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**Subject:** Proposed Zoning By-law Amendment at 12131 Woodbine Avenue (File No. ZBA25.013)

**Staff Report No.** DS-005-26

**Department/  
Commission:** Development Services Commission

**Date:** February 18, 2026

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**Recommendation:**

- 1) That Council direct staff to bring forward By-law 2026-012-ZO to amend the Town of Whitchurch-Stouffville Zoning By-law 2010-001-ZO by amending the existing site-specific “Employment Heavy – Gormley, Exception One, Water Restriction (EH-G[1][w])”, “Employment Heavy – Gormley, Exception Eight, Water Restriction (EH-G[8][w])”, and “Employment Business Park – Gormley, Exception Nine, Water Restriction, Holding Symbol One (EBP-G[9][w][h0-1]) zones; and
- 2) That Council confirm notwithstanding that the proposed Zoning By-law Amendment is generally reflective from that proposed at the January 21, 2026 Statutory Public Meeting, and that no further Statutory Public Meeting is required.

**Report Highlights:**

- Application for Zoning By-law Amendment was submitted by Macaulay Shiomi Howson Ltd. (on behalf of White Owl Properties Limited) on December 12, 2025, to permit an industrial subdivision development on the subject lands.
- The subject lands are currently split-zoned, consisting of the following zones:
  - Employment Business Park – Gormley, Exception Eight, Water Restriction Zone **EBP-G(8)(w)**
  - Employment Business Park – Gormley, Exception Nine, Water Restriction, Holding Symbol One Zone **EBP-G(9)(w)(h-1)**
  - Employment Heavy – Gormley, Exception One, Water Restriction Zone **EH-G(1)(w)**

- Employment Heavy – Gormley, Exception Eight, Water Restriction Zone **EH-G(8)(w)**
- Flood Hazard Zone **FH**
  
- The Applicant is proposing to revise the existing site-specific zoning regulations and permitted uses that are applicable to the site, as well as rezone certain portions of the property.
  
- A Statutory Public Meeting was held on January 21, 2026 in order to receive Council and public comments on the proposal. No significant changes have been proposed since the meeting.
  
- Comments received from members of the public, Council, and Public Agencies have been reviewed and considered in the writing of this report and staff's recommendation to Council.
  
- Staff recommend that the proposed application be approved, as it is technical in nature, represents good planning, and is supportable under Provincial Policy and the Town's policy and regulatory framework.

## 1. Purpose:

The purpose of this report is to make a recommendation to Council regarding the application for Zoning By-law Amendment for the lands municipally known as 12131 Woodbine Avenue, which if approved, would permit the development of an industrial subdivision on the subject lands.

This report will:

- Provide an overview of the subject property and its location in relation to existing development and other land uses (**Section 2**);
- Provide an overview of the development proposal (**Section 3.2**);
- Provide an overview of the site-specific Zoning provisions and regulations being requested (**Section 3.3.6**);
- Identify applicable Provincial, Regional, and Town policies (**Section 3.3**); and
- Outline future uses that could be permissible on the site, namely, a Public Storage Facility (**Section 3.4**).

This report concludes with recommending approval of the proposed Zoning By-law Amendment as the application is technical in nature, the proposed development is appropriate for the development of the lands, and generally conforms to provincial, regional and municipal plans and policies.

## 2. Background:

An application was submitted by Macaulay Shiomi Howson Ltd. (Authorized Agent/Applicant) on behalf of White Owl Properties Limited (Owner) on December 12, 2025, to permit the development of an industrial subdivision on the subject lands.

On January 21, 2026, a Statutory Public Meeting was held in order to receive Council and public comments on the proposal.

On January 26, 2026, a final partial submission was received by the Town that was generally reflective of the proposal presented at the January 21, 2026, Public Meeting. Comments from the public, Members of Council, Town Departments, and Public Agencies have been reviewed and considered in the writing of this report and in the making of recommendations to Council.

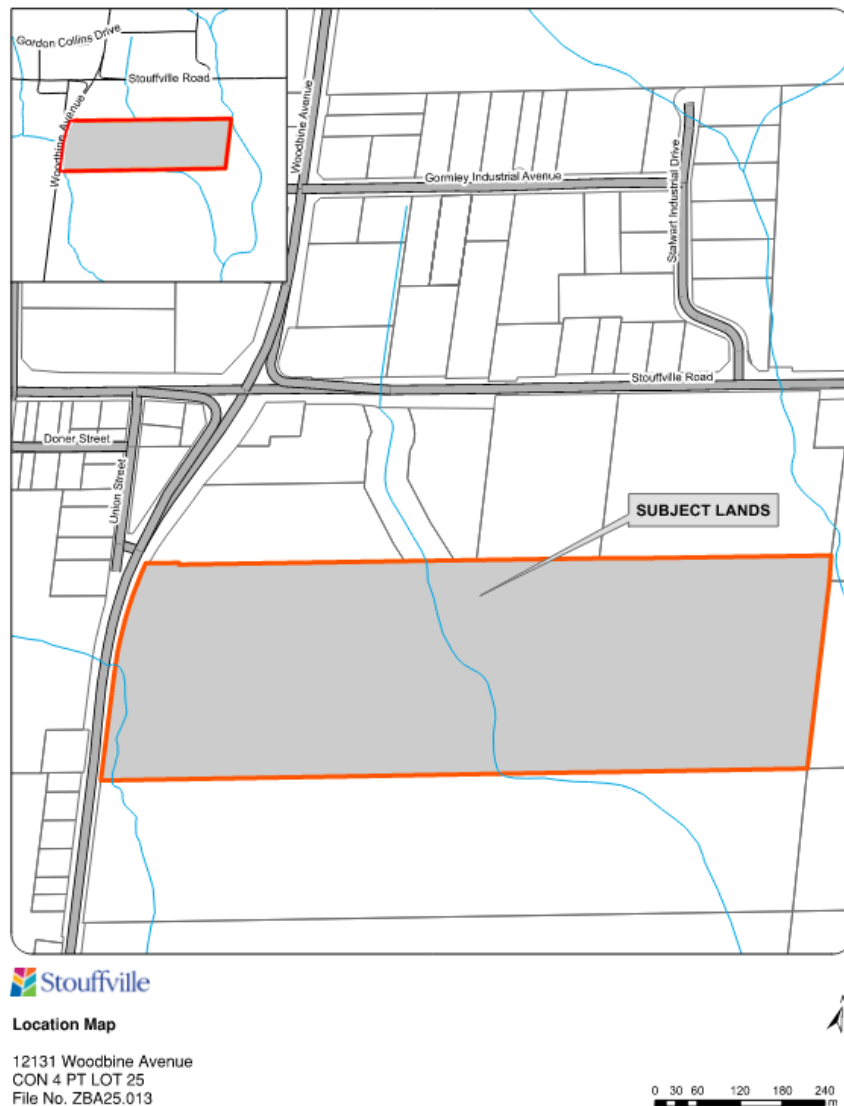
### 2.1 Location

The subject lands are municipally known as 12131 Woodbine Avenue and are located on the east side of Woodbine Avenue, south of Stouffville Road. The subject lands are approximately 30 hectares in total lot area and have a frontage of approximately 315 metres along Woodbine Avenue. The subject property is currently vacant, aside from a single detached dwelling that is located adjacent to Woodbine Avenue, that is presently being used as office space.

**Figure 1** below provides the location map of the subject lands. **Figure 2** displays an aerial context map of the subject property.

**Attachment 1** to this report is a copy of the location map.

**Figure 1: Location Map**



**2.2 Surrounding Land Uses**

Below is a description of adjacent land uses:

**North:** Industrial and manufacturing uses.

**East:** Agricultural lands.

**South:** Agricultural lands.

**West:** Residential neighbourhood located to the north-west of the site. To the direct west are agricultural lands and Highway 404.

