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Town of Aurora
Committee of the Whole Report
No. PDS25-107

Subject: Application for Official Plan Amendment and
Zoning By-law Amendment
P.A.R.C.E.L. Inc.
14070 Yonge Street
PART BLOCKS A, B and G, PLAN M42, PART 3, 65R-5870 AND PARTS
3, 6, 7 AND 8, 65R-33710
File Number: OPA-2024-03; ZBA-2024-03

Prepared by: Felix Chau, Planner

Department: Planning and Development Services

Date: November 11, 2025

Recommendation

1. That Report No. PDS25-107 be received; and
2. That Official Plan Amendment application OPA-2024-03 be approved to amend Schedule 'B' and Schedule 'H' of the Town of Aurora Official Plan to expand the "Environmental Protection" designation and to add Site Specific Policy Area #72 for the subject lands; and
3. That Zoning By-law Amendment application ZBA-2024-03 be approved to rezone the subject lands to "Townhouse Dwelling Residential Exception Zone with Holding Provision (H)R8-576" and "Environmental Protection (EP)"; and
4. That the implementing By-laws for the Official Plan and Zoning By-law Amendment be brought forward to a future Council meeting for enactment.

Executive Summary

This report seeks Council's approval to the application for the proposed Official Plan Amendment and Zoning By-law Amendment applications at 14070 Yonge Street (the "subject lands"). The purpose of the proposed applications is to facilitate a residential

development 93 townhouse units – 57 street townhouse units and 36 back-to-back townhouse units.

- The proposed development conforms to the policy directions of the Provincial Planning Statement, the Lake Simcoe Protection Plan, and the Oak Ridges Moraine Conservation Plan
- The proposal implements the land use and development policies of the Town's Official Plan related to density and preservation of natural spaces
- The proposed Zoning By-law Amendment implements the general direction of the Town's Official Plan for residential development
- A Holding (H) provision is in place to restrict development until sufficient site servicing allocation is granted by the Town
- All external agencies and Town staff have completed their review and have no objections to the approval of the proposed application
- Any technical revisions to the proposed plans will be reviewed by Town Staff through a future Site Plan Application

Background

Application History

In 2011, the Ontario Municipal Board approved an Official Plan Amendment (OPA-2008-03) and Zoning By-law Amendment (ZBA-2008-04) applications for the subject lands to facilitate a total of three buildings. Building A was approved for a wellness centre, medical office/clinic, accessory pharmaceutical dispensary and accessory nutritional use. Building B was approved for an apartment building to a maximum of 20 units. Building C was approved for a single detached residential unit (Figure 2). Subsequently in 2021, the Owner received site plan approval and executed a site plan agreement with servicing allocation but did not proceed with construction and the executed site plan agreement was later deleted from title.

The development remained inactive until 2024, when the Owner submitted the subject applications (OPA-2024-03 and ZBA-2024-03) which proposed two 5-storey apartment buildings: one being a condominium-style apartment with 180 units, and the second

being a seniors lifestyle apartment building with 120 units, totaling 300 units, and hosted a Community Information Meeting on September 5, 2024. On November 12, 2024, the Statutory Public Planning Meeting for the proposed applications were held. At this meeting, Council directed staff to report back to another Public Planning Meeting to address issues such as over-intensification, significant increase in traffic, loss of green space and privacy in an estate residential area.

On June 17, 2025, a second Public Planning Meeting was held, to discuss on the Owner's revised proposal. The revised proposal consists of 74 street townhouse units and 18 back-to-back townhouse units for a total of 92 townhouse units. In addition to the access off Elderberry Trail, the revised proposal provided an additional access off Yonge Street. At that meeting, Council directed staff to present a future report to the Committee of the Whole, addressing all questions and concerns discussed at the meeting.

In response to the comments received, the Owner submitted a revised plan which features 57 street townhouse units and 36 back-to-back townhouse units for a total of 93 townhouse units. The revised plan prioritizes the intensification of the site towards Yonge Street and provides a gentle transition to the established residential area towards the rear of the property. An amenity area is proposed towards the western boundary of the developable area, and sufficient visitors parking is scattered throughout the developable area, allowing for convenient access to all townhouse blocks.

