

# Committee of the Whole (1) Report

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**DATE:** Tuesday, April 9, 2024

**WARD(S):** 2

**TITLE:** COSTCO WHOLESALE CORPORATION  
ZONING BY-LAW AMENDMENT FILE NO. Z.23.011  
55, 99, 100, AND 111 LINE DRIVE  
VICINITY OF LINE DRIVE AND LANGSTAFF ROAD

**FROM:**

Haiqing Xu, Deputy City Manager, Planning and Growth Management

**ACTION:** DECISION

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**Purpose**

To seek approval from the Committee of the Whole on an application to rezone part of the subject lands shown on Attachment 1, and amend the site-specific zoning exception to permit a phased expansion to the existing Costco warehouse facility, being an additional 48,621.9 m<sup>2</sup> in gross floor area, as shown on Attachments 3 to 10.

**Report Highlights**

- The Owner proposes a phased expansion to the existing Costco warehouse facility.
- A Zoning By-law Amendment Application is required to permit the proposed development.
- The Development Planning Department supports the proposed development as outlined in this report.

**Recommendations**

1. THAT Zoning By-law Amendment File Z.23.011 (COSTCO WHOLESALE CORPORATION) BE APPROVED, to amend Zoning By-law 001-2021 to rezone part of the Subject Lands shown on Attachment 1 from “FD Future Development Zone” to “EM1(H) Prestige Employment Zone”, subject to site-specific exception 14.1050 with a Holding Symbol “(H)” in the manner shown on Attachments 3 and

- 4, together with the site-specific zoning exceptions identified in Table 1 of this report.
2. THAT the Holding Symbol “(H)” shall not be removed from the Subject Lands or any portion thereof, until the following conditions are addressed to the satisfaction of the City:
- a. The Owner shall complete a Remedial Action Plan (‘RAP’) and submit a Ministry of the Environment, Conservation, and Parks (‘MECP’) Record of Site Condition (‘RSC’) to the satisfaction of the City.
  - b. Internal and/or external lands are required to provide municipal service and/or access easements for the Block 59 West Landowners Group. Therefore, the following conditions must be satisfied:
    - i. The Owner shall submit a letter from the Block Trustee for Block 59 West Developers’ Group Agreement indicating that the Owner has fulfilled municipal easement requirements, to the satisfaction of the Development Engineering Department; and
    - ii. The Owner shall cause Block 59 West Landowners Group Inc. to amend their Block 59 West Spine Servicing Agreement with the City to satisfy all conditions, financial or otherwise for the construction of the municipal services for Block 59 West Landowners, in particular the revised municipal wastewater alignment, land and/or easement conveyances within the Subject Lands. The Agreements shall be registered against the lands to which it applies and to the satisfaction of the Development Engineering Department.
3. THAT the revised Block 59 Block Plan, as shown on Attachment 11, BE APPROVED, to delete Street ‘M’ and a stormwater management pond (SWM E1) and redesignate the lands as Prestige Employment, and that the final Block 59 Block Plan be modified to reflect these changes.

### **Background**

Location: 55, 99, 100 and 111 Line Drive (the ‘Subject Lands’). The Subject Lands and the surrounding land uses are shown on Attachments 1 and 2.

#### ***Previous Development Applications were approved on the Subject Lands.***

On July 16, 2015, Council approved Zoning By-law Amendment File Z.14.019 to rezone the Subject Lands from the “A Agricultural Zone” to “EM1(H) Prestige Employment Zone” with the Holding Symbol “(H)” and “OS1(H) Open Space Conservation Zone” with the Holding Symbol “(H)”. The removal of the Holding Symbol was approved by Council on February 16, 2016 (File Z.16.002).

On October 20, 2015 Council approved Site Development Application File DA.14.088 to permit the development of a two-phase distribution warehouse with a total gross floor ('GFA') area 81,050.1 m<sup>2</sup>. Both phases of the development authorized by Site Development Application File DA.14.088 have been fully constructed.