**Figure 2: Aerial Context Map**

### **2.3 Draft Plan of Subdivision Application (File No. 19T-90.001)**

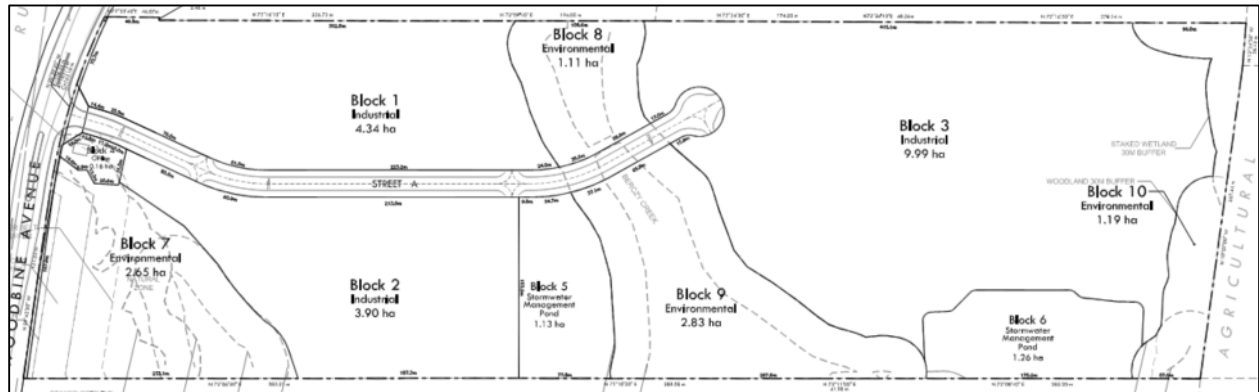
On January 20, 2004, the Town of Whitchurch-Stouffville granted approval, subject to conditions, for a plan of subdivision consisting of seven industrial/employment blocks and four blocks to protect the tributary to Berczy Creek. Servicing for the draft plan was approved to be provided by individual well and septic systems.

Since 2004, the Draft Plan Approval has received Draft Plan extension by Council eight (8) times, most recently in February 2025. The current lapsing date for the Draft Plan Approval is March 4, 2027.

Staff note that in 2024, the Applicant brought forward an application for Revisions to Draft Plan approval, which included many of the site's previously draft approved small industrial blocks consolidated into three larger industrial blocks, as shown on **Figure 3** below. Staff note that this request to create large industrial blocks on the property was a response to market trends that have seen increased demand for large, warehouse-style buildings, rather than smaller industrial condominium units which the site would have previously facilitated.

Staff note that the Applicant is continuing to work towards clearing the Draft Plan Conditions associated with their subdivision approval. The detailed design of the subdivision, including roads, stormwater management, and other engineering matters are also being reviewed under this scope.

**Figure 3: Approved Draft Plan of Subdivision**



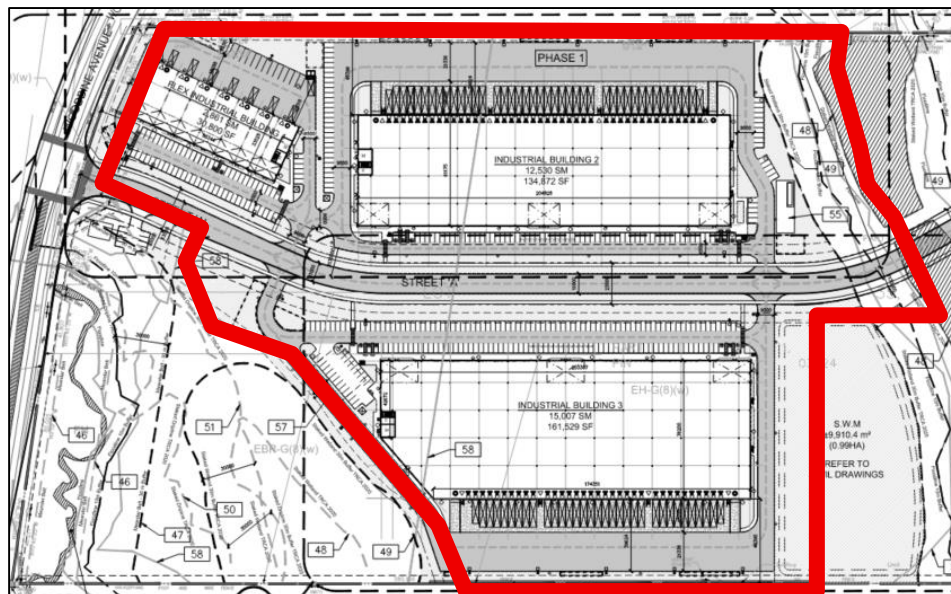
**2.4 Site Plan Control Application (File No. SPA22.010)**

A Site Plan Control Application (File No. SPA22.010) is currently under review for the lands located on the western portion of the subject property (Blocks 1 and 2). The proposal consists of a three-building industrial development that would be accessible via the east-west road that is proposed to be sited centrally within the site. Further details on the proposed development can be found under **Section 3.5** of this report.

To date, five submissions have been reviewed by departments and agencies, with comments most recently provided to the Applicant in early December 2025. In the most recent submission, several zoning non-conformities were highlighted by Staff, which are proposed to be addressed as part of this Zoning By-law Amendment application.

**Figure 4** below is a copy of the most recent site plan submitted for File No. SPA22.010.

**Figure 4: Proposed Site Plan – Blocks 1 & 2**



### 3. Analysis:

The sections below provide an overview of the development as proposed for the subject property. This overview outlines the uses, buildings, and structures proposed on the subject site; provides a policy review and analysis, as well as outlines the required relief from the Town's Zoning By-law.

#### 3.1 Final Submission (January 2026)

A revised partial submission in support of application for Zoning By-law Amendment was submitted by the Applicant on January 26, 2026, and forms part of what is being presented to Council today, as well as staff's recommendation. Further, the revised submission did not contemplate any changes to the site's design or function – the revisions that were made consist of technical edits to the site plan drawing in order to confirm zoning requirements for the proposed development. Additionally, the Applicant's request to have a "Public Storage Facility" as an additional permitted use on the lands was adjusted – further discussion on this matter is contained in **Section 3.5** of the report. Overall, the subject Zoning By-law Amendment application continues to propose a phased, multi-building industrial development on the subject lands. Further details on the proposal can be found in **Section 3.2** below.

#### 3.2 Development Proposal

The Applicant is proposing to construct a phased industrial employment development on the subject property, which could include four (4) industrial buildings with a combined total gross floor area (GFA) of over 64,700 square metres. The various buildings are proposed to be accessed via an east-west public road ("Street A") that will be constructed across the site as part of the associated Draft Plan of Subdivision application (File No. 19T90.001).

As mentioned in **Section 2.4** of this report, the western portion of the subject property (Blocks 1 and 2) is currently being reviewed under Site Plan Control application file SPA22.010. This phase of the development contemplates over 30,000 square metres (325,000+ square feet) of industrial space spread across three (3) buildings. Two (2) of the buildings are proposed to be used for traditional industrial uses and will include warehouse space as well as ancillary office space. The third, smaller building is being proposed as a "flex-industrial" building, that could be used for traditional warehousing uses, or other employment uses appropriate for the lands.

Staff note that the proposed design of Block 3 (eastern portion of the site) is conceptual and subject to change, however, any future development would be subject to the zoning regulations that are applicable to that portion of the property. Presently, the Applicant is proposing a conceptual single industrial building with approximately 34,000 square metres (369,000+ square feet) of gross floor area (GFA) for this portion of the property. A Site Plan Application will be required in the future to permit any proposed development in compliance with the zoning requirements.

The proposed development on both the Phase 1 and 2 lands is designed to be serviced by private on-site sewer and water services.

**Table 1** below provides site statistics for the proposed buildings, and the corresponding phases they will be developed.