Location / Land Use

The subject lands are located at the southwest corner of Yonge Street and Elderberry Trail, north of Bloomington Road. The subject lands have an approximate total area of 3.6 hectares (8.9 acres) with 140.0 metres of frontage along Yonge Street and 217.0 metres of frontage along Elderberry Trail. The site currently contains an abandoned building previously used as a presentation centre located on the northeastern corner of the subject lands, the balance of the subject lands remains vacant (Figure 1).

Surrounding Land Uses

The surrounding land uses are as follows:

North: Elderberry Trail, Single detached dwellings and environmentally protected lands owned by the Town.

South: Crown land, used for institutional purposes such as: Ontario Provincial Police building, Ontario Natural Resources office, and Service Ontario building.

East: Yonge Street, Single detached dwellings.

West: Single detached dwellings.

Policy Context

Provincial Policies

All Planning Act development applications are subject to provincial policies. The Provincial Planning Statement (PPS) provides policy direction on matters of provincial interest. These policies support the development of strong communities through the promotion of efficient land use and development patterns and encourage the creation of diverse housing opportunities that capitalize on proximity to goods, services, and transit.

The Lake Simcoe Protection Plan (LSPP) is a provincial document that provides policies which addresses aquatic life, water quality, water quantity, shorelines and natural heritage, other threats and activities (including invasive species, climate change and recreational activities) and overall implementation. The subject lands are not within the Regulated Area by the Lake Simcoe Region Conservation Authority (LSRCA).

Oak Ridges Moraine Conservation Plan (ORMCP)

The ORMCP provides land use and resource management planning direction on how to protect the Moraine's ecological and hydrological features and functions. The subject lands are located within the 'Settlement Area' of the ORMCP. Settlement Areas are intended for urban development, allowing for a variety of residential uses. Their purpose is to concentrate and manage urban growth, reducing encroachment on and impact to nearby ecological features, while aligning with the growth objectives outlined in the Town's Official Plan.

Town of Aurora Official Plan (2024)

As shown on Schedule "A" of the Official Plan, the Regional Corridor includes properties that front onto Yonge Street. A portion of the property fronting Yonge Street is within the Regional Corridor (Figure 3). Within the Regional Corridor, excluding the Aurora Promenade, intensification will take the form of low to mid-rise buildings with a maximum building height of five (5) storeys.

The subject lands are designated as “Suburban Residential” in Schedule “B” of the Town’s Official Plan. Additionally, majority of the Subject Lands are identified under the Yonge Street South Secondary Plan (OPA 34) as Cluster Residential, with a portion within the northwest corner designated as Estate Residential, the southwest corner as Environmental Protection Area, and the south and southeast portion designated as Major Institutional (Figure 3). Among other secondary plan policies, the gross residential density averaged over the constrained and unconstrained lands subject to a development application shall be no more than 5 units per hectare (2 units/acre).

The Subject Lands are also identified in Schedule “H” – Site-Specific Policy Areas as Site-Specific Policy Area 41. Site-Specific Policy 41 (OMB approved in 2011) permits the following uses on the Subject Lands: a wellness centre, medical office/clinic, an accessory pharmaceutical dispensary, an accessory nutritional use, a single detached residential unit, and an apartment building (to a maximum of 20 units). Site-Specific Policy 41 also limits coverage to a maximum of 11% of the Subject Lands, 21% maximum developable area that can be disturbed, 10% impermeable surface, and a setback of a minimum of 45.0 m from the centreline of Yonge Street.

Section 7.3 of the Official Plan requires of all new residential development to contribute to the Town-wide affordable housing target. A minimum of 25% of all new residential in the town shall collectively meet the definition of affordable housing.

Zoning By-law 6000-17, as amended

Part of the subject lands (Block B and part of Block A) are currently zoned “Holding Provision Institutional Exception Zone (H) I (391)”. This site-specific Institutional zone was approved in 2011 by the Ontario Municipal Board to facilitate the development of 3 buildings on the subject lands, and required, in part, that a site plan agreement be executed; that there be adequate water, sanitary, and storm services; that a restrictive covenant be registered on title restricting the specified buildings to the sizes and definitions set out in the By-law; and that a cost sharing agreement be entered into regarding the connection of water services.

