

**SUBJECT:** PRELIMINARY REPORT  
2145312 Ontario Inc.  
1 Steelcase Road West  
West of Woodbine Avenue, south of Steelcase Road West  
Applications for Official Plan and Zoning By-law  
Amendments to permit a mixed use commercial development  
File No.'s: OPA and ZA 12 115839

**PREPARED BY:** Gary Sellars, Senior Planner, West District (ext. 2960)

**REVIEWED BY:** Ron Blake, Manager, West District

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**RECOMMENDATION:**

- 1) That the report entitled "PRELIMINARY REPORT, 2145312 Ontario Inc., 1 Steelcase Road West, West of Woodbine Avenue, south of Steelcase Road West, Applications for Official Plan and Zoning By-law Amendments to permit a mixed use commercial development, File No.'s: OPA and ZA 12 115839" be received.
- 2) That a Public Meeting be held to consider the applications for Official Plan and Zoning By-law Amendments.
- 3) And that Staff be authorized and directed to do all things necessary to give effect to this resolution.

**PURPOSE:**

The purpose of this report is to provide preliminary information on applications for Official Plan and Zoning By-law Amendments, and to seek authorization to hold a statutory Public Meeting. This report contains general information in regards to applicable Official Plan or other policies as well as other issues and the report should not be taken as Staff's opinion or recommendation on the applications.

**BACKGROUND:****Property and Area Context**

The subject property consists of 12.14 ha. (30 acres) west of Woodbine Avenue, south of Steelcase Road West. The property also has frontage on Idema Road to the south and west (Figure 1). There is a predominantly vacant 66,799 m<sup>2</sup> (719,020 ft<sup>2</sup>) industrial building on the property. The building has been vacant for approximately 5 years. Recently, a portion of the building has been renovated to accommodate the head office of the applicant (Liberty Development Corporation).

The surrounding context is as follows:

- To the south across Idema Road are one storey office buildings
- To the west across Idema Road are one storey industrial/office buildings
- To the north across Steelcase Road are one storey industrial/office buildings and a 2 storey commercial/office building at the corner of Woodbine Avenue and Steeles Avenue.

- To the east, across Woodbine Avenue, are commercial buildings including restaurants, offices, medical centre, hotel and banks.

### **Official Plan and Zoning**

The Town's Official Plan designates the westerly portion of the property General Industrial Area and the easterly portion of the property fronting on Woodbine Avenue Business Corridor Area. The entire property is zoned Select Industrial (M) by By-law 108-81, as amended.

### **Proposal**

The applicant has submitted applications to amend the Official Plan and Zoning By-law 108-81, as amended, to permit a mixed use commercial development to be implemented in phases. Phase 1 would consist of a 16 storey office building, a 2 storey retail building and a three level parking structure, underground parking and surface parking (2,123 total spaces). Future phases would include two additional office buildings (15 and 17 storeys) at the corners of Woodbine Avenue and Steelcase Road West and Woodbine Avenue and Idema Road respectively, a 17 storey hotel at the corner of Woodbine Avenue and Idema Road and two free standing restaurants at the southwest corner of the site. Approximately 90% of the existing building will be incorporated as part of the re-development for retail uses (Figure 4). Appendix "A" outlines the proposed floor areas for the buildings. The proposed overall density for this proposal is 1.5 floor space index. The proposed employment density for Phase 1 is approximately 141 jobs per hectare.

The purpose of the proposed Official Plan amendment is to redesignate the westerly portion of the property to Business Corridor, and add a site specific provision permitting a broader range of retail uses on the entire property than are permitted by the Business Corridor Area designation, such as supermarkets, department, furniture, electronic and apparel stores with a maximum gross floor area for individual retail premises of 6,000 m<sup>2</sup> (64,586 ft<sup>2</sup>). The maximum gross floor area for individual retail premises being sought is that which was originally permitted in the Business Corridor Area designation until the Town adopted an Official Plan Amendment in 2005 that reduced the maximum gross floor area to 1,000 m<sup>2</sup> (10,764 ft<sup>2</sup>), with the exception of computer and office supply stores at a maximum of 3,000 m<sup>2</sup> (32,293 ft<sup>2</sup>). The smaller floor areas better reflected the size of retail premises that serve a local employment area in accordance with the planned function of the Business Corridor Area. Large format retail stores that serve a major portion of the Town and/or broader regional market were intended to locate in the Major Commercial Area or Retail Warehouse Area designations.