**Table 1: Proposed Development Statistics**

Building	Gross Floor Area (Square Metres)	Gross Floor Area (Square Feet)	Proposed Parking Spaces	Proposed Loading Spaces
<b>Phase 1 – West of the Creek</b>				
<b>Flex-Industrial Building 1</b>	2,861	30,795.54	68	8
<b>Industrial Building 2</b>	12,530	134,871.78	117	34
<b>Industrial Building 3</b>	15,007	161,534.00	183	34
<b>Subtotal</b>	<b>30,398</b>	<b>327,201.32</b>	<b>368</b>	<b>76</b>
<b>Phase 2 – East of the Creek</b>				
<b>Industrial Building 4 (Conceptual)</b>	34,370	369,955.60	TBD	TBD
<b>Total</b>	<b>64,768</b>	<b>697,156.92</b>	<b>368</b>	<b>76</b>

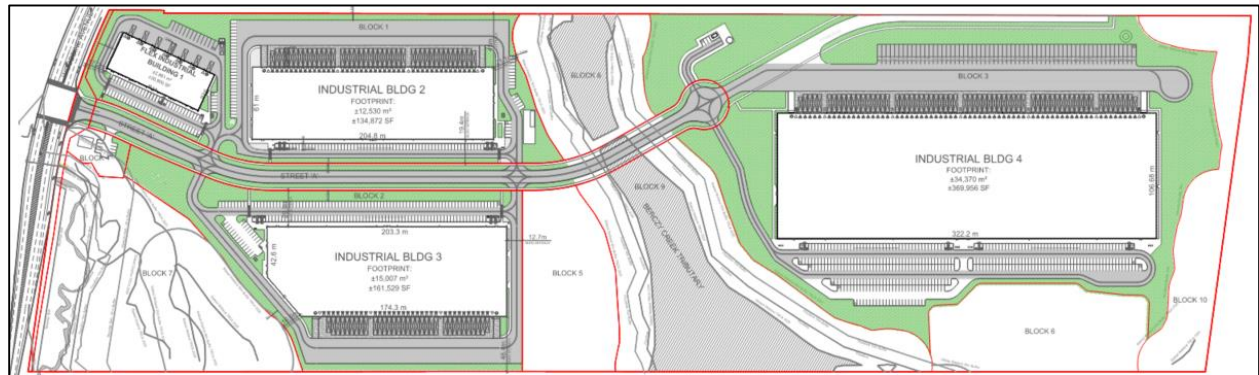
**Figure 5** below shows a rendering of one of the proposed industrial buildings for Phase 1 of the development.

**Figure 5: Rendering of Proposed Industrial Building**



**Figure 6** below displays an extract of the revised site plan drawing submitted to Town Staff in January 2026.

**Figure 6: Revised Site Plan Extract**



**Table 2** below provides the existing and proposed zoning being proposed as part of the application, as well as land uses.

**Table 2: Zoning Information**

Item	Existing	Proposed
Zoning	<ul style="list-style-type: none"> <li>• Employment Business Park – Gormley, Exception Eight, Water Restriction Zone <b>EBP-G(8)(w)</b></li> <li>• Employment Business Park – Gormley, Exception Nine, Water Restriction, Holding Symbol One Zone <b>EBP-G(9)(w)(h-1)</b></li> <li>• Employment Heavy – Gormley, Exception One, Water Restriction Zone <b>EH-G(1)(w)</b></li> <li>• Employment Heavy – Gormley, Exception Eight, Water Restriction Zone <b>EH-G(8)(w)</b></li> <li>• Flood Hazard Zone <b>FH</b></li> </ul>	<ul style="list-style-type: none"> <li>• Remove the EBP-G(8)(w) Zone</li> <li>• Revise the existing zoning of the EH-G(1)(w), EH-G(8)(w), and EBP-G(9)(w)(h-1) Zones, and adjust Zone boundaries</li> <li>• Rezone certain environmental lands to the FH Zone</li> </ul>
Use	Vacant	Industrial buildings

**Table 3** below provides an overview of the required zoning for each block on the subject property, as well as the Applicant’s proposed amendments. Proposed zoning by-law amendments are highlighted in **blue**.

Staff note that a review of the applicable and proposed zoning was completed for each of the property’s development blocks as these will eventually be reflected as property lines following registration of the associated Draft Plan (File No. 19T-90.001). Currently, the subject property is one single parcel.

**Table 3: Zoning Regulations & Proposed Amendments**

<b>Block 1 – Proposed EH-G(8)(w)</b>		
<b>Regulation</b>	<b>Required in EH-G</b>	<b>Proposed in EH-G(8)(w)</b>
Minimum Lot Area	0.8 hectares	4.3 hectares
Minimum Lot Frontage	30 metres	60.62 metres (Woodbine Avenue)
Minimum Front Yard Setback	10 metres	17.2 metres
Minimum Landscape Strip in Front Yard	4.5 metres	6.22 metres
Minimum Interior Side Yard Setback	7.5 metres	19.5 metres (north)
Minimum Landscape Strip in Interior Side Yard	4.5 metres	Applicant has requested that this provision not apply where an interior side yard abuts a Stormwater Management Block.
Minimum Exterior Side Yard Setback	10 metres	19.4 metres (south)
Minimum Landscape Strip in Exterior Side Yard	4.5 metres	4.54 metres
Minimum Rear Yard Setback	10 metres	21.1 metres (east)
Minimum Landscape Strip in Rear Yard	4.5 metres	Applicant has requested that this provision not apply.
Minimum Building Gross Floor Area	186 square metres	15,391 square metres
Maximum Building Height	12 metres	Applicant has requested a maximum building height of 20 metres.
Minimum Landscaped Area	10% of lot	16.85%
Front Yard Landscaped Area	50% of front yard area	59% of front yard area
Accessory Outdoor Storage	40% of lot area on lots less than 2.4 hectares; 60% of lot area on lots greater than 2.4 hectares	No outdoor storage shown on site plan. Staff note that 60% permitted as-of-right.
Maximum Lot Coverage	35%	Applicant has requested a maximum lot coverage of 50%.
Minimum Setback to Hedgerow	3 metres	Applicant has requested that this provision not apply.
Standard Parking Spaces	94-177 spaces depending on use	185 spaces

Barrier-Free Parking Spaces	4-7 spaces depending on use	8 spaces
Large Loading Spaces	6 large loading spaces	43 large loading spaces
<b>Block 2 – Proposed EH-G(8)(w)</b>		
<b>Regulation</b>	<b>Required in EH-G</b>	<b>Proposed in EH-G(8)(w)</b>
Minimum Lot Area	0.8 hectares	3.8 hectares
Minimum Lot Frontage	30 metres	321.51 metres (future Street 'A')
Minimum Front Yard Setback	10 metres	29.9 metres
Minimum Landscape Strip in Front Yard	4.5 metres	9.13 metres
Minimum Interior Side Yard Setback	7.5 metres	12.7 metres (east) 16.6 metres (west)
Minimum Landscape Strip in Interior Side Yard	4.5 metres	Applicant has requested that this provision not apply where an interior side yard abuts a Stormwater Management Block.  5 metres proposed (west).
Minimum Rear Yard Setback	10 metres	46.4 metres (south)
Minimum Landscape Strip in Rear Yard	4.5 metres	Applicant has requested that this provision not apply.
Minimum Building Gross Floor Area	186 square metres	15,007 square metres
Maximum Building Height	12 metres	Applicant has requested a maximum building height of 20 metres.
Minimum Landscaped Area	10% of lot	18.79%
Front Yard Landscaped Area	50% of front yard area	Applicant has requested that this provision not apply.
Accessory Outdoor Storage	40% of lot area on lots less than 2.4 hectares; 60% of lot area on lots greater than 2.4 hectares	No outdoor storage area shown on site plan. Staff note that 60% permitted as-of-right.
Maximum Lot Coverage	35%	Applicant has requested a maximum lot coverage of 50%.
Minimum Setback to Hedgerow	3 metres	Applicant has requested that this provision not apply.
Standard Parking Spaces	91 spaces	184 spaces
Barrier-Free Parking Spaces	4 spaces	6 spaces