Permitted uses are tied to the specific buildings as follows:

Building A:

- Wellness Centre;
- Medical Office/Clinic;
- Accessory Uses;
- Accessory Pharmaceutical Dispensary; and
- Accessory Nutritional use.

Building B:

- One Apartment Building with a maximum 20 residential units.

Building C:

- One (1) detached dwelling unit.

Specific building setbacks and standards and parking requirements were established based on the development proposal (Figure 4). However, these buildings were never constructed, as the lands remain largely vacant apart from the abandoned structure previously used as a presentation centre.

Reports and Studies

The Owner submitted the following documents as part of a complete application to the proposed Official Plan and Zoning By-law Amendment applications:

Report Name	Report Author
Planning Justification Report	JKO Planning Services
Draft Official Plan Amendment	JKO Planning Services
Draft Zoning By-law Amendment	JKO Planning Services
Architectural Set	Be Design
Urban Design Brief	Be Design
Environmental Impact Study	Pinchin Canada
Geotechnical Study	Pinchin Canada
Hydrogeological Study	Pinchin Canada
Arborist Report	Kuntz Forestry Consulting Inc.
Butternut Health Assessment	Kuntz Forestry Consulting Inc.
Traffic Impact Study	GHD
Stormwater Management Report	SitePlanTech Inc.

Proposed Applications

Proposed Official Plan Amendment

The following outlines the proposed Official Plan Amendment (Figure 5) to facilitate the proposed residential development.

- Expanding the existing Environmental Protection designation by amending the existing Suburban Residential and Major Institutional designation.
- Remove the existing Site Specific Policy Area 41 and replace it with a new Site Specific Policy Area 72.
- Site Specific Policy 72 consists of the following amendments to the OPA 34 secondary plan:
 - Increasing the building coverage from 12% to 18%
 - Increasing the minimum requirement of soft landscaping from 40% to 50%
 - Restricting the developable area to a maximum of 62% of the total site area
 - Increasing the gross residential density from 5 units/hectares to 25.8 units/hectares.

Proposed Zoning By-law Amendment

The following outlines the proposed Zoning By-law Amendment (Figure 6) to facilitate the proposed residential development.

- Rezone a portion of the subject lands from the existing site specific Institutional Exception zone 391 with holding provisions - (H)I -391 to Environmental Protection Zone (EP) and site specific Townhouse dwelling zone 576 with holding provisions – (H)R8 -576.
- Site Specific (H)R8 -576 consist of the following:
 - Decreasing the minimum Lot Area from 180m² to 80m²
 - Decreasing the minimum Lot Frontage from 6m to 5.5m per unit
 - Decreasing the minimum Front Yard from 7.5m to 5m
 - Decreasing the minimum Rear Yard from 7.5m to 5m
 - Increasing the minimum Side Yard for end units from 1.5m to 3.0m
 - Decreasing the minimum Exterior Side Yard from 6m to 3m
 - Increasing the maximum building height from 10m to 13m

Conceptual Revised Site Plan

The 92-townhouse proposal presented at the second Public Planning Meeting (June 17, 2025), featured a site layout where the density was more evenly spread throughout the developable area. The revised site layout, while increased to 93 townhouse units, emphasizes locating more units towards the easterly frontage of Yonge Street, by relocating townhouses from the westerly portion of the developable area. The current site design incorporates a row of back-to-back townhouses towards the Yonge Street frontage. Additional units were incorporated along proposed blocks towards Yonge Street as well. The revised site layout emphasizes the policies of the Regional Corridor by locating most of the density closer to Yonge Street, and further away from the existing low density residential to the rear (Figure 7).

Analysis

Planning Considerations

The proposed applications are consistent with the Provincial Planning Statement

The subject lands are located within a Settlement Area as outlined by the Provincial Planning Statement (PPS). It is Staff's opinion that the proposed development aligns well with the criteria outlined in policy 1.1.1 of the PPS. The proposed development contemplates efficient intensification of an underutilized site. As it will assist the Town in meeting population growth, housing, and intensification targets, while also promoting the wise use of municipal infrastructure and land. The proposal also provides intensification near the intersection of Arterial Roads and in proximity to the transit corridor to help connect people to the Town's core area.