The purpose of the proposed Zoning By-law amendment is to rezone the entire property to implement the proposed Business Corridor designation for this site.

### **OPTIONS/DISCUSSION**

The following issues/concerns have been identified and are discussed later in this report:

- Loss of industrial employment land

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- Impacts of proposed retail uses on other existing and approved but not yet built retail uses
  - Transportation network impacts
  - Servicing capacity constraints
  - Interface with Woodbine Avenue
  - Proposed Official Plan designation

#### **POTENTIAL BENEFITS OF APPROVAL OF THE PROPOSAL:**

Potential benefits of the proposal include the following:

- adaptive reuse of an existing predominately vacant building
- employment intensification with the introduction of mixed commercial uses (retail, office and hotel) on the site
- potential stimulus for the revitalization of the Woodbine Avenue commercial corridor

#### **ISSUES TO BE RESOLVED:**

The following is a brief summary of issues raised to date. These matters, and any others identified through the circulation and detailed review of the proposal, will be addressed in a final staff report to be presented to Committee at a later date:

##### **Loss of Industrial Employment Land**

The proposed replacement of industrial employment lands with a mix of retail, office and hotel employment lands will have to be reviewed within the context of the Town's overall supply and location of industrial employment lands. An employment lands study has been prepared by the applicant and it is currently under review by Town staff and the Region.

##### **Impacts of Proposed Retail Uses**

The impacts that the proposed retail uses on this site will have on other existing and approved but not yet built retail uses in the area will have to be reviewed by the Town. A retail analysis study has been prepared by the applicant and it is currently under peer review by John Winters and Associates.

##### **Transportation Network Impacts**

Impacts of the proposed redevelopment on the existing transportation network will have to be reviewed by Town staff in consultation with other agencies including the Region, City of Toronto and MTO. A transportation impact study has been prepared by the applicant and it is currently under review by Town staff, the Region and the City of Toronto.

##### **Servicing Capacity (Sanitary and Stormwater Management)**

The proposed redevelopment will have to be reviewed within the context of existing servicing constraints in the Don Mills Industrial Area. These constraints include the following:

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### Deficiency in Sanitary Sewer Capacity

The subject property is located within a sanitary sewershed which has been identified in previous studies and the latest draft Town of Markham Master Servicing Study as not having enough capacity to accommodate future growth. Alternatives to upgrade the system to accommodate planned intensification along the Steeles Avenue and Woodbine Avenue corridors range from approximately \$5 million to \$15 million in capital expenditure.

### Don Mills Channel Capacity

The subject property is located within the Don Mills Channel drainage area. The Channel, which is mostly in private ownership, was designed and constructed in the late 1960's for a 2-year storm event which was the design standard at that time. A similar channel designed under current stormwater management design standards would have to accommodate a minimum of 100-year storm event. The Channel is relatively flat and approximately 30% of the channel is enclosed in culverts which makes it prone to flooding during relatively minor storm events. Over the years, this drainage area has become increasingly impervious due to paved parking lots and construction of new buildings.

One feasible option to remedy the Channel's capacity deficiency is to install underground storage facilities to hold flood water safely underground during a storm event and then release the flood water slowly over time after the storm has ended. This scheme has been estimated to be in the order of \$43 million to provide a 5-year storm flood protection, and over \$110 million to provide 100-year storm flood protection (2009 estimates). Besides the significant costs, land is required on private properties to install underground storage facilities. No decision has been made by Council on what options to move forward with. However, installation of storage facilities on new development or re-development sites will help improve the current flooding situation.

