

## Staff Report PDA2023-06

October 20, 2023

Standing Committee N/A

Council N/A

Amendments

---

**Submitted To:** Summer Valentine, Director, Planning, Building, and Economic Development

**Submitted &**

**Prepared By:** Lindsay Ayers, Manager, Planning

**Subject:** Conditional Approval of a Site Plan Amendment – 55 Mountain Road (Canadian Tire Expansion)

File D110723

---

### Recommendation

**THAT** Staff Report PDA2023-06 “Conditional Approval of a Site Plan Amendment – 55 Mountain Road (Canadian Tire Expansion)” be received;

**AND THAT** Site Plan Amendment Application File D110723 be approved subject to the conditions in Appendix ‘A’.

### Amendments

None.

## 1. Executive Summary

This report provides the Director, Planning, Building, and Economic Development with an analysis and recommendations regarding a proposed Site Plan Amendment and related Amending Site Plan Control Agreement to permit an expansion to the existing home and auto supply store (Canadian Tire) and the relocation and expansion of the accessory unenclosed garden centre at 55 Mountain Road.

Based on the land-use planning analysis and the Town's development review process, Planning Services confirms that the submitted documents and plans illustrate a proposed use and associated site works that are in conformity to or consistent with the relevant land use planning instruments. It is therefore recommended that the Site Plan Amendment be approved subject to fulfillment of the conditions outlined in Appendix 'A' including resolution of all outstanding minor technical comments from Town departments, third-party peer reviewers, and the Nottawasaga Valley Conservation Authority (NVCA), payment of the necessary fees and securities, and entering into an Amending Site Plan Control Agreement to the satisfaction of Senior Town Administration and the Town Solicitor. The Site Plan Drawings are appended to this report (see Appendix 'B').

## 2. Analysis

### Background

The Owner, Canadian Tire Properties Inc., has made application to the Town for a Site Plan Amendment to facilitate an approximately 2,750 m<sup>2</sup> expansion to the existing Canadian Tire store for a total new Gross Leasable Floor Area (GLFA) of 9,567 m<sup>2</sup> as well as the relocation and expansion of the existing garden centre compound with a with a total new GLFA of 1,443 m<sup>2</sup>.

On May 15, 2023, Council approved a Zoning By-law Amendment (ZBA 2023-051) to permit an increase to the maximum gross leasable floor areas of both the existing home and auto supply store and the accessory unenclosed garden centre expansion. No

appeals were received and ZBA 2023-051 is now in full force and effect. Details pertaining to the Zoning By-law Amendment are outlined further in [Report P2023-13](#).

### ***Property Description***

Per Figure 1, the subject lands are located on the west side of Highway 26 (Balsam Street) and the north side of Mountain Road and First Street Extension. The lands are approximately 10.3 hectares (25.5 acres) in size with approximately 315 metres of frontage along Highway 26/Balsam Street. The subject lands are currently comprised of a number of commercial uses representing a collective total of 21,018 square metres of gross leasable floor area, including an existing 6,817 m<sup>2</sup> home and auto supply store and a 945 m<sup>2</sup> accessory unenclosed garden centre.



**Figure 1: 2022 Aerial Image of Subject Property**

Source: Simcoe County GIS Maps

Surrounding land uses include Environmental Protection lands (Black Ash Creek) to the north and west, commercial and vacant lands to the east of Highway 26/Balsam Street, and commercial lands to the south of Mountain Road and First Street Extension. The

subject property is located on the Collingwood public transit West and Crosstown Routes, with transit stops located directly onsite.

**Proposal**

Per Figure 2, the proposed development consists of an approximately 2,750 m<sup>2</sup> expansion to the existing Canadian Tire store for a total new Gross Leasable Floor Area (GLFA) of 9,567 m<sup>2</sup> as well as the relocation and expansion of the existing garden centre compound with a with a total new GLFA of 1,443 m<sup>2</sup>. The number of parking spaces is proposed to decrease from 1,260 parking spaces to 1,140 parking spaces (a decrease of 120 parking spaces), whereas a minimum of 738 parking spaces is required for the subject lands. The Site Plan drawings are appended to this report (see Appendix 'B').