***A Zoning By-law Amendment Application has been submitted to permit the proposed development.***

Costco Whole Corporation (the 'Owner') has submitted Zoning By-law Amendment file Z.23.011 (the 'Application') for the Subject Lands to permit a phased expansion to the existing Costco warehouse facility, being an additional 48,621.9 m<sup>2</sup> of GFA (the 'Development') as shown on Attachments 3 to 10.

A related Site Development Application (File No. DA.23.031) has been submitted for the Development. In accordance with Bill 109 of the *Planning Act*, the approval of Site Development Applications has been delegated to the City of Vaughan Deputy City Manager, Planning and Growth Management or designate.

***Public Notice was provided in accordance with the Planning Act and Council's Notification Protocol.***

- *Date of Notice (Circulated 150 m from Subject Lands as shown on Attachment 1): August 18, 2023*
- *Location of Notice Signs: Langstaff Road, Line Drive, and Highway 27*
- *Date of Public Meeting: September 12, 2023, date ratified by Council September 26, 2023*
- *Other Meetings:*
- *Date of Committee of the Whole Courtesy Notice sent to those requested to be notified: April 2, 2024*

***Public Comments were received.***

The following is a summary of the comments provided and received to date. The comments are organized by theme as follows:

**Block 59 Block Plan Cost Sharing Requirements**

- the Block trustee for the Block 59 West Landowners Group requested the City impose a condition of approval that the Owner bear its proportionate share of the costs and burdens from which the Subject Lands will benefit as it relates to the Block 59 Block Plan area.

These comments are addressed throughout this report.

**Previous Reports/Authority**

Previous reports related to the application and Subject Lands can be found at the following links:

Highway 27 Langstaff GP Limited and Central Carpentry Limited Public Hearing Report:  
[December 2, 2014, Committee of the Whole \(Public Hearing\) \(Item 5, Report No. 43\)](#)

Highway 27 Langstaff GP Limited and Central Carpentry Limited Special Council Report:  
[July 16, 2015, Special Committee of the Whole \(Item 10, Report No. 29\)](#)

Highway 27 Langstaff GP Limited and Central Carpentry Limited Council Report:  
[October 20, 2015, Special Committee of the Whole \(Item 1, Report No. 38\)](#)

Block 59 Block Plan Committee of the Whole Report:  
[June 16, 2020 Committee of the Whole Report \(Item 10, Report No. 25, adopted as amended by Vaughan Council on June 29, 2020\)](#)

Costco Wholesale Corporation Public Meeting Report:  
[September 12, 2023, Committee of the Whole \(Public Meeting\) \(Item 1, Report No. 33\)](#)

## **Analysis and Options**

***The Development is consistent with the Provincial Policy Statement and conforms to the Growth Plan, YROP 2022 and VOP 2010.***

### Provincial Policy Statement, 2020 ('PPS')

Section 1.3.1 of the PPS requires that Planning authorities shall promote economic development and competitiveness by providing for: an appropriate mix and range of employment, and broader mixed uses to meet long-term needs [1.3.1 a)]; 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 [1.3.1. b)]; and facilitating the conditions for economic investment including seeking to address potential barriers to investment [1.3.1 c)].

The Applications propose to maintain the existing "Prestige Employment" and "General Employment" land use designations identified in Vaughan Official Plan 2010 ('VOP 2010') and will facilitate the further expansion of the existing Costco warehouse facility on undeveloped employment lands. Staff are satisfied that the Development is consistent with the PPS.

### A Place to Grow: Growth Plan for the Greater Golden Horseshoe, 2019, as amended (the 'Growth Plan')

Section 2.2.5 of the Growth Plan sets out the policies for Employment. Section 2.2.5.1 states that economic development and competitiveness in the Greater Golden Horseshoe will be promoted by: making efficient use of existing employment areas and vacant and underutilized employment lands; and ensuring the availability of sufficient land, in appropriate locations, for a variety of employment to accommodate forecasted employment growth.

The Applications implement the “Prestige Employment” and “General Employment” land use designations identified in VOP 2010, and will facilitate an intensified and comprehensive industrial development through the consolidation of development parcels in an appropriate location for such uses. The Application conforms to the Growth Plan.