Large Loading Spaces	6 large loading spaces	34 large loading spaces
<b>Block 3 – Proposed EH-G(1)(w)</b>		
<b>Regulation</b>	<b>Required in EH-G</b>	<b>Proposed in EH-G(1)(w)</b>
Minimum Lot Area	0.8 hectares	9.99 hectares
Minimum Lot Frontage	30 metres	Applicant has requested a minimum lot frontage of 10 metres.  <u>Staff note:</u> Draft By-law identifies the northerly lot line as the front lot line, as shown in <b>Attachment 2</b> .
Minimum Front Yard Setback	10 metres	Staff have requested a minimum front yard setback of 20 metres.
Minimum Landscape Strip in Front Yard	4.5 meters	Applicant has requested that this provision not apply.
Minimum Interior Side Yard Setback	7.5 metres	Applicant has requested a minimum interior side yard setback of 7.5 metres.
Minimum Landscape Strip in Interior Side Yard	4.5 metres	Applicant has requested that this provision not apply.
Minimum Rear Yard Setback	10 metres	Applicant has requested a minimum rear side yard setback of 7.5 metres.
Minimum Landscape Strip in Rear Yard	4.5 metres	Applicant has requested that this provision not apply.
Minimum Building Gross Floor Area	186 square metres	34,370 square metres ( <i>conceptual</i> )
Maximum Building Height	12 metres	Applicant has requested a maximum building height of 20 metres.
Minimum Landscape Area	10% of lot	<b>TBD. Proposed development will need to conform to “parent zone” regulations at the time of Site Plan Control application review, as no site-specific request has been made.</b>
Front Yard Landscape Area	50% of front yard area	Applicant has requested that this provision not apply.
Accessory Outdoor Storage	40% of lot area on lots less than 2.4 hectares; 60% of lot area on lots greater than 2.4 hectares	No outdoor storage area shown on site plan. Staff note that 60% permitted as-of-right.
Maximum Lot Coverage	35%	Applicant has requested a maximum lot coverage of 50%.
Minimum Setback to Hedgerow	3 metres	Applicant has requested that this provision not apply.

Standard Parking Spaces	207 spaces <i>(based on concept plan)</i>	TBD. Proposed development will need to conform to “parent zone” regulations at the time of Site Plan Control application review, as no site-specific request has been made.
Barrier-Free Parking Spaces	7 spaces <i>(based on concept plan)</i>	TBD. Proposed development will need to conform to “parent zone” regulations at the time of Site Plan Control application review, as no site-specific request has been made.
Large Loading Spaces	8 large loading spaces <i>(based on concept plan)</i>	TBD. Proposed development will need to conform to “parent zone” regulations at the time of Site Plan Control application review, as no site-specific request has been made.
<b>Block 4 – Proposed EBP-G(9)(w)(h-1)</b>		
<b>Regulation</b>	<b>Required in EBP-G(9)(w)(h-1)</b>	<b>Proposed in EBP-G(9)(w)(h-1)</b>
Minimum Lot Area	0.17 hectares	Applicant has requested a minimum lot area of 0.15 hectares.
Minimum Lot Frontage	23 metres	Applicant has requested a minimum lot frontage of 7.5 metres.

### 3.3 Applicable Provincial, Regional, and Town Policies

This section will establish the current and relevant policy environment that forms part of the review of the planning applications. The overview will include Provincial Plans and policies, York Region Official Plan, and the Town’s current Official Plan and Secondary Plan.

#### 3.3.1 Provincial Planning Statement (PPS), 2024

The Provincial Planning Statement 2024 (PPS 2024) is a consolidated statement of the Provincial Government’s policies on how municipalities shall manage, and direct land uses to achieve efficient development and land use patterns.

Relevant policies of the PPS 2024 as they relate to the proposal are as follows:

Section 2.8 (Employment) notes that planning authorities shall promote economic development and competitiveness by:

- a) “providing for an appropriate mix and range of employment, institutional, and broader mixed uses to meet long-term needs;
- b) providing opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range

- of economic activities and ancillary uses, and take into account the needs of existing and future businesses; and
- c) addressing land use compatibility adjacent to employment areas by providing an appropriate transition to sensitive land uses”.

Additionally, this section notes that planning authorities shall plan and protect employment areas by:

- a) “prohibiting residential uses, commercial uses, public service facilities and other institutional uses;
- b) prohibiting retail and office uses that are not associated with the primary employment use; and
- c) including an appropriate transition to adjacent non-employment areas to ensure land use compatibility and economic viability”.

For reference, the PPS, 2024 defines employment areas as:

“areas designated in an official plan for clusters of business and economic activities including manufacturing, research and development in connection with manufacturing, warehousing, goods movement, associated retail and office, and ancillary facilities. An employment area also includes areas of land described by subsection 1(1.1) of the Planning Act. Uses that are excluded from employment areas are institutional and commercial, including retail and office not associated with the primary employment use listed above”.

Section 3.6 (Sewage, Water and Stormwater) notes that “where municipal sewage services and municipal water services or private communal sewage services and private communal water services are not available, planned or feasible, individual onsite sewage services and individual on-site water services may be used provided that site conditions are suitable for the long-term provision of such services with no negative impacts”.

Staff note that the proposed development demonstrates conformity with the PPS policies by supporting economic development by preserving strategic employment lands in the Town’s Secondary Plan area, providing a supply of suitable employment facilities for future tenants, and ensuring appropriate land use transitions to protect sensitive areas. The proposal complies with servicing policies of the PPS by confirming that appropriate sewage, water, and stormwater solutions are in place or can be accommodated and ensuring no negative impacts on site conditions or surrounding uses.

Staff note that the Applicant had requested that a “Public Storage Facility” be a permitted use on the subject lands, specifically within 130 metres of Woodbine Avenue. However, through review of the PPS policies, it was determined that this use was not consistent with the permitted uses within employment areas. Further discussion on this matter is contained in **Section 3.4** of the report.

### 3.3.2 Oak Ridges Moraine Conservation Plan (ORMCP), 2017

The subject property is located within the Oak Ridges Moraine, and as a result, the policies of the Oak Ridges Moraine Conservation Plan (ORMCP) apply. In November 2001, the Province enacted the Oak Ridges Moraine Conservation Act, which established the authority for the development of a policy framework for the protection of the Oak Ridges Moraine feature. In April 2002, the Province released the Oak Ridges Moraine Conservation Plan. An amendment to the ORMCP was approved by the Lieutenant Governor in Council and became effective July 1, 2017.

The subject property is located within the “Rural Settlement” designation of the ORMCP. Rural Settlements are hamlets or similar small, generally long-established communities within the Countryside Area.

Relevant to this application are the policies contained within Section 17(3) of the ORMCP, which states the following:

*Nothing in this Plan applies to prevent a use or the erection or location of a building or structure within a Rural Settlement if:*

- a. the use, erection and location would have been permitted by the applicable zoning by-law on November 15, 2001;*
- b. the use, erection and location are permitted by the applicable Official Plan and Zoning By-laws as amended in accordance with Sections 9 and 10 of the Act to bring them into conformity with this Plan, although they do not comply with the provisions listed in subsections 19 (2) and 31 (3).*

For the purposes of the above policies, the Community of Gormley Secondary Plan policies were approved by the Ontario Municipal Board in June 1996 as Official Plan Amendment No. 88.

Staff are of the opinion that the proposal is consistent with the policies of the Oak Ridges Moraine Conservation Plan.

### 3.3.3 York Region Official Plan (YROP), 2022

The York Region Official Plan (YROP) was approved as modified by the Province on November 4, 2022, and on July 1, 2024, the Region was deemed an upper-tier without planning responsibilities (Bill 185). Per Section 70.13(2) of the Planning Act, an Official Plan of an upper-tier municipality without planning responsibilities that is in effect, which applies to any area of a lower-tier municipality, is deemed to be an Official Plan of the lower-tier municipality until the lower-tier municipality revokes or amends it. Therefore, the YROP policies continue to apply as administered by the Town.