The applicant has indicated that the proposed redevelopment will relieve and/or improve existing servicing constraints as follows:

- Proposed sanitary discharge from the redeveloped site will be lower than the existing discharge until approximately 2018, based on a staged completion of construction and occupancy of Phase 1 (office building occupancy – 2015 and retail centre occupancy – 2018); however, mitigation measures will be required to address sanitary collector sewer constraints prior to 2018 to accommodate full retail occupancy.
- Proposed stormwater management techniques will reduce the run-off flows to less than the existing levels, up to and including the 100 year storm event, through a combination of on-site ponding, underground storage, cisterns (grey water harvesting for re-use) and rooftop storage

A functional servicing and stormwater management study has been prepared by the applicant and it is currently under review by Town staff and the TRCA.

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**Interface with Woodbine Avenue**

Any proposed mixed use redevelopment of this site will have to provide a built form that is pedestrian/transit friendly within the Woodbine Avenue corridor and minimizes the visual impact of surface parking. Design matters will be further reviewed by staff and will be discussed with the applicant.

**Proposed Official Plan Designation**

The applicant is proposing the Business Corridor Area designation for the entire property. Another designation may be more appropriate for the proposed large scale multi-use redevelopment. Staff will review this issue further.

**FINANCIAL CONSIDERATIONS:**

Not applicable

**HUMAN RESOURCES CONSIDERATIONS:**

Not applicable

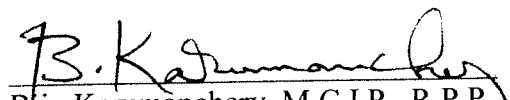
**ALIGNMENT WITH STRATEGIC PRIORITIES:**


Growth Management: expansion and reuse of an existing facility that makes use of existing infrastructure.

**BUSINESS UNITS CONSULTED AND AFFECTED:**

The applications have been circulated to various Town departments and external agencies and are currently under review.

**RECOMMENDED BY:**

  
Biju Karumanchery, M.C.I.P., R.P.P.  
Senior Development Manager

  
Jim Baird, M.C.I.P., R.P.P.  
Commissioner, Development Services

**ATTACHMENTS:**

- Figure 1 – Location Map
- Figure 2 – Area Context/Zoning
- Figure 3 – Air Photo
- Figure 4 – Proposed Site Plan
- Figure 5 – Proposed Building Elevations

**APPENDICES**

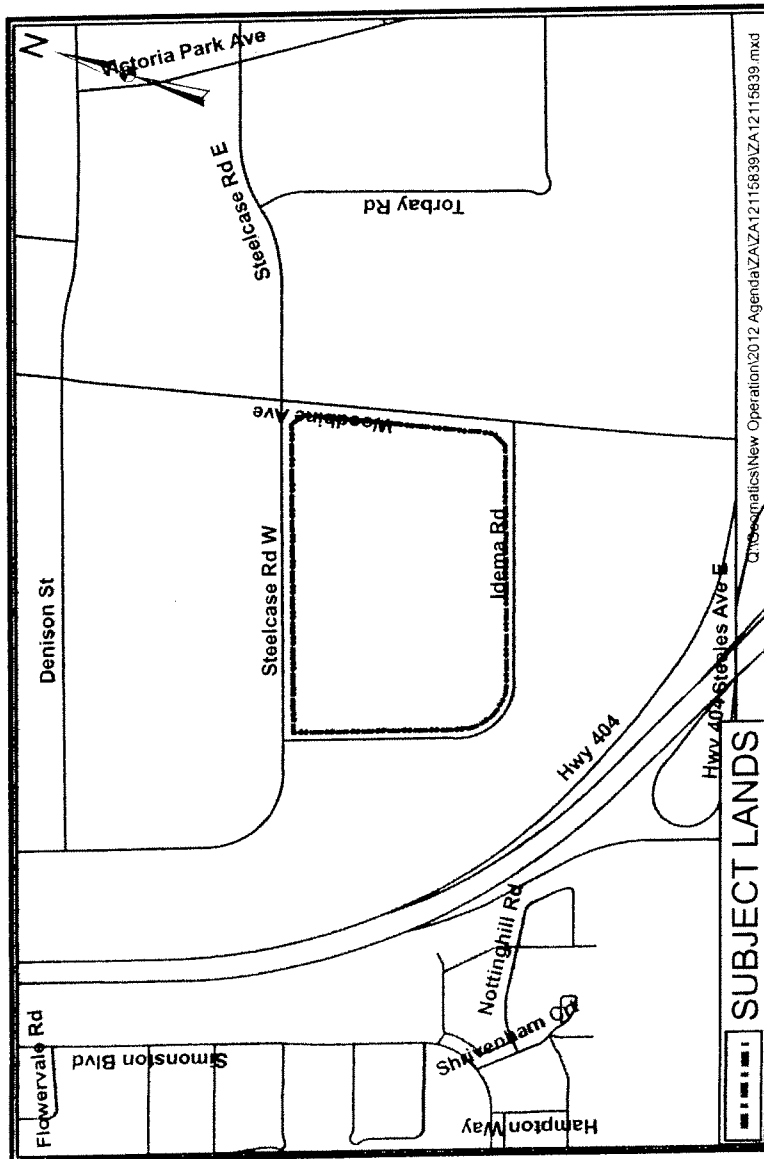
- Appendix “A” – Proposed Floor Area Statistics