#### York Region Official Plan 2022 (‘YROP 2022’)

The YROP 2022 designates the Subject Lands “Urban Area” on Map 1 – “Regional Structure” and “Employment Area” on Map 1A – “Land Use Designations”. Section 4.3 states that “Employment Areas” are strategic and vital to the Regional economy, are major drivers of economic activity in York Region and are to be maintained and protected to meet York Regions’ forecast and land need requirements and shall be appropriately designated for employment uses in local municipal official plans

The Development, which conforms to YROP 2022, provides for the intensification of the existing employment use on the Subject Lands, in an area designated for employment land uses.

#### VOP 2010

VOP 2010 sets out the municipality’s general planning goals and policies that guide future land use. The Subject Lands are identified in VOP 2010 as follows:

- “Employment Areas” on Schedule 1 – “Urban Structure” of VOP 2010
- “Prestige Employment” and “General Employment” on Schedule 3: Land Use Plan by the West Vaughan Employment Secondary Plan (‘WVEASP’)

The “Prestige Employment” designation permits industrial uses including manufacturing, warehousing (but not a retail warehouse), processing, and distribution uses located within wholly enclosed buildings, with no outside storage permitted. The “General Employment” designation permits a full range of industrial uses any of which may or may not include outdoor storage, and office and/or retail uses accessory to a permitted industrial use.

The Application would rezone the Subject Lands to the appropriate zoning category to facilitate the Development which consists of employment uses permitted in accordance with the “Prestige Employment” and “General Employment” land use designations in VOP 2010.

On this basis, the Development conforms to VOP 2010.

#### ***The Development conforms to the final Block Plan, as amended, for the Block 59 Plan Area.***

Vaughan Council on June 29, 2020, approved the Block 59 Plan, subject to the fulfillment of Block Plan conditions of approval. Vaughan Council on January 19, 2021, considered and approved a revised Block 59 Plan dated September 3, 2020, to reduce the Prestige Employment designation on 6560 Langstaff in accordance with the

WVEASP, and to confirm Street 'L' as approved in an updated Traffic and Transportation Study (October 2020) for the Block Plan area. These revisions were approved subject to the fulfillment of Block Plan conditions of approval.

Vaughan Council on April 20, 2021, further revised the Block 59 Plan through Zoning By-law Amendment File Z.21.001 (Hunter-Fifty Investments Limited / Line Drive East Investments Limited) by deleting the former Street 'L'.

Finally, Vaughan Council on April 25, 2023, further revised the Block 59 Plan through Zoning By-law Amendment File Z.21.025 and Draft Plan of Subdivision File 19T-21V006 (One-foot Developments Inc.) by relocating the Stormwater Management Pond W2 to the southeast side of Street 'G' and redesignating those lands as General Employment.

The Block 59 Plan shown on Attachment 11 identifies the Subject Lands as "Prestige Employment," "General Employment," "Natural Heritage Feature", "10 m Buffer", "SWM E1" (Stormwater Management Pond), and "Street M". Street "M" is no longer required as the Development consists of an expansion to the existing Costco Facility that require the consolidation of the development parcels in this area. In addition, Development Engineering ('DE') Department has confirmed that "SWM E1" is no longer required to service the Block 59 Block Plan Area, therefore it is proposed to be identified as "Prestige Employment" within the Block 59 Block Plan Area. A condition to this effect is included in the Recommendations of this report.

The Owner is required, as a condition of the Holding Symbol "(H)", to submit a letter from the Trustee for Block 59 West indicating that the Owner has fulfilled all of their obligations with respect to the Block 59 Block Plan area. A condition to this effect is included in the Recommendations of this report.