The subject property is located within the “Hamlet” designation of the YROP.

The YROP states that development in Hamlets shall be of an appropriate size and scope to ensure compatibility with the surrounding community in the context of use of land, buildings and structure size, area, density, and height, in accordance with local official plan policies.

Staff note that the proposed development is reflective of and generally in conformity with the surrounding land use context in the Gormley area with regards to its use, form, and design. Staff can confirm that the proposed development does not require a Regional Official Plan Amendment as the proposal conforms with the policies and permitted uses of the YROP.

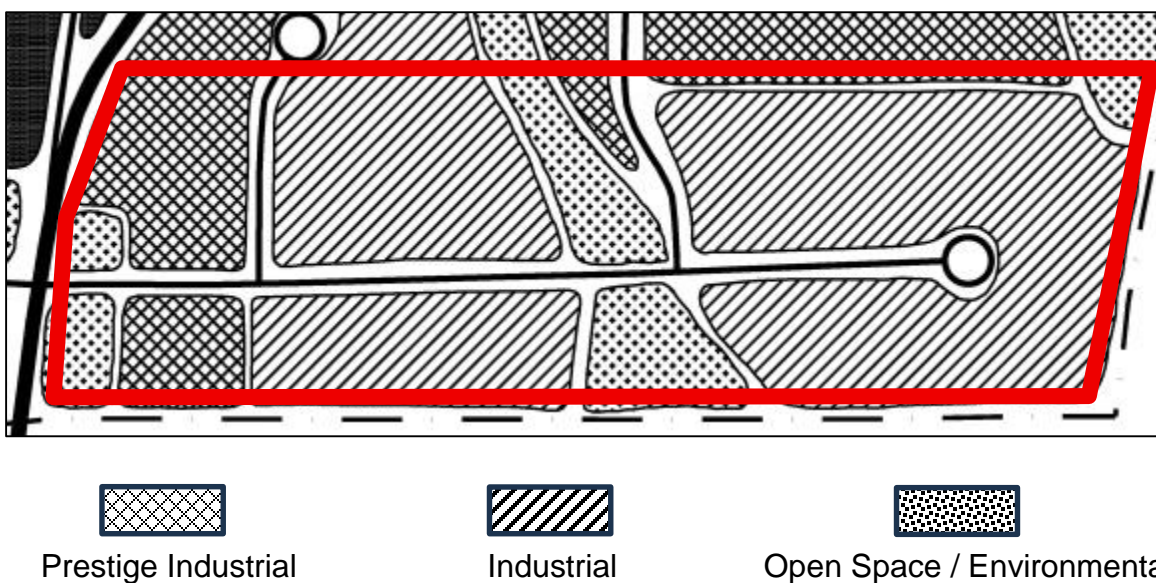
**3.3.4 Town Official Plan: Gormley Industrial Secondary Plan, 2004**

The Town’s New Official Plan was approved by the Province in September of 2025. The Town’s New Official Plan proposed to designate the subject property “Employment Business Park”, “Industrial Area”, and “Significant Environmental Area”. However, Staff note that certain portions of the New Official Plan were deferred, including all Employment Area policies. As such, the Town’s former Official Plan policies (2004), specifically those of the Gormley Industrial Secondary Plan continue to apply to the subject property.

Under Schedule A of the Gormley Industrial Secondary Plan (2004), the subject property is designated “Prestige Industrial”, “Industrial”, and “Open Space / Environmental”.

**Figure 7** below shows an extract of Schedule A of the Gormley Industrial Secondary Plan, highlighting the designations of the property. The subject property is outlined in **red**.

**Figure 7: Gormley Industrial Secondary Plan – Schedule A Extract**



The 'Prestige Industrial' designation encourages the development of dry industrial uses on landscaped lots. The intent of this designation is to provide appropriate buffering to adjacent residential uses and/or major roads and intersections in order to minimize impacts and ensure aesthetic appeal.

The 'Industrial' designation is intended for lands to be utilized for industrial uses, that may have limited outdoor storage.

Lands designated 'Open Space / Environmental' are subject to the 'Significant Environmental Area' provisions on the Official Plan. These lands recognize a variety of features possessing significant environmental attributes or functions, as well as valley and stream corridors. Lands designated 'Open Space / Environmental' are intended to be conserved, enhanced, and preserved.

Staff note that the proposed development, including the proposed permitted uses, are in conformity with the Town's in-effect Official Plan, and that an Official Plan Amendment is not required for the subject proposal.

Staff note that all landscaping design for the site will be reviewed and approved through future and concurrent applications to ensure that the intended character of the area is augmented and reinforced, as well as compatible with the existing residential development located in proximity to the site.

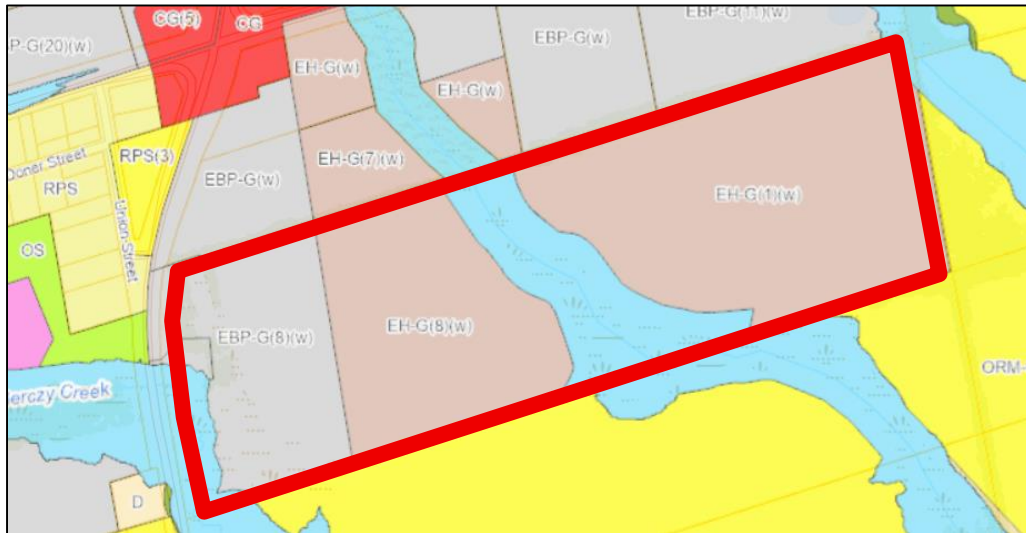
### **3.3.5 Comprehensive Zoning By-law 2010-001-ZO**

As per Zoning By-law 2010-001-ZO, the subject property is presently split-zoned, consisting of the following zones:

- Employment Business Park – Gormley, Exception Eight, Water Restriction Zone **EBP-G(8)(w)**
- Employment Business Park – Gormley, Exception Nine, Water Restriction, Holding Symbol One Zone **EBP-G(9)(w)(h-1)**
- Employment Heavy – Gormley, Exception One, Water Restriction Zone **EH-G(1)(w)**
- Employment Heavy – Gormley, Exception Eight, Water Restriction Zone **EH-G(8)(w)**
- Flood Hazard Zone **FH**

**Figure 8** shows an extract of the site's zoning. The subject property is outlined in **red**.

**Figure 8: Zoning Map Extract**



Staff note that the property’s zoning was last updated in 2013, at which time site-specific regulations for each zone were drafted to reference the blocks identified in the associated Draft Plan (File 19T-90.001) and the uses assigned to those blocks. These zoning regulations were extremely specific to the previously proposed uses that were contemplated on the site as well as uses occurring on adjacent properties. Overall, the previous site-specific zoning is not compatible with the present development proposal.

