
Subject: Revision to Draft Plan of Subdivision Approval (19T-90.001)
- 12131 Woodbine Avenue

Staff Report No. DS-032-24

Commission: Development Services Commission

Date: June 19, 2024

Recommendation:

- 1) That Council direct Staff to issue a Notice of Decision to approve Revisions to Draft Plan of Subdivision File No. 19T-90.001, subject to the conditions as set out in Attachment 4 to Report No. DS-032-24, in accordance with Section 51(31) of the *Planning Act*.

1. Purpose:

The purpose of this report is to assess the merits of and make a recommendation respecting Revisions to Draft Plan Approval for an industrial plan of subdivision proposal located on the lands municipally know as 12131 Woodbine Avenue (the “Subject Lands”).

2. Executive Summary:

Town Staff are in receipt of a request for revisions to draft plan approval from Macaulay Shiomi Howson Ltd. (“Authorized Agent”) on behalf of White Owl Properties Ltd. (the “Owner”) for the Subject Lands. The revised draft plan proposes changes to the site’s road network, as well as a reduction to the number and size of blocks being proposed for future industrial development.

The application has been reviewed in consideration of provincial, regional, and town policies, and Staff are of the opinion that that application is generally consistent with and conforms to those policies and represents good planning.

3. Background:

3.1 Location and Property Overview

The subject lands are municipally known as 12131 Woodbine Avenue (Part of Lot 35, Concession 4 [M]), and are located on the east side of Woodbine Avenue, south of Stouffville Road, within the Community of Gormley. The land area of the draft plan of

subdivision totals approximately 30 hectares with a corresponding frontage on Woodbine Avenue of approximately 315 metres.

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

Figure 1 displayed below shows the location of the subject lands, outlined in red.

Figure 1 – Location of the Subject Lands



3.2 Previous Approvals

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.

Attachment 2 to this report is the layout of the draft plan of subdivision approved in 2004.

In granting Draft Plan Approval in 2004, the Town included a three-year lapsing provision with a Draft Plan Approval lapsing date of April 6, 2007. Subsequent to the initial draft plan approval in 2004, the following extensions were approved by Council:

- **April 6, 2007** – one-year extension (lapsing date on April 6, 2008).
- **March 4, 2008** – three-year extension (lapsing date on March 4, 2011).
- **February 15, 2011** – two-year extension (lapsing date on March 4, 2013). At that time, Council amended the conditions of draft plan approval to require that the Owner agree to design and construct a pressurized fire hydrant system with

adequate water supply to the satisfaction of the Fire Chief as part of the development of the subject lands.

- **February 12, 2013** – three-year extension (lapsing date on March 4, 2016).
- **February 16, 2016** – three-year extension (lapsing date on March 4, 2019).
- **February 19, 2019** – three-year extension (lapsing date on March 4, 2022). The Town's Engineering Department amended one condition with regards to stormwater management ponds. The Toronto and Region Conservation Authority (TRCA) added one condition with regards to the Owner completing a Natural Heritage Evaluation. York Region added and revised minor conditions with regards to updates to technical standards.
- **March 2, 2022** – three-year extension (lapsing date on March 4, 2025). York Region added and revised conditions that replaced their existing conditions through this extension. Town Staff encouraged the Owner to proceed with the clearing of draft plan conditions and subdivision prior to the March 4, 2025 lapsing date, as Staff may not continue to be supportive of any future requests for extension if no substantial progress on clearance of conditions is demonstrated by the Owner to complete the registration of the subdivision agreement.

3.3 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. The proposal consists of a three-building industrial development that would be accessible via the east-west road that continues to be sited centrally within the site. To date, three submissions have been reviewed by departments and agencies, with comments most recently provided to the Applicant in late-February 2024.