***Amendments to Zoning By-law 001-2021 are required to permit the Development.***

**Zoning:**

- FD - Future Development Zone ('FD Zone') and EM1 - Prestige Employment Zone ('EM1 Zone') subject to site-specific exception 1050 by Zoning By-law 001-2021
- The FD Zone does not permit the Development
- The Owner proposes to rezone part of the Subject Lands to the EM1 Zone, subject to site-specific exception 14.1050, together with the following site-specific zoning exceptions:

**Table 1:**

	<b>Zoning By-law 001-2021 Standard</b>	<b>EM1 Prestige Employment Zone Requirement</b>	<b>Proposed Exceptions to the EM1 Prestige Employment Zone Requirement</b>
a.	Minimum Parking Requirement	0.5 spaces / 100 m <sup>2</sup> x 126,672 m <sup>2</sup> = 634 parking spaces	500 parking spaces for a total building GFA of 126,672 m <sup>2</sup>

	<b>Zoning By-law 001-2021 Standard</b>	<b>EM1 Prestige Employment Zone Requirement</b>	<b>Proposed Exceptions to the EM1 Prestige Employment Zone Requirement</b>
b.	Minimum Landscape Strip abutting a Street Line	3 m	19 m abutting Langstaff Road, and may include a berm  8 m abutting Line Drive
c.	Minimum Landscape Strip on an Interior Side Lot Line abutting an Employment Use	N/A	4.5 m abutting 6100 Langstaff Road

The Development Planning Department can support the zoning exceptions on a site-specific basis for the following reasons:

- The Development is consistent with the policies of the PPS and conforms to the Growth Plan, YROP 2022, and VOP 2010.
- The site-specific development standards will enable the development of employment uses on the Subject Lands with an appropriate size and form for the employment area.
- Transportation Engineering supports the proposed parking supply for the Development.

Minor modifications may be made to the zoning exceptions identified in Table 1 prior to the enactment of an implementing Zoning By-law, as required, should the Application be approved.

***A Holding Symbol “(H)” is recommended for the Subject Lands to satisfy the conditions of the City.***

A Holding Symbol “(H)” is recommended to be placed on the proposed zoning for the Subject Lands to address the outstanding issues discussed throughout this report. The Holding Symbol “(H)” shall not be removed from the Subject Lands, or any portion thereof, until the conditions included in the Recommendation section of this report are addressed to the satisfaction of the City. A condition to this effect is included in the Recommendations of this report.

***The Development achieves a Silver Sustainability Threshold Score.***

The Development achieves an overall Sustainability Performance Metrics (SPM) application score of 60 (silver level). This score meets minimum SPM threshold requirements.

**Financial Impact**

There are no requirements for new funding associated with this report.

## **Operational Impact**

### ***The Policy Planning and Environmental Sustainability Department supports the Development.***

The Policy Planning and Environmental Sustainability Department has advised that there are no natural heritage features on the Subject Lands and therefore, has no further concerns respecting the Application.

The Owner has been advised that the City of Vaughan has Species at Risk within its jurisdiction which are protected under the *Endangered Species Act 2007, S.O. 2007*. The Owner is required to comply with Ministry of Environment, Conservation and Parks (MECP) regulations and guidelines to protect these species at risk and their habitat. The onus is on the Owner to complete an information request form and submit it to the MECP for confirmation of any potential Species at Risk on the Subject Lands. The Owner will be required to acknowledge that, notwithstanding any approvals made or provided by Vaughan in respect to the Lands, the Owner must comply with the provisions of the Endangered Species Act, 2007.

### ***The DE Department supports the Development, subject to the conditions in this report.***

The DE Department has provided the following comments:

#### **Municipal Servicing – Water**

The Subject Lands are situated within Pressure District 5 (PD5) of the York Water Supply System. There exists one local watermain within Line Drive connected to the PD5 system. The Development is proposed to be serviced through the existing service connection to the City's watermain within Line Drive together with decommissioning of existing unused service connections.

The DE Department requires the Owner to address outstanding comments and conditions through the Site Development Application to support a complete approval of the proposed water servicing strategy.

