Draft Plan of Subdivision Schedule of Land Use  
Table 3: North Subject Lands Schedule of Land Use  
Table 4: South Subject Lands Schedule of Land Use

Figure 1: Location Map  
Figure 2: Aerial Photo  
Figure 3: Area Context/Zoning  
Figure 4: Draft Plan of Subdivision  
Figure 4A: South Subject Lands Draft Plan of Subdivision Excerpt  
Figure 4B: North Subject Lands Draft Plan of Subdivision Excerpt  
Figure 5: 2014 Official Plan Map 3 Extract - Land Use  
Figure 6: Robinson Glen Secondary Plan - Land Use Map

**Table 2: Draft Plan of Subdivision Schedule of Land Use**

<b>Lot/Block #</b>	<b>Land Use</b>	<b>Units</b>	<b>Area (ha.)</b>
1-622	Single Detached Min. 13.7m	188	21.05
	Single Detached Min. 11.6m	218	
	Single Detached Min. 9.45m	21	
	Single Detached Min. 9.45m*	195	
623-675	Townhouses Min. 8.5m	143	5.78
	Townhouses Min. 6.1m	116	
676-765	Courtyard Townhouses Min. 6.7m*	513	10.26
766-788	Decked Townhouses Min. 6.1m*	141	2.32
789-828	Decked Townhouses Min. 4.5m*	197	2.65
829-893	Decked Townhouses Min. 3.85m*	413	4.41
894-905	Back to Back townhouses Min. 6.4m	160	1.41
906	Residential Mid Rise I	-	0.03
907-908	Residential Mid Rise II	-	0.81
909-912	Residential High Rise	-	2.51
913	Mixed Use Mid Rise	-	1.40
914-915	Mixed Use High Rise	-	10.95
916	Secondary School / Community Park Colocation Site	-	10.36
917	Elementary School	-	2.55
918-919	Neighbourhood Park	-	2.17
920-921	Open Space / SWM	-	6.40
922-927	Parkette / Vista	-	0.79
928-941	7.5m Walkways	-	0.22
942	Storm Water Management	-	1.65
943-945	Greenway System	-	13.56
946-949	7.5m Servicing Block	-	0.58
950-956	Regional Road Widening	-	2.03
957-958	Future Development (Townhouses)	2	0.01
959-964	Future Development (Single Detached)	6	0.08
965-987	0.3m Reserves	-	0.03
Street A,G,M-P	24.5m Right of Way	-	10.01
Streets B-L,Q-HH, JJ-KK, MM-QQ	18.5m Right of Way	-	21.44
Streets CC,II & LL	15.5m Right of Way	-	0.74
Lane A-BBBB	8.5-10.0m Right of Way	-	5.83
-	Other Lands Owned by Applicant	-	5.52
<b>Total</b>		<b>2,305 (2,313 with part lots)</b>	<b>147.55</b>

Source: Malone Given Parsons Ltd.

\* Lane based units

**Table 3: North Subject Lands Schedule of Land Use**

<b>Lot/Block #</b>	<b>Land Use</b>	<b>Units</b>	<b>Area (ha.)</b>
1-276	Single Detached Min. 13.7m	64	9.09
	Single Detached Min. 11.6m	126	
	Single Detached Min. 9.45m	12	
	Single Detached Min. 9.45m*	74	
632-629	Townhouses Min. 8.5m	17	1.00
	Townhouses Min. 6.1m	29	
676-690	Courtyard Townhouses Min. 6.7m*	79	1.48
829-850	Decked Townhouses Min. 3.85m*	135	1.38
906	Residential Mid Rise I	-	0.03
913	Mixed Use Mid Rise Residential	-	1.40
922-923	Parkette/Vista	-	0.13
928	7.5m Walkways	-	0.10
943	Greenway System	-	0.28
946-948	Servicing Blocks	-	0.46
950-952	Road Widening	-	0.56
957-958	Future Development (Townhouse)	-	0.01
965-974	0.3m Reserve	-	0.01
Street A	24.5m Right of Way	-	0.93
Streets B-L	18.0m Right of Way	-	5.27
Lane A-P	8.5-10.0m Right of Way	-	1.28
<b>Total</b>		<b>536</b>	<b>23.41</b>

Source: Malone Given Parsons Ltd.

\* Lane based units



**Table 4: South Subject Lands Schedule of Land Use**

<b>Lot/Block #</b>	<b>Land Use</b>	<b>Units</b>	<b>Area (ha.)</b>
277-622	Single Detached Min. 13.7m	124	11.96
	Single Detached Min. 11.6m	92	
	Single Detached Min. 9.45m	9	
	Single Detached Min. 9.45m*	121	
630-675	Townhouses Min. 8.5m	126	4.78
	Townhouses Min. 6.1m	87	
691-765	Courtyard Townhouses Min. 6.7m*	434	8.78
766-788	Decked Townhouses Min. 6.1m*	141	2.32
789-828	Decked Townhouses Min. 4.5m*	197	2.65
851-893	Decked Townhouses Min. 3.85m*	278	3.03
894-905	Back to Back townhouses Min. 6.4m	160	1.41
907-908	Residential Mid Rise II	-	0.81
909-912	Residential High Rise	-	2.51
914-915	Mixed Use High Rise	-	10.95
916	Secondary School / Community Park Colocation Site	-	10.36
917	Elementary School	-	2.55
918-919	Neighbourhood Park	-	2.17
920-921	Open Space / SWM	-	6.40
924-927	Parkette / Vista	-	0.66
934-941	7.5m Walkways	-	0.12
942	Storm Water Management	-	1.65
944-945	Greenway System	-	13.28
949	7.5m Servicing Block	-	0.12
953-956	Regional Road Widening	-	1.47
959-964	Future Development (Single Detached)	(6)	0.08
975-987	0.3m Reserves	-	0.02
Streets A, G, M-P	24.5m Right of Way	-	9.08
Streets Q-HH, JJ-KK, MM-QQ	18.5m Right of Way	-	16.17
Streets CC, II & LL	15.5m Right of Way	-	0.74
Lane Q-BBBB	8.5-10.0m Right of Way	-	4.55
-	Other Lands Owned by Applicant	-	5.52
<b>Total</b>		<b>1,769</b>	<b>124.14</b>

Source: Malone Given Parsons Ltd.

\* Lane based units