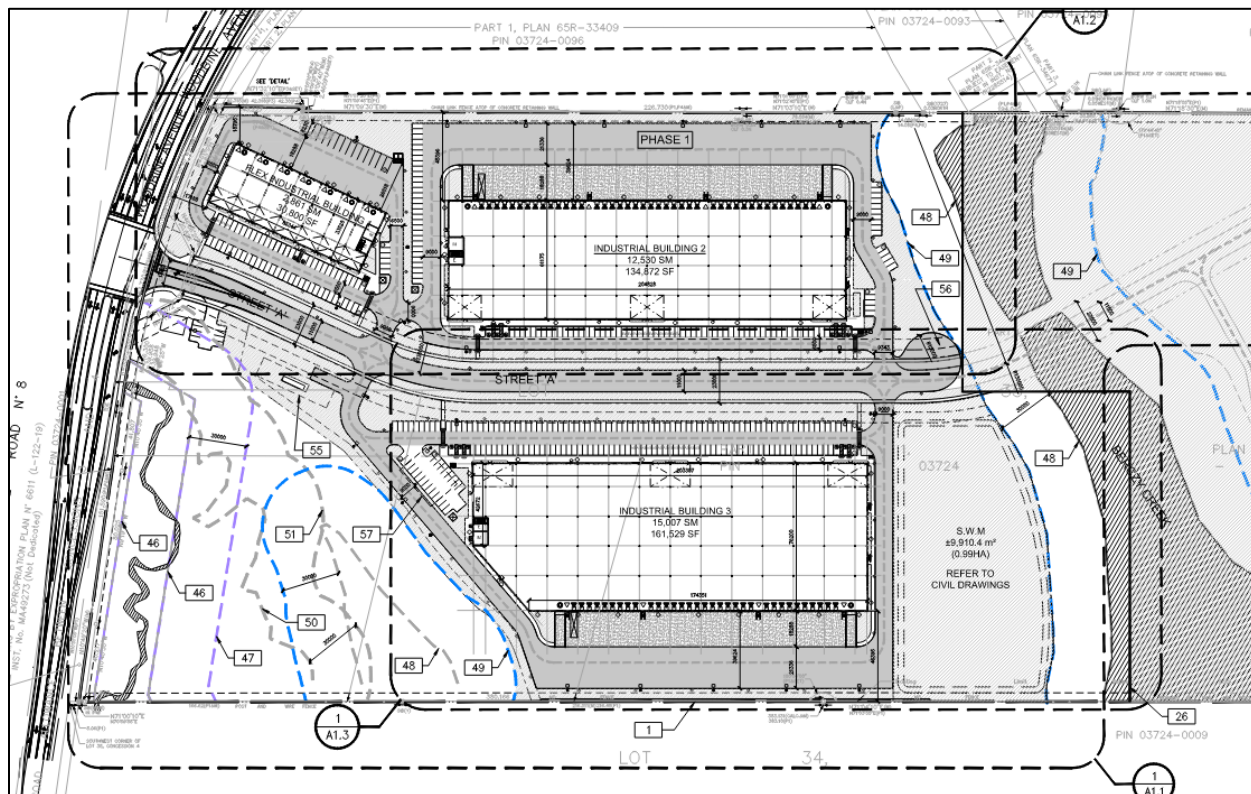
Building statistics for the proposed development can be found in **Table 1** below. The size and scale of the proposed buildings is significantly larger than what was previously proposed for the lands, and as such, larger blocks sizes are required than what was approved in the 2004 draft plan for this property.

Table 1 – Building Statistics for the Proposed Development under SPA22.010

Building	Size (square metres)
Flex Industrial Building 1	2,861
Industrial Building 2	12,530
Industrial Building 3	15,007

Figure 2 is a copy of the most recent site plan submitted for File No. SPA22.010.

Figure 2 – Proposed Site Plan



4. Analysis:

4.1 Proposed Revisions to Draft Plan

The Applicant submitted a revised draft plan consisting of three (3) industrial blocks, one (1) office block, two (2) stormwater management pond blocks, and four (4) blocks to protect the site’s existing environmental features and the tributary to the Berczy Creek. The revisions also include minor revisions to the central east-west road’s siting, as well as the removal of the previously proposed north-south road located on the western portion of the property.

The location of the Site Plan Control application (File No. SPA22.010) previously discussed in Section 3.3 to this report is on the western portion of the property, comprising of Blocks 1, 2, 5, and 7.

Table 2 below provides a summary of the proposed blocks in the revised draft plan of subdivision proposal.

Figure 3 is a copy of the revised draft plan of subdivision, and **Figure 4** is a copy of the redline revisions displayed against the previously approved draft plan.

Attachment 3 to this report is the Revised Draft Plan of Subdivision, dated August 25, 2023.

