



Report to: Development Services Committee

Meeting Date: November 22, 2021

SUBJECT: **PRELIMINARY REPORT**
Regional Municipality of York
Application for a Zoning By-law Amendment to facilitate the development of a road operations and snow management facility at 10988 – 10990 Warden Avenue (Ward 2)
File No.: PLAN 21 119856

PREPARED BY: Daniel Brutto, MCIP, RPP ext.2468
Senior Planner, West District

REVIEWED BY: Mary Caputo, MCIP, RPP ext.3887
Development Manager, West District

RECOMMENDATION:

- 1) THAT the report titled “PRELIMINARY REPORT, Regional Municipality of York, Application for a Zoning By-law Amendment to facilitate the development of a road operations and snow management facility at 10988 – 10990 Warden Avenue (Ward 2), File No. PLAN 21 119856”, be received.

PURPOSE:

This report provides preliminary information on the Zoning By-law Amendment application (the “Application”) submitted by the Regional Municipality of York (the “Owner”). This report contains general information regarding applicable policies, as well as other issues, and should not be considered as Staff’s opinion or recommendation on the Applications.

Process to date:

The Application was deemed complete on October 19, 2021. The 90 day period set out in the Planning Act before an applicant can appeal the Zoning Bylaw Amendment application to OLT for a lack of decision expires on January 17, 2022.

Next steps

- November 30, 2021 - Statutory Public Meeting scheduled
- Recommendation Report for DSC’s consideration at a future date
- In the event of an approval, adoption of the site-specific Zoning By-law Amendment by Council
- Staff has delegated approval of the site plan control application which was submitted concurrently with the Zoning By-law Amendment

BACKGROUND:**Location and Area Context**

The Application collectively applies to two (2) properties municipally known as 10988 and 10990 Warden Avenue, situated approximately 515 metres north of Elgin Mills Road East (the “Subject Lands”) (See Figure 1: Location Map). Together these properties consist of approximately 22.57 hectares (56 acres), with 230 metres of frontage along Warden Avenue.

The Subject Lands are primarily used for agricultural operations, with the exception of two regional salt domes located in the north east corner (See Figure 2: Aerial Photo and Figure 3: Area Context/Zoning). A Provincially Significant Wetland (PSW) extends from the south into the central area of the Subject Lands. Three (3) headwater drainage feature segments currently exist on the property.

Surrounding land uses include:

- North: Agricultural, rural residential and natural open space uses
- East: Agricultural and natural open space uses
- South: Agricultural, rural residential and natural heritage network lands
- West: Natural heritage network lands associated with the Berczy Creek

Proposal

The Application facilitates the development of the first phase of a road operations and snow management facility known as the Southeast District Maintenance Yard and Snow Management Facility (the “Proposal”) (See Figures 4 and 5: Site Plan and Block Plan). Phase 1 is comprised of:

- 874 m² office building;
- 1,014 m² garage building;
- 2,388 m² salt storage building;
- 17 m² fire pump building;
- snow disposal and melting area;
- parking for cars/snow plows/pick up trucks; and,
- two stormwater management ponds.

The Proposal is intended to be one of the first Passive House public works buildings in Canada and will also obtain LEED™ Canada-NC v4 Silver certification. Passive House is a voluntary standard for energy efficiency in a building, which reduces the building's ecological footprint and results in ultra-low energy buildings that require little energy for space heating or cooling.

Driveway access is proposed from Warden Avenue, which connects the western portion of the Subject Lands where the snow disposal and melting area is proposed, with the remainder of the development focused closest to Warden Avenue.

Within the central area of the Subject Lands, the Proposal protects the existing PSW, earmarks lands for future development/phases and protects for a new north south collector road identified in the City's Future Urban Area Conceptual Master Plan (FUA CMP) (See

Figure 6: FUA Community Structure Plan). Details and timing of future phases have yet to be finalized. Approval of the accompanying site plan control application is delegated to the Director of Planning and Urban Design.

Provincial and Regional Policy Framework

This Proposal must be consistent with the Provincial Policy Statement 2020, conform to the Growth Plan for the Greater Golden Horseshoe 2020, the Greenbelt Plan 2017 and York Region Official Plan 2010 (The “Regional Official Plan”). Planning staff will evaluate this Proposal against these documents during the processing of this application.