**APPLICANT / AGENT:**

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File path: Amanda\File 12 115839\Documents\Recommendation Report



Hwy 404

RM1

BY-LAW 2612

Hwy 404

CC

CC

Steelcase Rd W

Steelcase Rd E

M.C.(50%)

M.C.(40%)

BC

M

M.C.(150%)

M.C.(40%)

M.C.(150%)

M.A.C.

Woodbine Ave

BY-LAW 108-81

M

Idema Rd

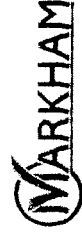
M.C.(110%)

N

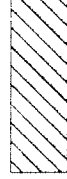
# AREA CONTEXT/ZONING

APPLICANT: 2145312 ONTARIO INC.  
1 STEELCASE ROAD WEST

FILE No. ZA & OPA 12115839 (GS)



DEVELOPMENT SERVICES COMMISSION



SUBJECT LANDS

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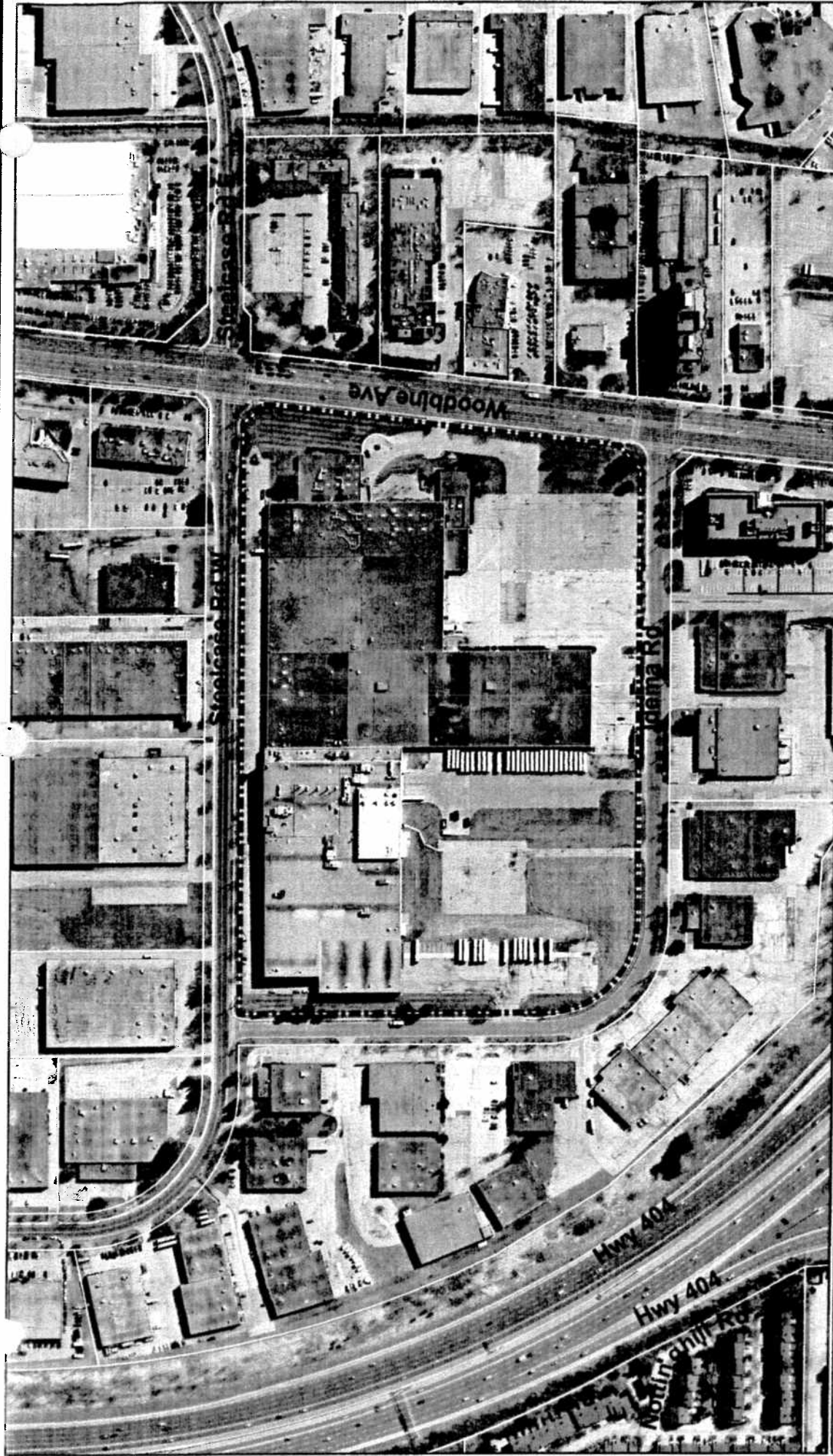
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FIGURE No. 2

Drawn By: DD

Checked By: GS





# AIR PHOTO

APPLICANT: 2145312 ONTARIO INC.  
1 STEELCASE ROAD WEST  
FILE No. ZA & OPA 12115839 (GS)