#### **Municipal Servicing – Wastewater**

##### ***Block 59 Master Environmental Servicing Plan ('MESP') & City's Interim Servicing Strategy ('ISS')***

The latest MESP for Block 59 proposes interim and ultimate sanitary servicing schemes for Block 59. In the ultimate servicing scheme, lands west of Rainbow Creek (fronting Huntington Road) are to be serviced by an existing 750mm diameter sewer on Huntington Road and lands east of Rainbow Creek will be serviced by a future Regional trunk sewer on Highway 27. The Highway 27 Trunk sewer is scheduled to be completed in Q4-2028.

##### ***Proposed Interim Sanitary Servicing***

The Development intends to utilize an existing sanitary service connection to the municipal sanitary sewer within Line Drive, ultimately conveying flows to the existing



sanitary system within Medallion Boulevard in the interim prior to the completion of the Regional trunk sewer on Hwy 27. Based on the current City sanitary operational model, minor surcharging is identified under existing conditions in several segments downstream of the Medallion Blvd outlet. A current estimate for improvements to these surcharging segments is approximately \$1.9M, however these segments are situated within valley and open space areas where the risk of potential basement flooding is minimized. As a result, additional flows to the Medallion system may be accommodated in the interim subject to on-going flow monitoring. The City intends to implement flow monitoring of the Medallion Blvd sewer system through its Infrastructure System Optimization Program and will require financial securities from the Owner should improvements be required. A Site Plan condition to this effect will be included in the Site Plan Agreement or Letter of Undertaking, as required.

The DE Department requires the Owner to address outstanding comments and conditions through the Site Development Application to support a complete approval of the proposed sanitary servicing strategy.

#### Municipal Servicing – Stormwater

The Subject Lands are currently serviced by existing storm infrastructure located within Line Drive. The stormwater management plan comprises of constructing private underground Stormwater Chambers and treatment train provisions to provide quantity and quality controls as well as water balance requirements within the Subject Lands required for the Development together with connections to the existing storm control maintenance holes/service connections via orifice tubes, ultimately conveying flows to Line Drive and downstream to Humber River.

As per the Block 59 MESP, the Subject Lands were intended to utilize a Stormwater Management ('SWM') Pond on the west side of Line Drive to satisfy ultimate quality and quantity controls for Line Drive itself and the Subject Lands. The Development anticipates a site-specific amendment to the MESP to remove the SWM Pond and as such, any existing stormwater infrastructure within Line Drive that was intended for quality and/or quantity control purposes shall be upgraded and/or decommissioned to the satisfaction of the City. Furthermore, the Development intends to capture an existing drainage course conveying external drainage from the west (Hydro Corridor) through proposed storm sewers which will require easements to be established. A Site Plan condition to this effect will be included in the Site Plan Agreement or Letter of Undertaking, as required.

The City's design standards dictate that private site development should control the urban stormwater runoff to the target release rates established in the City's Master Plan and provide water quality treatment and erosion controls. The DE Department requires a revised SWM Report and supporting design drawings to satisfy the Owner's quantity and quality control obligations.

The DE Department requires the Owner to address outstanding comments and conditions through the Site Development Application to support a complete approval of the proposed SWM strategy.

#### Lot Grading

A grading design drawing was submitted in support of the Development. The detailed grading design and erosion sediment control drawings should reflect upon all the special structures and property required necessary to service the Subject Lands. The Owner shall inform the City of any operation and maintenance obligations for future municipal or private infrastructure including retaining walls, soil stability requirements or other proposed structures necessary to facilitate the Development on the Subject Lands.

The DE Department requires the Owner to address outstanding comments and conditions through the Site Development Application to support a complete approval of the proposed lot grading strategy.

#### Noise Impact Study

The Owner submitted an Environmental Noise Impact Study prepared by Valcoustics Canada Ltd. and dated February 16, 2023, to investigate the potential environmental noise impact from the Subject Lands on the existing surrounding noise sensitive land uses. The final Environmental Noise Impact Study must be approved to the satisfaction of the DE.

The DE Department requires the Owner to address outstanding comments and conditions through the Site Development Application to support an approval of the proposed noise mitigation strategy.