The proposal supports Section 2.1 and 2.2 of the PPS by providing additional housing within a complete community, close to transit, shops, and services. The subject lands are also within Strategic Growth Area (Yonge Street Regional Corridor), aligning with Section 2.4 which encourages compact, mixed-use, and transit-oriented development in these locations.

It is Planning Staff's opinion that the proposed applications is consistent with the PPS as it provides intensification in a Regional Corridor, contributes to housing supply, and efficiently uses existing infrastructure policies.

The proposed applications conform to the Lake Simcoe Protection Plan (LSPP)

The Lake Simcoe Conservation Authority (LSCRA) has reviewed the proposed applications in consideration of the LSPP and has no objection to the approval of the

subject applications as presented. The subject lands are located outside of the LSRCA regulated limits and accordingly no Regulation Permit is required prior to development or site alteration taking place on the subject lands. The subject lands are also free from any natural hazards and are outside of hazardous lands.

The proposal implements the land use and development policies of the Town's Official Plan related to density and preservation of natural spaces

Planning Staff are of the opinion that the proposed development is in keeping with the general direction of the Town's Official Plan.

Expanding the Environmental Protection Designation Area

The Owner is proposing to expand the Environmental Protection designation area in order to protect and enhance the area. A Restoration Plan will be provided as part of the future site plan application to compensate for tree removals on the Site at a 1:1 ratio. The restoration area will enhance the ecological connectivity between existing woodlands, upland deciduous forest and adjacent Regional Greenlands. The restoration area will include structures for habitat diversity to mimic natural conditions. Long-term success will be supported through a maintenance and monitoring program to ensure a net ecological gain across the Site.

Regional Corridor and Site Specific Policy Area #72

The overall density of the proposed townhouse development is justified as it aligns with the intent of the Town's policies through its location within the Regional Corridor. Within the Regional Corridor, excluding the Aurora Promenade, intensification will take the form of low to mid-rise buildings with a maximum building height of five (5) storeys. The purpose for the increase of building height within the Regional Corridor is to encourage and support higher-density to support transit-oriented growth. Although the Town's Secondary Plan policies currently permit development of up to 5 units per hectare, the Regional Official Plan identifies the Yonge Street corridor as an area intended for higher-density, mixed-use development. As such, the Town is required to conform to and implement the Regional Official Plan's direction in its local planning decisions.

Furthermore, the proposed development provides an appropriate transition in density to the adjacent lower-density residential areas outside of the Regional Corridor and it maintains compatibility and supporting the principle of maintaining walkability to transit corridors. Planning staff consider the proposal a good fit with the Town's vision for intensification and the necessary development standards to implement this form have

been incorporated into the proposed Site Specific Policy Area #72 to ensure the development meets design, scale, and compatibility objectives.

Affordable Housing

In order to meet the Town-wide affordable housing target of 25%, Staff encourage all new residential developments to contribute toward achieving the Town's affordable housing objectives. In keeping with this policy direction, the applicant will work with Town staff through the Site Plan application process to explore opportunities and strategies to support the Town's affordable housing goals.

The proposed Zoning By-law Amendment implements the general direction of the Town's Official Plan for residential development

Planning staff are of the opinion that the applications are appropriate and compatible with adjacent and neighbouring development, and that the by-law exceptions are appropriate to facilitate the development.

The proposed Zoning By-law Amendment was revised to facilitate a lower density form of development, to facilitate the 93-townhouse development instead of the previously proposed apartments. The proposal will rezone the subject lands from "Holding Provision Institutional Exception Zone (H) I (391)" to "Holding Provision Townhouse Dwelling Residential (H) R8 (576) Exception Zone" and "Environmental Protection (EP)".

	Parent "R8" Zone Standards	Proposed "(H) R8 (576)" Exception Zone Standards
Minimum Lot Area	180 square metres	80 square metres
Minimum Lot Frontage	6 metres per unit	5.5 metres per unit
Minimum Front Yard Setback	7.5 metres	5.0 metres
Minimum Rear Yard Setback	7.5 metres	5.0 metres

Minimum Exterior Side Yard	6.0 metres	3.0 metres
Maximum Building Height	10 metres	13.0 metres

Planning staff are of the opinion that the development is appropriate and provides a sufficient buffer and transition with adjacent and neighbouring community, and that the by-law exceptions are appropriate to facilitate the development.