DEVELOPMENT SERVICES COMMISSION

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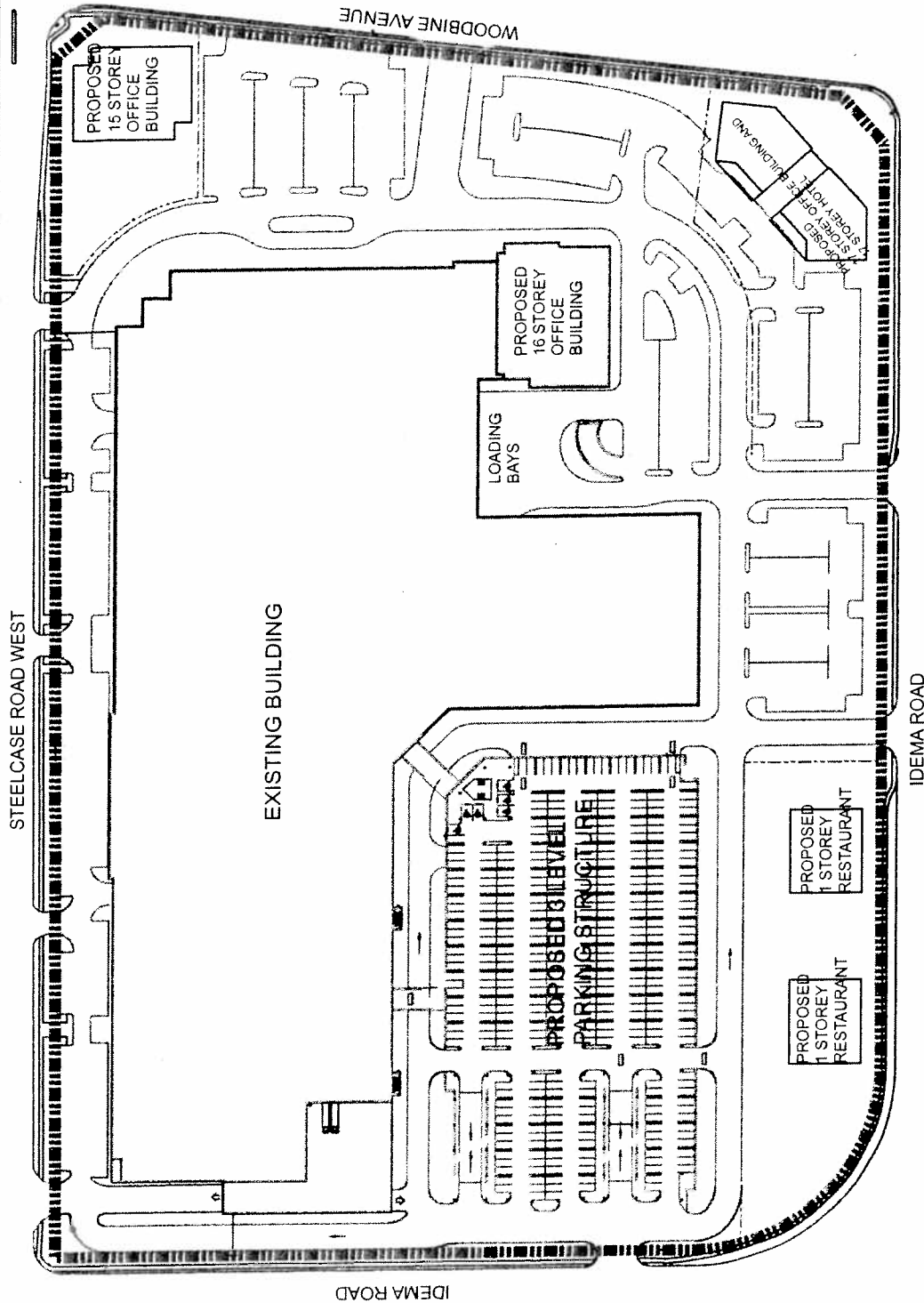
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Checked By: GS

DATE: 04/02/12

FIGURE No. 3



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# SITE PLAN

APPLICANT: 2145312 ONTARIO INC.  
1 STEELCASE ROAD WEST

FILE No. ZA & OPA 12115839 (GS)



