



Report to: Development Services Committee

Meeting Date: January 16, 2024

SUBJECT: RECOMMENDATION REPORT
Neamsby Investments Inc.
Applications for Official Plan and Zoning By-law Amendment to permit a six-storey commercial self-storage facility with at-grade office space, at the south portion of 191 McNabb Street (Ward 8)
File No. PLAN 22 120692

PREPARED BY: Brashanthe Manoharan, BES, Planner II, East District, Ext. 2190

REVIEWED BY: Stacia Muradali, MCIP, RPP, Development Manager, East District, Ext. 2008
Stephen Lue, MCIP, RPP, Senior Development Manager, Ext. 2520

RECOMMENDATION:

1. THAT the report dated January 16, 2024 titled, “RECOMMENDATION REPORT, Neamsby Investments Inc., Applications for Official Plan and Zoning By-law Amendment Applications to permit a six-storey commercial self-storage facility with at-grade office space, at the south portion of 191 McNabb Street (Ward 8) File No. PLAN 22 120692”, be received; and,
2. THAT the Official Plan Amendment application (PLAN 22 120692) be approved and that the draft Official Plan Amendment, attached hereto as Appendix ‘A’, be finalized and brought to a future Council meeting for adoption without further notice; and,
3. THAT the Zoning By-law Amendment application (PLAN 22 120692) be approved and the draft site-specific implementing Zoning By-law, attached hereto as Appendix ‘B’ be finalized and brought to a future Council meeting for enactment without further notice; and,
4. THAT the Site Plan Application (SPC 22 120692) be delegated to the Director of Planning and Urban Design, or designate, and that Site Plan Approval be issued once Application for Consent has been approved by the Committee of Adjustment; and further,
5. THAT Staff be authorized and directed to do all things necessary to give effect to this resolution.

PURPOSE:

This report recommends approval of the Official Plan and Zoning By-law Amendment applications (the “Applications”) submitted by Neamsby Investments Inc. (the “Owner”) to permit a six-storey commercial self-storage facility with at-grade office space (the “Proposed Development”) on the vacant portion of land fronting onto Denison Street, municipally known as 191 McNabb Street (the “Subject Lands”). Staff opine that the Applications represent good planning and is appropriate and compatible with the surrounding context. The proposed additional use maintains and enhances the industrial and employment nature of the lands and is in keeping with the surrounding area.

Process to Date:

- Staff deemed the Application complete on August 9, 2022

- The Development Services Committee (the “DSC”) received the Public Meeting Information Report on June 5, 2023
- The statutory Public Meeting was held on June 20, 2023

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 December 7, 2022. Accordingly, the Owner is in a position to appeal the Application to the OLT.

If the DSC supports the Applications, the planning process will include the following steps:

- Approval of the Official Plan and Zoning By-law Amendments at a future Council meeting
- Review and approval of concurrent Site Plan application
- Submission and approval by the Committee of Adjustment of a Consent to Sever application

BACKGROUND:

Location and Area Context

The 4.9 ha (12.10 ac) Subject Lands are currently developed with an industrial building (Toshiba and Lean Supply Solution) to the north fronting onto McNabb Street with a 0.72 ha (1.78 ac) vacant portion to the south of the property fronting onto Denison Street. Figure 2 shows the Proposed Development located on the 0.72 ha (1.783 ac) vacant portion of the Subject Lands. Figure 3 shows the surrounding land uses (primarily non-residential including warehouse and commercial uses to the north, west, and east). There are low rise residential uses to the south of Denison Street, but not directly across from the Proposed Development.

The Proposed Development is described in Table 1 and shown in Figures 4 and 5

The Proposed Development contemplates a building height of 25.2 m (82.8 ft). The primary use is proposed as a Commercial Self-Storage facility with indoor access to each storage unit. The main customer entrance is located on the ground floor off of Denison Street with proposed at-grade office space (customer service, flex/office-sharing facility) partially along the Denison Street frontage and primarily on the west side of the building. A laneway is proposed along the west property line to the existing building to the north (191 McNabb Street) and will be closed and reserved for future access to be established through an easement.