Table 2 – Proposed Draft Plan of Subdivision Blocks

Block	Use	Area (hectares)
1-3	Industrial	18.23
4	Office	0.16
5-6	Stormwater Management Pond	2.39
7-10	Environmental – Open Space	7.78
11	Road Widening	0.10
	Roads	1.38
TOTAL		30.04

Figure 3 – Revised Draft Plan of Subdivision

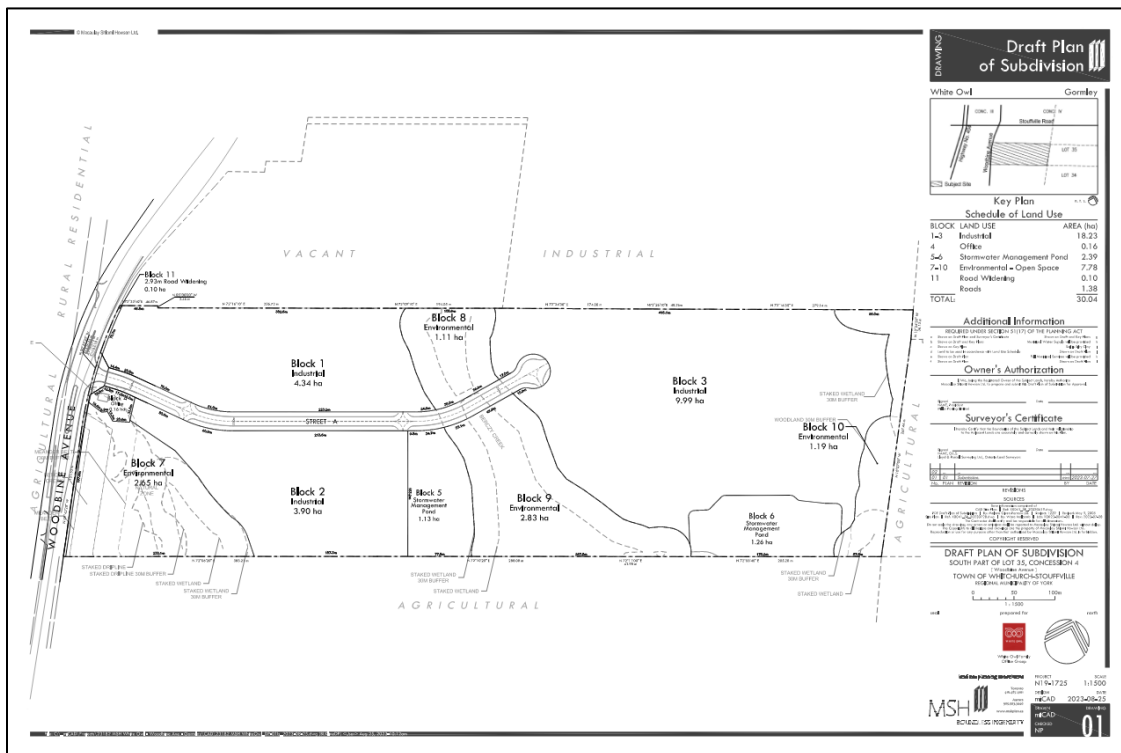
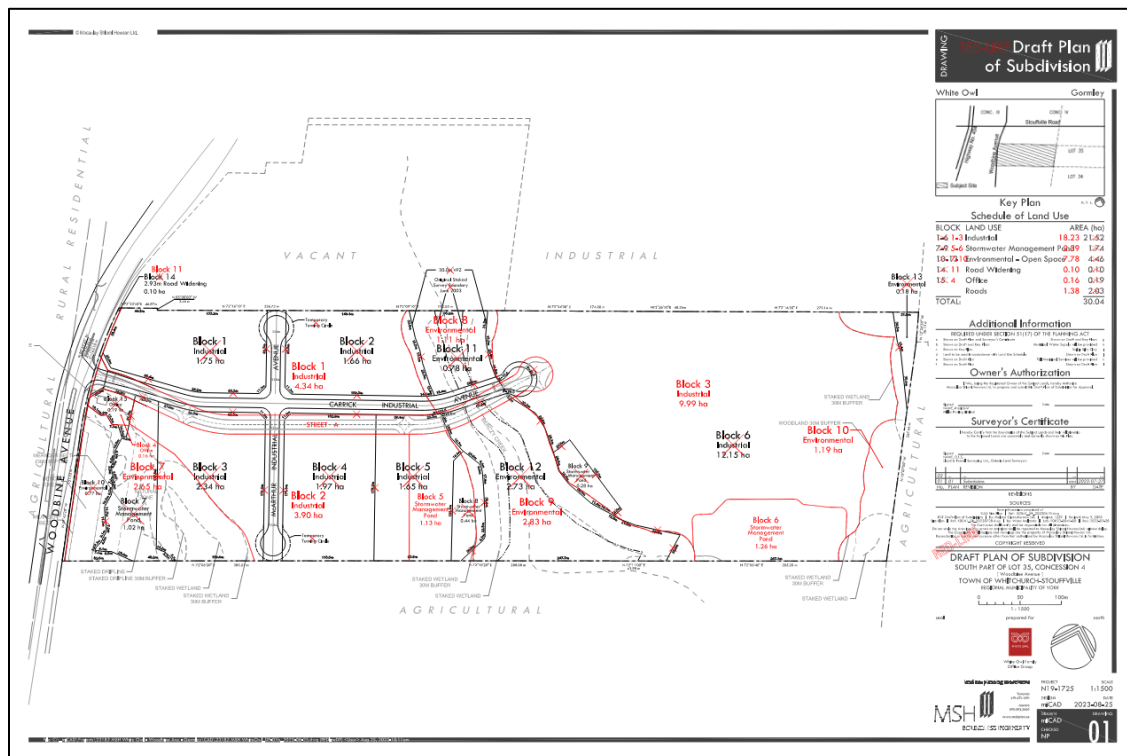