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) provides land use policy to guide future development and manage growth.

Map 3 - Land Use designates the Subject Lands ‘Future Employment Area’ and ‘Greenway’ (See Figure 6: 2014 Official Plan Map 3 Extract - Land Use) and provides direction for the development of the FUA CMP as the basis for the development of Secondary Plans. The FUA CMP process was completed in 2017; however, a Secondary Plan has not been completed for the Future Employment Area. Notwithstanding, the City’s Official Plan generally provides for in all designations a range of public land uses, which includes “municipal service including underground service, and utility operation and maintenance facility.”

Zoning

The majority of the Subject Lands are zoned ‘Agricultural One (A1)’ under By-law 304-87, as amended which permits agricultural uses and an accessory dwelling (See Figure 3: Area Context/Zoning). A small portion located at the west end of the Subject Lands is zoned Open Space (O1) under By-law 304-87, as amended, which prohibits buildings and structures.

The zoning by-law permits Public Authority uses in any zone however, certain uses by a Public Authority are not permitted, including but not limited to, open storage of goods and material (i.e. snow disposal/melting area and overnight parking) and offices. Therefore, a zoning by-law amendment is required to permit open storage and offices as additional uses. The zoning by-law is also expected to establish special zone standards related to various site plan components such as building setbacks, building heights, landscaping requirements, etc.

OPTIONS/ DISCUSSION:

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

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1. Protecting for the Future Employment Area Collector Road Network
The City's FUA CMP anticipates that a future north-south collector road will bisect the Subject Lands and an east-west collector road will be located to the north of the Subject Lands. The future alignments of the collector roads are subject to the completion of the Master Environmental Servicing Plan and Municipal Class Environmental Assessment. City and York Region staff are continuing to identify potential alignment alternatives and site plan options to ensure the proposal adequately protects for the future collector roads.
 2. Urban Design matters under review
Staff are reviewing the siting of the buildings, elevations, location of paved parking areas and landscaping areas to determine if appropriate setbacks, building heights, buffers, etc. have been applied. This includes the interface with Warden Avenue, any future collector roads and future development anticipated adjacent to the Subject Lands. Also, the sustainability measures proposed are under review.
 3. Establishing the Limits of Development
The limits of development near the Berczy Creek and the PSW need to be established. The Environmental Impact Technical Memo and Headwater Drainage Feature Assessment Report submitted are under review.
 4. Stormwater Management under review
Staff are to ensure appropriate measures are taken to control the quality of surface water runoff, particularly from salt storage on the Subject Lands. The Stormwater Management Report and detailed salt management plan are under review.
 5. TRCA/York Region approval required
The Owner is expected to obtain the required approvals from the Toronto and Region Conservation Authority and the Regional Municipality of York.
 6. Other technical studies/plans under review
Assessment of any issues resulting from the review of technical studies/plans including, but not limited to: civil engineering plans (i.e. grading, site servicing, drainage); landscape plans; geotechnical report; hydrogeological report; stage 1-3 archeological assessments; phase 1 and 2 environmental site assessments; functional servicing report; and the sustainability assessment checklist.

FINANCIAL CONSIDERATIONS

Not applicable.

HUMAN RESOURCES CONSIDERATIONS

Not applicable.

ALIGNMENT WITH STRATEGIC PRIORITIES:

The Application is being evaluated in the context of the City's strategic priorities, including Growth Management and Municipal Services.

BUSINESS UNITS CONSULTED AND AFFECTED:

The Proposal has been circulated to various City departments and external agencies and is currently under review. Requirements of the City and external agencies will be reflected, if appropriate, in the Zoning By-law Amendment.

RECOMMENDED BY:

Biju Karumanchery, M.C.I.P., R.P.P.
Director of Planning and Urban Design

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

APPLICANT/AGENT:

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ATTACHMENTS:

Figure 1: Location Map
Figure 2: Aerial Photo
Figure 3: Area Context/Zoning
Figure 4: Site Plan
Figure 5: Block Plan
Figure 6: FUA Community Structure Plan
Figure 7: 2014 Official Plan Map 3 Extract - Land Use