Table 1: The Proposed Development	
Net Floor Area:	15,834.29 m ² (170,438.93 ft ²)
Proposed Office Space:	419.48 m ² (4,484.67 ft ²)
Proposed Parking Spaces:	27 (including 4 barrier-free)
Proposed Access:	One full movement access provided on Denison Street

PLANNING POLICY AND REGULATORY CONTEXT:

The Applications are subject to a planning policy framework established by the Province, York Region, and City under the *Planning Act*, R.S.O. 1990. The following sections describe how the Application meets the respective policies and legislation.

The Proposed Development is consistent with the Provincial Policy Statement, 2020 (the “2020 PPS”) and conforms to the Growth Plan for the Greater Golden Horseshoe, 2020 (the “Growth Plan”)

The 2020 PPS provides direction on matters of Provincial interest related to land use planning and development, including building strong healthy communities with an emphasis on efficient development and land use patterns, wise use and management of resources, and protecting public health and safety. The Subject Lands are located within a defined Employment Area and is designated for development in both the York Region and City Official Plans. The Proposed Development seeks to maintain the business employment nature of the Subject Lands, utilizes existing municipal infrastructure and services, contributes to a mix and range of employment uses, and promotes the efficient use of underutilized land.

The Growth Plan provides a framework for implementing the Province’s vision for building strong, prosperous communities within the Greater Golden Horseshoe to 2051. The premise of the Growth Plan is building compact, vibrant and complete communities, developing a strong competitive economy, protecting and wisely using natural resources, and optimizing the use of existing and new infrastructure to support growth in a compact and efficient form. The Subject Lands are located in a defined Employment Area (within the ‘Built-Up Area’) and Provincially Significant Employment Zone, an area identified for the purpose of long-term planning for job creation and economic development. The Proposed Development contributes to forecasted employment growth while diversifying the use of the Subject Lands to provide support services that promotes growth and development of the surrounding and broader area.

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

The ROP designates the Subject Lands “Employment Area” within the “Urban Area”, which permits employment uses for clusters of business and economic activities including manufacturing, warehousing, industrial, offices, and associated retail and ancillary facilities. While Policy 4.3.8 of the ROP prohibits the conversion of employment lands to non-employment land uses, Policy 4.3.11 permits a limited amount of ancillary uses on employment lands provided that the proposed uses are intended to primarily service businesses. Further, in accordance with Policy 8.3.8, the proposed amendment does not adversely affect Regional planning policies or interests. Therefore, York Region exempted the Official Plan Amendment Application for Regional approval and has delegated the approval authority to the City.

The Proposed Development conforms to the 2014 Markham Official Plan (“2014 Official Plan”)

The 2014 Official Plan designates the Subject Lands “Business Park Employment”, which permits larger scale industrial and office development in business park settings while providing accommodations for existing and future businesses seeking a setting for a specific range of compatible land uses. Further, this designation provides for single or multiple unit non-residential buildings with one or more storeys to a maximum building height of 14 m (45.9 ft). Section 8.5.2.4 does not specifically permit the “commercial storage facility” use, which the Official Plan Amendment application proposes, which Staff consider appropriate and compatible with the employment nature of the Subject Lands and area context.

The proposed Zoning By-law Amendment (see Appendix ‘A’) provides site-specific provisions to permit the Proposed Development

Zoning By-law 108-81, as amended, zones the Subject Lands “Select Industrial and Limited Commercial – M.C. (40%)” (see Figure 2), which permits a range of industrial and commercial uses. The Zoning By-Law Amendment application would permit the “Commercial Self-Storage” facility use and implement site-specific development standards, including setbacks, height, and reduced parking.

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, and how they are addressed:

a) Guidelines regulating safety for items stored on site

A standard lease form is provided to all customers renting a storage unit within the facility. Under the “Terms and Conditions” section, and the “Use of Space” subsection, there are 12 terms with which the customer must agree and comply. These rules demonstrate the facility’s safety guidelines which itemizes prohibited stored items (i.e., flammable and combustible chemicals, perishables, etc.).

b) Parking Reductions

The Owner proposes 27 parking spaces, of which four are barrier-free, three carpooling spaces, three loading spaces, and eight bicycle spaces. The Parking By-law does not provide a specific parking standard for commercial self-storage facility, but provides that parking for any use not listed in the By-law be calculated at a rate of 1 parking space per every 25 m² of net floor area. This would result in 617 required spaces plus 14 spaces for the office use (1 space per 30 m²) for a total of 663 required spaces, which represents a 604 space deficiency for the commercial self-storage use.