Figure 4 – *Redline Revisions to the Previously Approved Draft Plan



*Red demonstrates new

4.2 Applicable Policies

4.2.1 Provincial Policy Statement (2020)

The Provincial Policy Statement (PPS) was issued by the Province under Section 3 of the *Planning Act* and came into effect on May 1, 2020.

In April 2023, the Province of Ontario announced proposed changes to the PPS that would consolidate the PPS with the “A Place to Grow” policy plan, into a new policy document to guide housing and complete communities. Currently, the PPS (2020) is still in effect.

The current PPS provides policy direction on matters of Provincial Interest related to land use planning and development. The objective of the PPS is to contribute to a more effective and efficient land use planning system with the goal of improving the quality of life within Ontario by supporting the principles of strong communities, supporting economic growth, and fostering a healthy environment.

Section 1.3.1 of the PPS states 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. Facilitating the conditions for economic investment by identifying strategic sites for investment, monitoring the availability and suitability of employment sites, including market-ready sites, and seeking to address potential barriers to investment.

Section 1.3.2.2 states that “employment areas planned for industrial and manufacturing uses shall provide for separation or mitigation from sensitive land uses to maintain the long-term operational and economic viability of the planned uses and function of these areas.

Section 1.3.2.3 states that within employment areas planned for industrial or manufacturing uses, planning authorities shall prohibit residential uses and prohibit or limit other sensitive land uses that are not ancillary to the primary employment uses in order to maintain land use compatibility. Employment areas planned for industrial or manufacturing uses should include an appropriate transition to adjacent non-employment areas.

Section 1.3.2.6 states that planning authorities shall protect employment areas in proximity to major goods movement facilities and corridors for employment uses that require those locations.

In Staff's opinion the proposed revisions to the draft plan of subdivision are consistent with the Provincial Policy Statement.

4.2.2 A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019)

As mentioned above, the Province is currently in the review stages of consolidating the PPS with the A Place to Grow policy plan. Until then, the current A Place to Grow plan (known as the “Growth Plan”) is still in effect.

The Growth Plan (2020) provides further direction to municipalities for the implementation of PPS policies with respect to intensification and the accommodation of growth to the year 2051.

Section 2.2.5 states that economic development and competitiveness in the Greater Golden Horseshoe (GGH) will be promoted by:

- a. Making more efficient use of existing employment areas and vacant and underutilized employment lands and increasing employment densities;
- b. Ensuring the availability of sufficient land, in appropriate locations, for a variety of employment to accommodate forecasted employment growth to the horizon of this Plan; and

- c. Planning to better connect areas with high employment densities to transit.

In Staff's opinion the proposed revisions to the draft plan of subdivision are consistent with the A Place to Grow: Growth Plan for the Greater Golden Horseshoe plan.

4.2.3 Town of Whitchurch-Stouffville Official Plan – Gormley Industrial Secondary Plan (2023 Consolidation)

The Subject Lands are located within the Gormely Industrial Secondary Plan boundary, and are designated "Prestige Industrial", "Industrial", and "Convenience Commercial" in the Town's current Official Plan.

Staff note that "Schedule A" (Land Use and Roads Plan) to the Gormley Industrial Secondary Plan indicates that several north-south road connections should be sited through the Subject Lands in order to provide future connections to adjacent properties and Stouffville Road.