Since 2013, the applicant has submitted revisions to the previously approved Draft Plan of Subdivision, resulting in changes to the block layout and overall configuration. As a consequence, the blocks referenced in the existing site-specific zoning provisions no longer exist.

**Figure 9** below provides a reference of the various Blocks on the latest approved Draft Plan.

**Figure 9: Blocks as per Approved Draft Plan**



### 3.3.6 Proposed Zoning By-law Amendment (File No. ZBA25.013)

To facilitate the proposed industrial development the Applicant is seeking to amend the existing zoning on the property, as well as rezone portions of the site. The subject property is proposed to be rezoned as follows:

#### Existing Zoning:

- Employment Business Park – Gormley, Exception Eight, Water Restriction Zone **EBP-G(8)(w)**
- Employment Business Park – Gormley, Exception Nine, Water Restriction, Holding Symbol One Zone **EBP-G(9)(w)(h-1)**
- Employment Heavy – Gormley, Exception One, Water Restriction Zone **EH-G(1)(w)**
- Employment Heavy – Gormley, Exception Eight, Water Restriction Zone **EH-G(8)(w)**
- Flood Hazard Zone **FH**

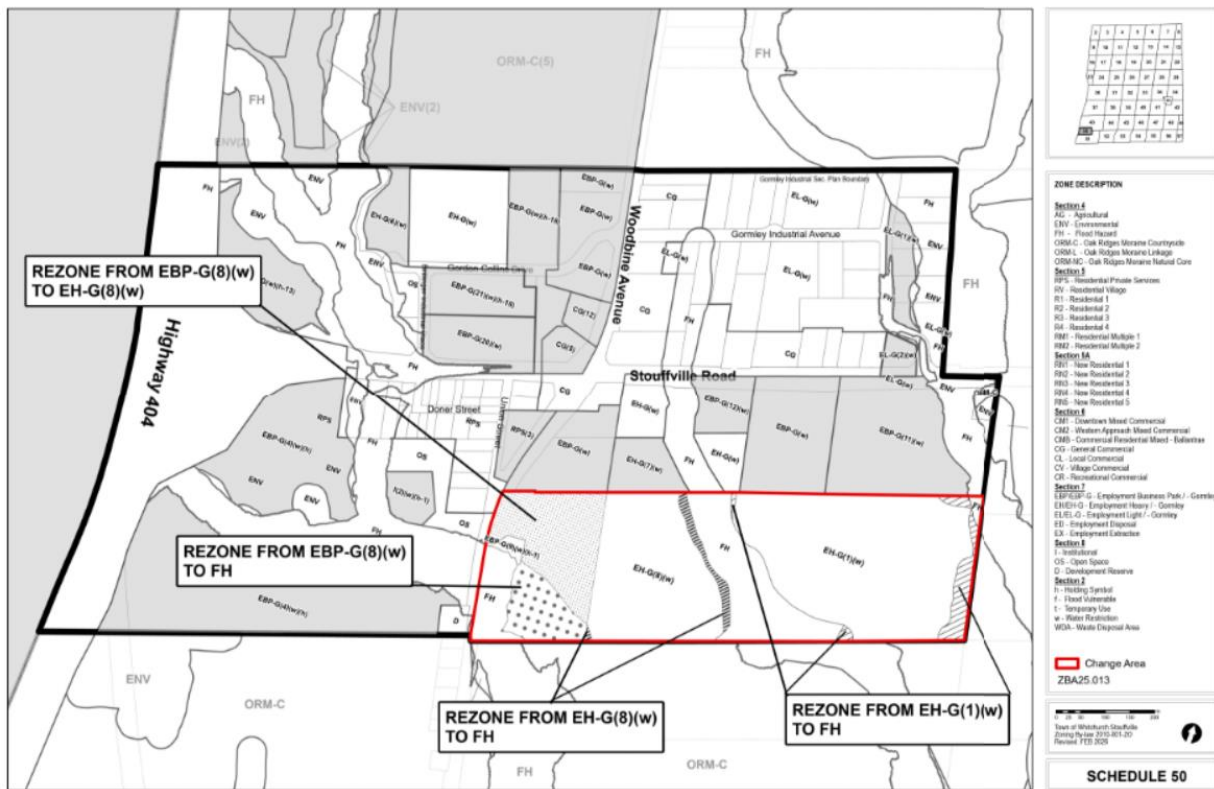
#### Proposed Zoning:

- Remove the EBP-G(8)(w) Zone
- Revise the existing zoning of the EH-G(1)(w), EH-G(8)(w), and EBP-G(9)(w)(h-1) Zones, as well as adjust respective Zone boundaries
- Rezone certain environmental lands to the FH Zone

**Figure 10** below is a copy of the proposed Zoning Amendment map. Staff note that the primary changes reflected on this map include the deletion of the “Employment Business Park – Gormley, Exception Eight, Water Restriction Zone”, which presently abuts Woodbine Avenue; and replacing it with the “Employment Heavy – Gormley, Exception Eight, Water Restriction” zoning that currently exists immediately to the east. This is proposed so that the Phase 1 development lands are not split-zoned, allowing for one set of zoning regulations to be applied.

Other notable changes include the addition of flood hazard lands throughout the site in order to provide buffers to adjacent key natural heritage and hydrologic features that have been identified through accompanying environmental and servicing studies which have been completed as part of the Draft Plan of Subdivision and Site Plan Control application processes.

Figure 10: Proposed Zoning Amendment



Staff note that the proposed amendment is generally consistent with the previously approved and in-effect zoning categories and permitted uses on the lands; however, due to draft plan changes and the new form of development contemplated on the site, modifications are required to update references, determine frontages, lot lines, etc. for the now “new” blocks in order to establish regulations and align the zoning with the revised plan. The amendment seeks to consolidate and streamline the zoning provisions to reflect the current development framework. Further discussion on the specifics of the proposed amendment can be found below.

**Proposed Permitted Uses:**

The Applicant has proposed additional permitted uses within 130 metres of the site’s Woodbine Avenue frontage, specifically, to permit “all EBP-G zone uses” within this area.

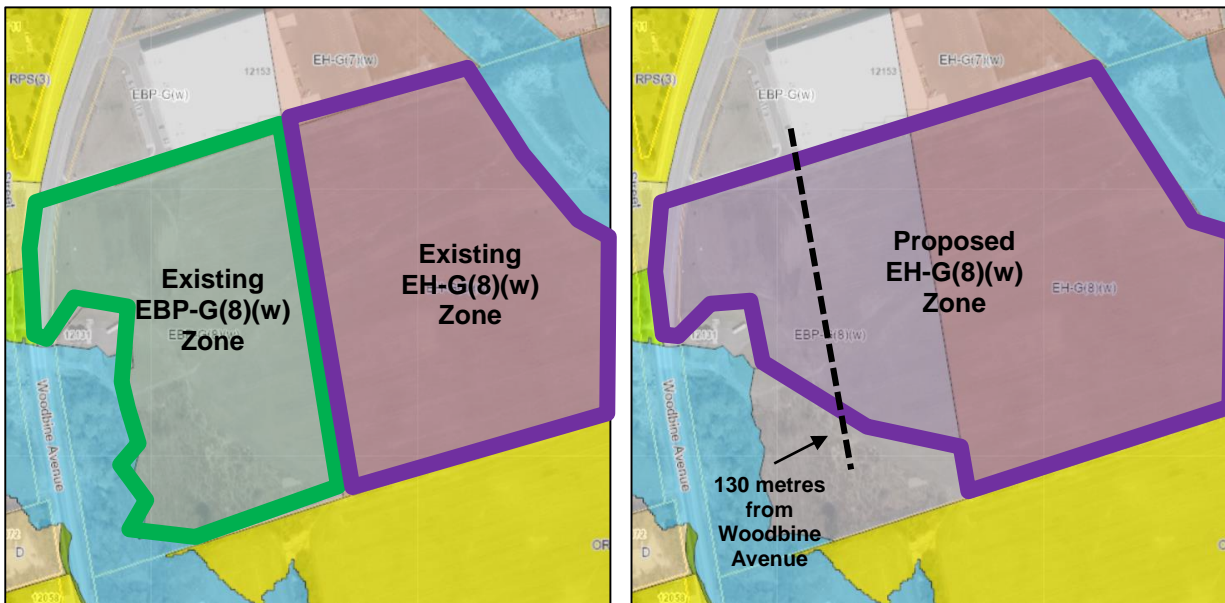
Staff note that presently, the site’s zoning on this portion of the property (ie. 130 metres of Woodbine Avenue) is EBP-G(8)(w). This is demonstrated in **Figure 11** below.