DEVELOPMENT SERVICES COMMISSION



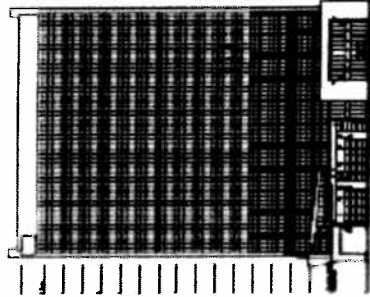
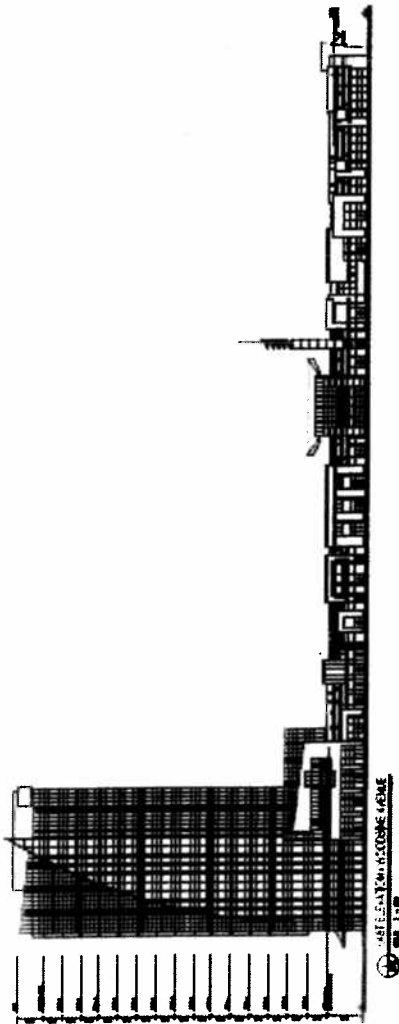
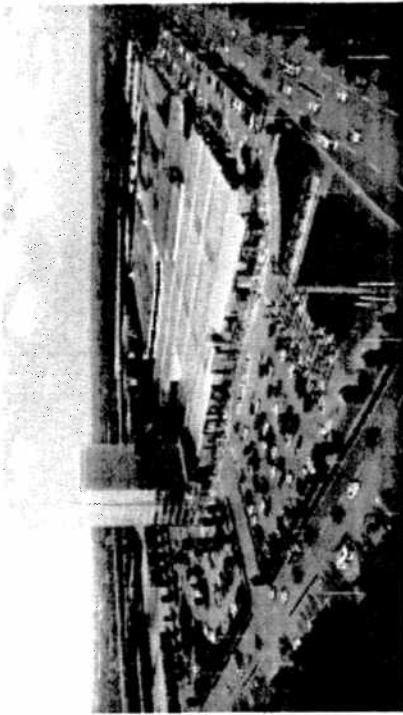
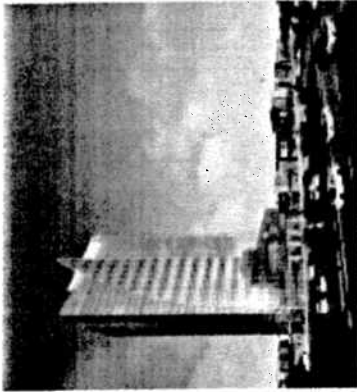
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FIGURE No. 4

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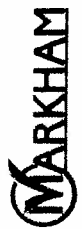


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# ELEVATIONS

APPLICANT: 2145312 ONTARIO INC.  
1 STEELCASE ROAD WEST

FILE No. ZA & OPA 12115839 (GS)



DEVELOPMENT SERVICES COMMISSION

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DATE: 04/02/12

FIGURE No. 5

# Appendix "A"

## SITE INFORMATION :

SITE AREA 1 - DEVELOPMENT 1 : SHOPPING CENTRE + OFFICE (PHASE 1) :	106,774.91 SM	26.39 Ac.
SITE AREA 2 - DEVELOPMENT 2 : NORTH-EAST DEVELOPMENT :	3,473.18 SM	0.86 Ac.