#### Environmental Engineering

The Owner has submitted Phase One Environmental Site Assessment ('ESA') Reports prepared by Terraprobe and dated May 4, 2021, December 20, 2021 and March 1, 2022 respectively, and Summaries of Soil and Groundwater Results which have been reviewed by the Environmental Engineering Division. Given that soil and ground water impacts were identified on the Subject Lands that would require remediation and/or management, the Owner must complete a RAP and submit a MECP RSC to the satisfaction of the City. A Holding Symbol condition to this effect is included in the Recommendations of the report.

#### Transportation Engineering

A Traffic Impact Study ('TIS') prepared by BA Group and dated April 2023 was supplied in support of the Application and includes analyses performed estimating the future transportation impacts of the Development. The total truck volume at the existing Costco warehouse driveway connection to Line Drive is projected to be in the order of 104 and 116 inbound trucks in the peak operating hour with completion of Phase 1 and Phase 2 of the Development, respectively. The total passenger vehicle volume at the existing employee and visitor parking lot and driveway connection to Highway 27 is

projected to be in the order of 181 and 201 inbound vehicle trips in the peak operating hour with completion of Phase 1 and Phase 2 of the Development, respectively.

The TIS concludes that the traffic volumes generated by the Development are a small component of total traffic passing through the intersections of the study area during the peak hours and therefore is a minor factor in intersection operation and determination of improvements. DE concurs with the overall study and methodology and accept its conclusions and recommendations; however, the TIS requires review and approval by York Region.

***Cash-in-Lieu of the dedication of parkland is required.***

Prior to the issuance of the Building Permit, the Owner shall pay to the City of Vaughan by way of certified cheque, cash-in-lieu of the dedication of parkland equivalent to 2% of the value of the Subject Lands, in accordance with the *Planning Act* and the City of Vaughan Parkland Dedication By-law. The Owner shall submit an appraisal of the Subject Lands prepared by an accredited appraiser for approval by the Vaughan Real Estate Department, and the approved appraisal shall form the basis of calculation of the cash in-lieu payment. For valuation purposes, the appraisal may consider the Subject Lands to be unserviced.

***Other external agencies and various utilities have no objection to the Development.***

The Urban Design division of Development Planning, Development Finance, Environmental Services, Forestry Division, Parks Infrastructure Planning and Development, Alectra Utilities, Bell Canada, Canada Post and Hydro One Networks Inc., have no objections to the Development, and outstanding comments or conditions will be addressed through the Site Development Application.

The Cultural Heritage division of Development Planning, By-law and Compliance, Licensing & Permit Services, Emergency Planning, Fire & Rescue Services, Enbridge and Rogers, have no objections to the Development.

**Broader Regional Impacts/Considerations**

***Regional Municipality of York***

York Region has no comments with respect to Zoning By-law Amendment File Z.23.011 and has provided technical comments to be addressed through the Site Development Application.

***Toronto and Region Conservation Authority (TRCA)***

TRCA has no objections to Zoning By-law Amendment File Z.23.011 and has provided technical comments to be addressed through the Site Development Application.

### **Ministry of Transportation (MTO)**

MTO has no comments with respect to Zoning By-law Amendment File Z.23.011 and has provided technical comments to be addressed through the Site Development Application.

### **Conclusion**

The Development Planning Department is satisfied that the Application is consistent with the PPS, conforms with the Growth Plan, YROP 2022 and VOP 2010, and is appropriate for the development of the Subject Lands. The Development is considered appropriate and compatible with existing and planned surrounding land uses.

Accordingly, the Development Planning Department can recommend approval of the Application, subject to the recommendations in this report.

**For more information**, please contact Casandra Krysko, Senior Planner, at extension 8003.

### **Attachments**

1. Context Map and Polling Area
2. Location Map and Zoning
3. Site Plan and Proposed Zoning – Southwest Parcel
4. Site Plan and Proposed Zoning – Southeast Parcel
5. Landscape Plan
6. West Building Elevations
7. North and South Building Elevations
8. East Building Elevations
9. Rendered Perspectives - Southeast
10. Rendered Perspectives - Southwest
11. Block 59 Plan Land Use Plan

### **Prepared by**

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### **Approved by**



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### **Reviewed by**



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