As previously discussed, the Applicant is proposing to remove the “Employment Business Park – Gormley, Exception Eight, Water Restriction” zone, and replace it with the “Employment Heavy – Gormley, Exception Eight, Water Restriction” zoning that currently exists immediately to the east (see **Figure 12**). This is intended to avoid split zoning on

the site, ensuring that a single, cohesive set of zoning regulations apply to the Phase 1 development lands.

**Figure 11: Existing Zoning (Phase 1)**

**Figure 12: Proposed Zoning (Phase 1)**



In Staff’s opinion, it is appropriate to continue to allow the EBP-G use permissions within 130 metres of the site’s Woodbine Avenue frontage. This approach does not introduce new uses; rather, it maintains the existing permissions that exist today. In Staff’s opinion, this proposed amendment is largely administrative and supports consistency with previous approvals, while also facilitating a more logical and functional application of zoning regulations to the revised block layout.

**Site-Specific Regulations:**

Staff note that presently, the site-specific zoning that is in place on the property is extremely specific to the previous Draft Plan of Subdivision that was approved for the lands. This Draft Plan, originally approved in 2004, contemplated seven small industrial blocks on the property, as opposed to the revised Draft Plan (2024), that now proposes three large blocks. The site-specific zoning standards that were originally established on the property to align with the previous Draft Plan are not compatible with the development as presently proposed, given the adjustments to the size and shape of the Blocks / future lots, as well as changes to the types of uses being contemplated.

As part of the subject zoning by-law amendment application, various site-specific regulations have been requested for both phases of the proposed development in order to align the site’s zoning with the present form of development being contemplated on the property. These regulations include adjustments to required setbacks, landscaping, height, and lot coverage. Overall, the proposed development seeks to expand the developable area of the site while accommodating technical constraints that have been identified through associated Draft Plan and Site Plan Control applications.

Typically, zoning regulations related to landscaping, lot coverage, and setbacks are established in order to accommodate stormwater management and site-buffering on industrial properties.

With respect to site-buffering, Staff note that the majority of the landscaping-related amendments being requested at this time are in response to deficiencies that have been identified as part of the on-going Site Plan Control application (Phase 1 lands) and have minimal impact beyond the subject site. These requests have been vetted by staff through both the subject Zoning By-law Amendment application, as well as the Site Plan Control application. Staff are confident that appropriate landscaping and site-buffering will be achieved on the subject lands as these matters will be reviewed and required by the associated Site Plan Control application and Draft Plan Conditions.

With respect to impacts on stormwater management, staff note that the associated Draft Plan and Site Plan Control applications have required comprehensive technical studies and design measures in order to address this matter. Further, stormwater management blocks have been established on the associated Draft Plan of Subdivision that will accommodate the site's future stormwater and drainage. Further, by directing stormwater to dedicated stormwater management blocks (ponds), both the Phase 1 and 2 lands can be maximized for development purposes. Staff are of the opinion that the associated Draft Plan and Site Plan Control applications will address any concerns related to stormwater management, and that the requested zoning amendments are appropriate at this time.

In Staff's opinion, the site-specific regulations that are proposed are technical in nature, and appropriate for the form of development that is being contemplated on the lands. The proposed zoning is largely reflective of the zoning standards that are applicable to the "parent" Employment zones in the Gormley area, and compatible with the employment function of the surrounding area.

### **3.4 Proposed Public Storage Facility Use**

#### **Present Policy Interpretation**

Staff note that the Applicant had requested that a "Public Storage Facility" be a permitted use on the subject lands, specifically within 130 metres of Woodbine Avenue.

The intent behind this request was to provide greater flexibility for the eventual future tenant of "Flex-Industrial Building 1". However, through staff's review of the Provincial Planning Statement (PPS), 2024 policies, it was determined that this use is not consistent with the permitted uses of employment areas. Further, The PPS definition of "employment areas" places emphasis on manufacturing and research and development uses in connection with warehousing, and specifically excludes institutional, commercial, retail and office uses that are not associated with a primary employment use.

In Staff's opinion, a "Public Storage Facility" is considered neither a manufacturing or research and development use and is not consistent with the PPS's interpretation of

warehousing. Further, warehousing is typically associated with inventory management, distribution, logistics, etc., as opposed to personal public storage. Because of this, staff are unable to recommend support of this proposed additional permitted use at this time.

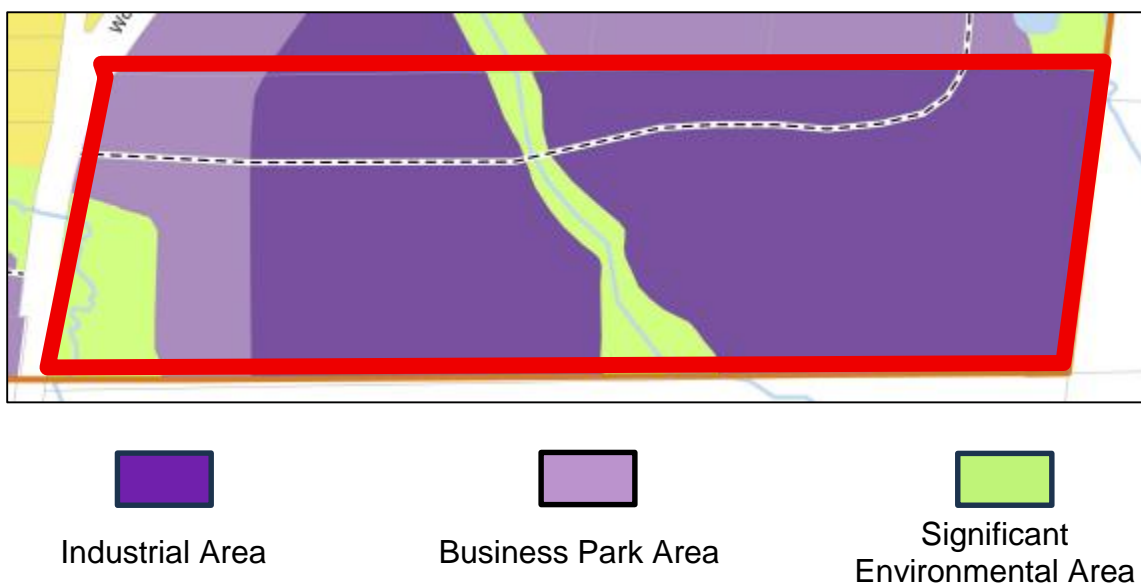
**Future Compatibility Potential**

The Town is currently undertaking an Employment Area Policy Review, that will result in an amendment to the Town’s Official Plan to align the employment area designations and permitted uses with the Provincial Planning Statement (PPS), 2024.

Further, the PPS (2024) and amendments to the *Planning Act* revised and more narrowly scoped the range of permitted uses within traditional employment areas to focus primarily on manufacturing, research and development in connection with manufacturing, warehousing, goods movement, associated retail and office, and ancillary facilities. As such, the Minister of Municipal Affairs and Housing withheld a decision on the employment area designations and policies in the Town’s New Official Plan, until such time as the Town updates the policies to ensure that the designation is appropriate to the planned function of employment areas and aligns with the employment area permitted uses, in accordance with the PPS, 2024.