The Parking Study prepared by Arcadis identifies that the Proposed Development would generate less traffic, resulting in fewer impacts to adjacent land uses, and that the parking proposed would satisfy the facility’s needs. The City’s Transportation Staff accepted the Parking Study and Staff opine that the proposed parking is adequate for the proposed use. All other uses prescribed in the Zoning By-law will continue to be subject to the rates in the City’s Parking Standards By-law 28-97, as amended.

c) Proposed Office Space

During the initial stages of the Applications, Planning Staff requested the integration of flex office (office hoteling stations, office sharing) into the proposed building design. As such, the Owner revised the proposal to provide 419.48 m² of at-grade office space to help animate the ground floor.

d) The proposed Official Plan Amendment is appropriate

Staff opine that the proposed Official Plan amendment is appropriate and has minimal impacts to the surrounding area than some of the other uses permitted within the “Business Park Employment” designation. The Proposed Development makes efficient use of an underutilized vacant land. The building is designed to have high quality finishes and considerations that supports an active frontage and public realm. The building will also accommodate the businesses and service needs of companies in the local surrounding area, while serving the general public.

e) The proposed Zoning By-law Amendment represents good planning

Staff opine that the proposed uses are appropriate and compatible with the surrounding context. From a built form perspective, the Proposed Development is not a traditional, sprawling, one-storey self-storage building. The six-storey built form provides a compact mid-rise design that contributes to the industrial streetscape of the surrounding employment area. In addition, the proposed use would generate limited traffic impacts to surrounding area.

f) **Concurrent Site Plan Application and Future Consent to Sever Application**

Site Plan Application: The Owner submitted a Site Plan application (File SPC 22 120692) in August 2022, and is currently addressing comments from the second submission including, but not limited to, building elevations, landscape, sustainability measures, and the provision of cash-in-lieu of parkland.

Consent to Sever Application: The Owner must submit a Consent Application to the Committee of Adjustment should the Official Plan and Zoning By-law Amendment applications be approved. A severance application is required to sever the Subject Lands from 191 McNabb Street to facilitate the creation of a new 0.72 ha (1.783 ac) lot fronting onto Denison Street. Easements (for vehicular and/or pedestrian access, servicing, etc.) may be identified through the review of the Site Plan application and must be established through the consent application.

CONCLUSION:

Staff reviewed the Applications in accordance with the provisions of the Provincial, Regional, City's Official Plans, Zoning By-law, and City development standards and are satisfied that the Proposed Development is appropriate and represents good planning. The Proposed Development efficiently utilizes existing infrastructure, diversifies the range of employment uses, and promotes economic development. Therefore, Staff recommend that the proposed Official Plan and Zoning By-law Amendments, subject to the recommendations of this report and reflected in Appendices 'A' and 'B', be approved.

FINANCIAL CONSIDERATIONS:

Not applicable.

HUMAN RESOURCES CONSIDERATIONS:

Not applicable.

ALIGNMENT WITH STRATEGIC PRIORITIES:

The Application aligns with the City's strategic priorities.

BUSINESS UNITS CONSULTED AND AFFECTED:

This Applications were circulated to various departments and external agencies. City and external agencies requirements are reflected in the implementing draft OPA and ZBA (see Appendices 'A' and 'B').

RECOMMENDED BY:

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

Arvin Prasad, MCIP, RPP
Commissioner of Development Services

ATTACHMENTS AND APPENDICES:

Figure 1: Location Map

Figure 2: Area Context and Zoning

Figure 3: Aerial Photo (2020)

Figure 4: Site Plan

Figure 5: Floor Plan

Appendix 'A': Draft Zoning By-law Amendment

Appendix 'B': Draft Official Plan Amendment

APPLICANT:

Arcadis (c/o Qianqiao Zhu)

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