In the previously approved draft plan, a north-south road was proposed on the western portion of the site in order to provide access to the smaller, industrial blocks that were approved for this area. On the revised draft plan, however, this road has been removed in order to accommodate the larger industrial blocks that are now being proposed. While not in keeping with the current Official Plan, Staff note that in the Town's New Official Plan, which was adopted by Council on May 15, 2024, this road connection is no longer contemplated as being required. As such, Staff are satisfied that this revision is appropriate and in keeping with future policies.

4.2.4 Town of Whitchurch-Stouffville Comprehensive Zoning By-law 2010-001-ZO

At the time of enactment of the Town's Comprehensive Zoning By-law 2010-001-ZO, the zones and associated standards that were established in By-law 2004-056-ZO as part of the original draft plan of subdivision approval were carried over as site-specific exceptions in By-law 2010-001-ZO.

The following zones and site-specific exceptions continue to be applied to the Subject Lands:

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

Staff note that the proposed revisions to the draft plan are generally in compliance with the existing zoning in place. Further review of future uses and regulations will be undertaken during the development of the site's individual blocks through future respective Site Plan Approval applications.

4.3 Department & Agency Comments & Conditions:

The request for revisions to draft plan of subdivision was circulated to relevant Town Departments and applicable agencies for comment in early 2024.

The following departments and agencies had no further comments or conditions:

- **Fire & Emergency Services**
- **Policy Planning**
- **Development Planning**
- **Heritage Planning**
- **Rogers Communications**
- **Enbridge**
- **Bell**
- **Hydro One Networks Inc.**

The following departments and agencies provided updated comments and/or conditions:

Region of York:

Comments from the Region of York were provided indicating no objection to the request for revisions to draft plan approval, subject to revised conditions as outlined in **Attachment 4 (Section 15.0)**. These conditions will supersede and replace the Region's existing draft plan conditions.

Toronto & Region Conservation Authority (TRCA):

The TRCA provided their most recent comments to Town Staff in May 2024, noting that they were not satisfied that the revised draft plan of subdivision had addressed their requirements as there were several high-level matters outstanding, including:

- Establishing appropriate limits of development; and
- Establishing feasible stormwater management, wetland water balance, and WHPA-Q water balance strategies that meet the TRCA's policies, technical criteria, and guidelines.

While unable to provide their support at this time, the TRCA provided Town Staff with revised draft plan conditions should the Town choose to move forward with recommending approval of the revisions to draft plan approval. These conditions are outlined in **Attachment 4 (Section 16.0)** and will supersede and replace the TRCA's existing draft plan conditions should the revisions to draft plan be approved.

Town – Park Development & Operations Division:

Comments from the Town's Park Development & Operations Division were provided indicating no objection to the request for revisions to draft plan approval, subject to conditions as outlined in **Attachment 4 (Section 8.0)**.

Town – Engineering Division:

Supplementary conditions to those included in the March 2022 draft plan extension approval were provided from the Town's Engineering Division (via RJ Burnside) and are provided in **Attachment 4 (Sections 1.0 to 7.0 inclusive, 9.0, and 10.0)**.

5. Conclusions & Options:**5.1 Conclusions**

Staff have reviewed the proposed revisions to the previously approved draft plan of subdivision and note that the proposal is generally in conformity with provincial, regional, and municipal plans and policies. The application has been reviewed against the criteria in Section 51(24) of the *Planning Act*, with those criteria being satisfied.

Staff note that departments and agencies are generally satisfied, and conditions of approval have been added, revised, and/or omitted in response to the revised plan. Many of the outstanding issues are technical in nature and can be addressed through future planning applications that will follow the draft plan approval.

It is Staff's opinion that the revised proposal is appropriate for the industrial development of the land, and an appropriate response to market trends that are encouraging larger, warehouse-style buildings (and as such, larger block sizes), rather than smaller, industrial condominium units.

Option A (Recommended)

Staff recommend that Council approve the request for Revisions to Draft Plan of Subdivision Approval for the subject lands as the revised proposal is appropriate for the development of the subject lands, and that it generally conforms to provincial, regional, and municipal plans and policies.

Option B

That Council does not approve the request for Revisions to Draft Plan of Subdivision Approval for the Subject Lands. This option is not recommended as the revised application represents good planning and generally conforms to provincial, regional, and municipal plans and policies.

6. Financial Implications:

None.

7. Alignment with Strategic Plan:

1. A Town that Grows
A Town that grows in support of complete communities
2. Good Governance
Provide Good Governance

8. Attachments:

1. Location Map
2. Draft Plan Approved in 2004
3. Revised Draft Plan dated August 25, 2023
4. Conditions of Draft Approval dated June 19, 2024

9. 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 \(D12\)](#)

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](#)

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