Staff note that the Town’s New Official Plan did contemplate permitting a Public Storage Facility in the Town’s Business Park Area designations, while directing more industrial type uses to the Industrial Area designations. For reference, the Town’s New Official Plan proposed that the western portion of the subject site, adjacent to Woodbine Avenue, be designated Employment Business Park (see **Figure 13** below).

**Figure 13: New Official Plan Designation – Schedule H (Deferred)**



Through the Employment Area Policy Review it is anticipated that the Business Park Area designation will be planned to function as an employment supportive designation which may permit a broader range of business, commercial, and retail uses to serve employment areas. Town-led consultation on the recommendations of the Review is anticipated to occur in March/April, followed by a Statutory Public Meeting in May, and anticipated Council approval of the Official Plan Amendment in June. The Review is being undertaken concurrently with the Town's Comprehensive Zoning By-law Review to ensure alignment with the Official Plan policies and the more detailed regulations and permitted uses in the New Zoning By-law.

Should the Employment Area Policy Review result in a Public Storage Facility use being permitted in the Business Park Area designation, Staff would be supportive of permitting this use on the subject lands, specifically within 130 metres of Woodbine Avenue.

In order to capture this request, Staff have included language in the associated Site-Specific Zoning By-law that could allow this use on the subject lands in the future pending the outcome of the policy review (see **Figure 14** below).

#### **Figure 14: Zoning Language re: Future Public Storage Facility Use**

2. Permitted Uses Within 130 metres of Woodbine Avenue:

- i. All uses permitted in the EBP-G Zone.
- ii. Public Storage Facility (1)

3. Qualifying Notes to Permitted Uses:

- (1) The use of the lands for a Public Storage Facility is deferred until such time as the Employment Area Policies are updated within the Town's Official Plan to include such uses.

The site-specific zoning by-law has been structured to respond to the request for permitting a Public Storage Facility use on the subject lands. Importantly, it does not immediately allow the use on the property, but instead includes language that enables this permission to be granted only if the Employment Area Policy Review concludes that a Public Storage Facility is a permitted use within the Employment Business Park designation. This conditional approach ensures that the by-law is fully aligned with the Town's evolving policy framework and supports future flexibility without pre-empting the outcome of the policy review.

If the Employment Area Policy Review determines that a Public Storage Facility use is permitted within the Employment Business Park designation, then the property's site-specific zoning would be updated as part of a zoning by-law housekeeping amendment,

which would remove reference to “Qualifying Note (1)”. The by-law would simply read that a Public Storage Facility use is permitted within 130 metres of Woodbine Avenue.

Should the Employment Area Policy Review determine that a Public Storage Facility use is not viable within the Employment Business Park designation, then the qualifying note would maintain that the Public Storage Facility use is not permitted on the lands. Staff note that if the Employment Area Policy Review does not result in this use being permitted on the subject lands, the zoning on the property should continue to provide necessary flexibility that would be attractive to other tenants/end users of “Flex Industrial Building 1”.

Staff are of the opinion that this approach appropriately acknowledges and addresses the Applicant’s request within current policy limits and offers future guidance on supportability. Notwithstanding, staff note that Council does have the authority to permit this use on the lands at this time, should they wish to do so.

### **3.5 Site Design & Future Site Plan Control Application**

As mentioned in **Section 2.4** of this report, a Site Plan Control application (File No. SPA22.010) is currently under review for the western portion of the site (Blocks 1 and 2). This application will continue to be reviewed concurrently with Zoning By-law Amendment application ZBA25.013 until departments and agencies are satisfied with the submission materials.

Staff note that should Council approve the subject application for Zoning By-law Amendment, a Site Plan Control application would be required in the future to address site design matters on the eastern portion of the site (Block 3). It is anticipated that such an application will be submitted following the completion of the Zoning By-law Amendment, if approved.

Some of the site design and land use specific matters that will be reviewed during the future processing of the Site Plan Control application include, but are not limited to:

- a) Architectural design of the proposed building;
- b) Landscape design of the site, including fencing, landscaping, and screening requirements for any Outdoor Accessory Storage areas proposed; and
- c) Parking area, vehicular circulation, loading facilities, road connections, etc. d) Technical Engineering review, including but not limited to: grading, stormwater management, noise, and servicing.

### **3.6 Public Comments**

Staff note that no public comments were received during the processing of this application.

### **3.7 Basis for Recommendation**

The Development Planning Division has no objection to the proposed Zoning By-law Amendment application as discussed in the sections above. Staff note that should the subject proposal be approved by Council, any outstanding technical and/or site design matters will be reviewed and addressed at the Site Plan Control application stage. It is Staff's opinion that the proposed development is generally in conformity with and supportable under applicable Provincial, Regional, and the Town's policy frameworks.

## **4. Options:**

Further to the analysis undertaken in **Section 3** of this report, Town staff are satisfied that the proposed Zoning By-law Amendment is appropriate for the development of the subject lands, as the proposal is generally in conformity with provincial, regional, and municipal plans and policies. Staff are satisfied that the requested Zoning By-law Amendment application represents good planning, and will contribute to the continued development and intensification of the Gormley Secondary Plan area.

### **4.1 Option A (Recommended)**

That Council approve the site-specific Zoning By-law Amendment for the subject property. This option is recommended as the proposed application represents good planning and is supportable under Provincial Policy, as well as the Town and Region's policy framework.

### **4.2 Option B**

That Council does not pass the site-specific Zoning By-law Amendment for the subject property. This option is not recommended as the proposed application represents good planning and is supportable under Provincial Policy Regional and the Town's policy framework.

## **5. Financial Implications:**

None.

## **6. Broader Intergovernmental Impacts and/or Considerations:**

Please refer to **Section 3.3** above.

## **7. Communication:**

- Statutory notification requirements completed in accordance with the requirements of the Planning Act.
- Council Agenda circulated to interested parties in advance of Council Hearing.

- Notice of Decision to be circulated as per requirements of the Planning Act.

## **8. Alignment with Strategic Plan:**

1. A Town that Grows  
A Town that grows in support of complete communities

## **9. Attachments:**

Attachment 1 – Location Map  
Attachment 2 – Site Plan Drawing  
Attachment 3 – Approved Draft Plan of Subdivision

## **10. Related Reports:**

April 6, 2004 – Miller Paving LTD. Proposed Plan of Subdivision and Zoning By-law Amendment

March 4, 2008 – Report #7, [Request for Extension of Draft Plan Approval, Miller Paving Limited](#)

February 15, 2011 – Report #1, [Request for Extension of Draft Plan Approval, Miller Paving Ltd.](#)

February 12, 2013 – Report #1, [Request for Extension of Draft Plan Approval, Miller Paving Ltd.](#)

February 16, 2016 – Report #10, [Extension of Draft Plan Approval – 12131 Woodbine Avenue](#)

February 19, 2019 – Report #DS-004-19 [Extension of Draft Plan Approval – 12131 Woodbine Avenue](#)

March 2, 2022 – Report #DS-008-22 [Request for Extension to Subdivision Draft Plan Approval \(19T-90.001\) – 12131 Woodbine Avenue](#)

June 19, 2024 – Report #DS-032-24 [Revision to Draft Plan of Subdivision Approval \(19T90.001\) – 12131 Woodbine Avenue](#)

February 19, 2025 – Report #DS-002-25 [Request for Extension to Draft Plan of Subdivision Approval \(File No. 19T-90.001\) – 12131 Woodbine Avenue](#)

January 21, 2026 – Report #DS-002-26 [Application for Zoning By-law Amendment at 12131 Woodbine Avenue \(File No. ZBA25.013\)](#)

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**Review Confirmation:**

Reviewing Division	Review Required?				Reviewed By
Finance	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>	Yes	
Legal	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>	Yes	
Communications	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>	Yes	
Clerks	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>	Yes	