SITE AREA 3 - DEVELOPMENT 3 : SOUTH-EAST DEVELOPMENT :	3,773.47 SM	0.93 Ac.
SITE AREA 4 - DEVELOPMENT 4 : SOUTH-WEST DEVELOPMENT :	7,363.90 SM	1.82 Ac.

**TOTAL SITE AREA :** 121,385.46 SM 30.00 Ac.

### ZONING :

- DEVELOPMENT 1 SHOPPING CENTRE - RETAIL :	60,816.38 SM	654,623 SF
- DEVELOPMENT 1 OFFICE TOWER - OFFICE :	22,497.00 SM	242,163 SF
<b>TOTAL DEVELOPMENT 1 G.F.A. (PHASE 1) :</b>	<b>83,313.38 SM</b>	<b>896,786 SF</b>

**TOTAL DEVELOPMENT 2 G.F.A. : (15 FLOORS @1,250.00 SM/FLOOR OFFICE TOWER)** 18,750.00 SM 201,825 SF

**TOTAL DEVELOPMENT 3 G.F.A. : (17 FLOORS @1,300.58 SM/FLOOR OFFICE and HOTEL TOWER)** 22,109.86 SM- 238,000 SF

**TOTAL DEVELOPMENT 4 G.F.A. : ( 1 STOREY RESTAURANT PADS )** 1,486.52 SM 16,000 SF

**TOTAL DEVELOPMENT G.F.A. - DEVELOPMENT 1+2+3+4 :** 125,659.76 SM 1,352,611 SF

### TOTAL PARKING :

WILL BE PROVIDED TO COMPLY WITH ZONING BYLAW.