Proposed Lot sizes

The proposed reduction in lot area facilitates the proposed back-to-back townhouse dwelling blocks. The proposed back-to-back townhouse-built form is more compact and does not feature a backyard. As such, the portion of the lot area typically reserved for backyard amenity area is omitted. The proposed back-to-back townhouse properties are 82.5m² in size, while the proposed street townhouse built form range from 121m² to 217m² in size, which is more consistent with the parent R8 zoning standards. Furthermore, the proposed units feature lot frontages ranging from 5.5m to 6.15m, which is consistent with the parent R8 zone and provides adequate frontages to facilitate sufficient lot sizes.

Proposed Site-Specific Setbacks

The proposed setback adjustments are designed to balance a compact, pedestrian-friendly townhouse form with adequate privacy, landscaping, and functional space. The front yard setback is reduced from 7.5 metres to 5.5 metres to bring the units closer to the street, creating a more engaging streetscape, encouraging walking and active transportation, while still providing space for a driveway parking spot and landscaping. The rear yard setback is proposed at 5.0 metres, which ensures sufficient private amenity space and appropriate separation, with no impact on adjacent properties as the street townhouses do not back onto neighbouring lots (Figure 7). For interior units, modest side yard reductions help optimize site utilization and maintain a cohesive built form. Importantly, the minimum side yard for end units is being increased from 1.5 metres to 3.0 metres, which provides greater separation from adjacent streets or properties, enhances privacy, allows for additional landscaping, and ensures a more visually appealing transition at building corners. Collectively, these adjustments support a well-designed, compact townhouse development that aligns with the Town's urban

design and intensification objectives while maintaining functional and attractive private and public spaces.

Building Height

The proposed building height of 13 metres is requested to facilitate 3-storey townhouse dwelling units (Figure 8). The proposed units do not feature basements, and the ground floor contains the garage and limited living space. Majority of the living space in each unit is contained in the second and third floors. Given that all the proposed townhouses within the development are 13 metres in height and that there are no abutting properties which feature buildings, the proposed 13 metre height will present no detrimental impacts.

A Holding (H) provision is in place to restrict development until sufficient site servicing allocation is granted by the Town

Due to the Town's limited servicing availability, a Holding (H) Symbol has been added to the proposed Zoning By-law. This ensures that no development can occur until the Town of Aurora has confirmed the availability of adequate servicing capacity for to this development. The property currently has 20 apartment units plus 1 single detached dwelling (37 persons worth) of servicing allocation from the historic development approval; however, this is insufficient to address the current proposal. Once servicing allocation is available for the proposed development, the applicant may request Council to have the Holding Symbol be removed. The standard three years sunset clause will apply once servicing has been allocated to this development. Failure to obtain a building permit within the 3-year timeframe once servicing is available, the zoning amendment approval will be void, the lands will revert to the previous zoning permissions prior to the subject application.

Department / Agency Comments

The subject applications were circulated to Town staff and external agencies, and all are satisfied.

The proposed applications were circulated to all internal and external agencies for review and comments. In general, all circulated agencies are satisfied with the revisions and have no further comments at this time. Any technical matters will be resolved through a future Site Plan Application.

Public Comments

Planning Staff have received comments from the public on the proposed planning application. Below is a summary of all written and verbal comments received at the time of writing this report:

Comments	Response
Density of proposed development is too high for the subject lands.	The subject lands are located within a Regional Corridor which permits increased density through low and mid rise-built forms. The proposed townhouse built form is permissible, and majority of the density is situated towards the Yonge Street frontage.
Will the Yonge Street and Elderberry Trail intersection be signalized as part of this development?	Yonge Street is a Regional Road and therefore the signalization of the intersection is at the discretion of York Region. However, Town Staff is working with Regional Staff and the applicant to implement traffic signals at this intersection based on review of Regional and Town traffic standards.
Concerns with potential negative environmental impacts and alignment with Oak Ridges Moraine guidelines.	An Environmental Impact Statement has been submitted and peer reviewed. Furthermore, an Arborist Report was submitted to the Town for review which ensures adequate trees will be preserved and replaced on the site. Staff have reviewed the submitted documents, and further detailed review will occur during the Site Plan Application review.