## GROSS FLOOR AREA - PHASE 1 :

EXISTING BUILDING - FOOTPRINT :	66,799.18 SM	719,020 SF
- GROUND FLOOR - FOOTPRINT :	49,906.59 SM	537,190 SF
- SECOND FLOOR - FOOTPRINT :	16,892.59 SM	181,830 SF
BUILDING TO BE DEMOLISHED :	7,957.89 SM	85,658 SF
- PARTIAL GROUND FLOOR - FOOTPRINT :	7,379.63 SM	79,434 SF
- PARTIAL SECOND FLOOR - FOOTPRINT :	578.26 SM	6,224 SF

**TOTAL REMAINING BUILDING G.F.A. :** 58,841.29 SM 633,362 SF

NEW BUILDING :	24,472.09 SM	263,424 SF
- SHOPPING CENTRE - GROUND FLOOR :	348.12 SM	3,726 SF
- SHOPPING CENTRE - SECOND FLOOR :	203.97 SM	2,196 SF
- OFFICE TOWER :- GROUND FLOOR - SHOPPING CENTRE:	1,425.00 SM	15,339 SF
- FLOOR 2 to 3 - OFFICE :	3,972.00 SM	42,756 SF
- FLOOR 4 to 16 - OFFICE :	18,525.00 SM	199,407 SF

- TOTAL SHOPPING CENTRE -- RETAIL :	60,816.38 SM	654,623 SF
- TOTAL OFFICE TOWER - OFFICE :	22,497.00 SM	242,163 SF

**TOTAL DEVELOPMENT G.F.A. :** 83,313.38 SM 896,786 SF

**SITE LOT COVERAGE :** (44,905.35 / 121,385.46) 36.99%

**SITE FLOOR AREA RATIO :** (83,313.38 / 121,385.46) 0.6884

**LANDSCAPE AREA :** (28,633.00 / 121,385.46) 23.59%

## GROSS LEASABLE FLOOR AREA - PHASE 1 :

SHOPPING CENTRE RETAIL - EXISTING BUILDING :	33,688.32 SM	362,621 SF
- GROUND FLOOR :	26,956.08 SM	290,156 SF
- ANCHORS :	7,427.57 SM	79,950 SF
- LARGE RETAIL UNITS :	3,582.28 SM	38,560 SF
- C.R.U. :	15,946.23 SM	171,646 SF
- SECOND FLOOR :	6,732.24 SM	72,465 SF
- C.R.U. :	5,789.03 SM	62,312 SF
- FOOD COURT UNITS :	943.21 SM	10,153 SF
NEW BUILDING RETAIL - AT OFFICE TOWER :	138.95 SM	1,496 SF
NEW BUILDING OFFICE - OFFICE TOWER :	20,397.70 SM	219,571 SF
- GROUND FLOOR - OFFICE :	962.95 SM	10,365 SF
- FLOOR 2 to 3 - OFFICE :	3,592.70 SM	38,674 SF
- FLOOR 4 to 16 - OFFICE :	16,059.55 SM	172,874 SF
- TOTAL SHOPPING CENTRE - RETAIL :	33,827.27 SM	364,117 SF
- TOTAL OFFICE BUILDING - OFFICE :	20,615.20 SM	221,913 SF
<b>TOTAL DEVELOPMENT GROSS LEASABLE AREA :</b>	<b>54,442.47 SM</b>	<b>586,030 SF</b>

<b>TOTAL PARKING PROVIDED - PHASE 1 :</b>	<b>2,123 CARS</b>
- PARKING ON SURFACE :	603 CARS
- WEST PARKING STRUCTURE : - 3 LEVELS (GROUND FLOOR and 2 DECKS):	1,114 CARS
- EAST UNDERGROUND PARKING : - 1 LEVEL :	406 CARS
<b>TOTAL LOADING SPACES PROVIDED :</b>	<b>14 SPACES</b>