Advisory Committee Review

No communication required.

Legal Considerations

These Planning Application files have been submitted to the Town pursuant to the provisions of the *Planning Act*. Subsections 22 (7) and 22 (7.0.2) of the Planning Act states that if Council refuses the Official Plan Amendment application or fails to make a decision on it within 120 days after the receipt of the application, the applicant (or the Minister) may appeal the application to the Ontario Land Tribunal (OLT).

Subsections 34 (11) and 34(11.0.0.1) of the Planning Act states that if the passing of a Zoning Bylaw Amendment also requires an amendment to the Official Plan, and that if both applications are made on the same day, if Council refuses the Zoning By-law Amendment application or fails to make a decision on it within 120 days after the receipt of the application, the applicant (or Minister) may appeal the application to the OLT.

The applications were received on June 24, 2024, and therefore, the applicant may appeal to the OLT at any time.

Financial Implications

There are no direct financial implications resulting from this report.

Communications Considerations

On July 18, 2024, a Notice of Complete Application respecting the proposed Zoning By-law Amendment application was published in the Auroran Newspaper.

On October 24, 2024, Notice of Public Planning Meeting was published in the local newspapers and posted on the Town's website. In addition, the notice was given by mail to all addressed property owners within a 120-metre radius of the subject lands. A Notice of the Public Planning meeting sign was also posted directly on the property. Public Meeting notification has been provided in accordance with the Planning Act.

On June 2, 2025, non-statutory Notice of Public Planning Meeting was emailed to all interested parties. Updated Notice of the Public Planning meeting signs were also posted directly on the property. Public Meeting notification has been provided in accordance with the Planning Act.

On October 28, 2025, by way of email, Interested Parties were notified of this report and the intended November 11, 2025 Committee of the Whole date.

Climate Change Considerations

The Official Plan identifies sustainability, energy efficiency, and climate change mitigation as important objectives for new development. Staff will encourage the applicant to include measures such as energy-efficient systems, landscaping, and low-impact stormwater management as part of a future Site Plan Application process.

Link to Strategic Plan

The proposed applications support the Strategic Plan goal of Supporting an exceptional quality of life for all through its accomplishment in satisfying requirements in the following key objectives within this goal statement:

Strengthening the fabric of our community: Through the review and approval of the Official Plan Amendment and Zoning By-law Amendment applications, housing opportunities are created that assist in achieving growth targets while providing housing opportunities for everyone.

Alternative(s) to the Recommendation

1. Direct staff to report back to another Committee of the Whole Meeting addressing any issues that may be raised at the Committee of the Whole Meeting.
2. Refusal of the application with an explanation for the refusal.

Conclusions

Planning and Development Services reviewed the proposed Official Plan Amendment and Zoning By-law Amendment applications are in accordance with the provisions of the Province, the Town's Official Plan, Zoning By-law and municipal development standards respecting the subject lands. The proposed applications are considered to be in keeping with the development standards of the Town. Any technical revisions will be resolved at the Site Plan application process. Staff recommends approval of Official Plan Amendment OPA-2024-03 and Zoning By-law Amendment ZBA-2024-03.

Attachments

Figure 1 – Location Map

Figure 2 – Previously Approved Site Plan

Figure 3 – Existing Official Plan Designation

Figure 4 – Existing Zoning By-Law

Figure 5 – Proposed Official Plan Designation

Figure 6 – Proposed Zoning By-law

Figure 7 – Proposed Site Plan

Figure 8 – Proposed Elevation

Previous Reports

Report No. PDS24-125 – Public Planning Meeting (November 12, 2024)

Report No. PDS25-070 – Second Public Planning Meeting (June 17, 2025)

Pre-submission Review

Reviewed by the Chief Administrative Officer and Director of Planning and Development Services

Approvals

Approved by Marco Ramunno, Director, Planning and Development Services

Approved by Doug Nadorozny, Chief Administrative Officer