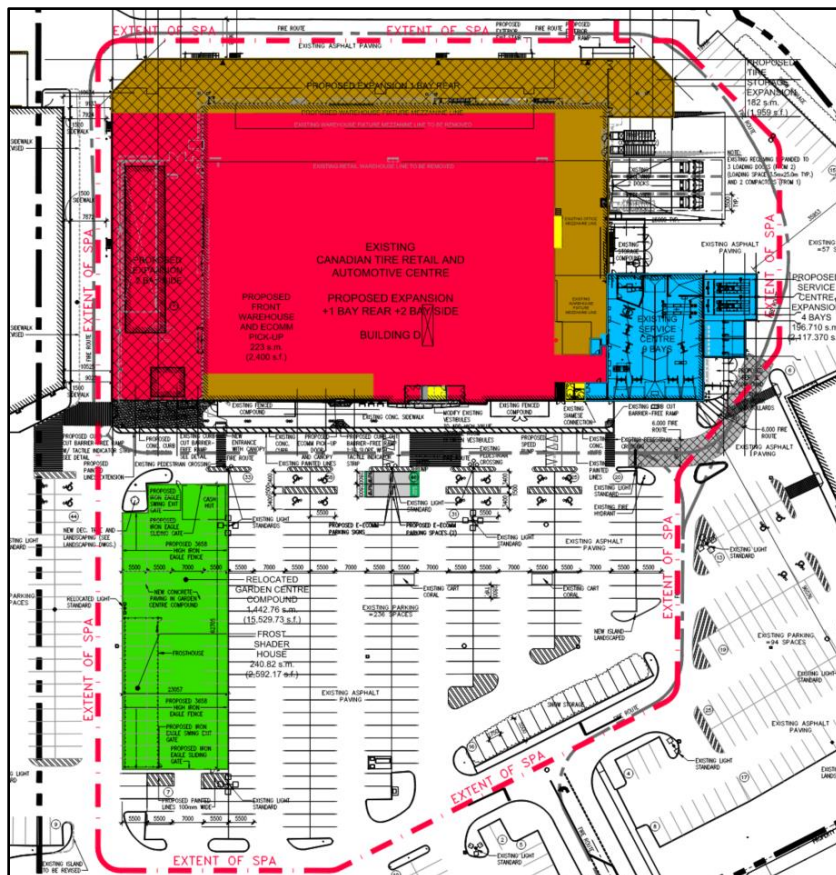


Figure 2: Excerpt of Site Plan showing the proposed development

Source: RAI Architect Inc.

### ***Water and Wastewater Capacity Allocation***

A Functional Servicing Report, prepared by Odan/Detech Consulting Engineers, was submitted in support of the proposed development. Based on the Functional Servicing Report and Town of Collingwood Development Standards dated July 2007 as well as the updated Development Standards pertaining to Sanitary and Watermain Design Flows, approved by Council on August 18, 2022, Environmental Services has confirmed that no expansion to the domestic water use for the development is proposed. As such, zero (0) Single Dwelling Unit equivalents (SDUs) of water and wastewater are required to facilitate the proposed development.

Section A6 ‘Development Not Subject to the Allocation Policy’ of the Town’s Servicing Capacity Allocation Policy (SCAP) states: ‘*The **Allocation Policy** does not apply to the following: (f) Minor adjustments to site plan agreements and subdivision/condominium/site plan amendments that do not meet the criteria of Section A8(c)*’. Furthermore, Section A8(c) states ‘*When the cumulative effect of amendments and/or extensions to draft plans of subdivisions, condominium descriptions or site plans have the effect of increasing the servicing capacity requirements beyond 10 SDUs of the originally approved servicing capacity as verified by a professional engineer’s report and/or confirmation from Town Administration, a revised merit-based analysis under A10 of this policy is required.*’

Given the proposed Site Plan Amendment does not exceed 10 SDUs of servicing capacity, a merit-based evaluation of the proposed development against the SCAP was not required.

### **Planning Analysis**

The analysis section of this report provides a review of the proposed Site Plan Amendment and the associated Amending Site Plan Control Agreement relative to the planning policy framework and regulatory instruments as follows:

### ***Matters of Provincial Interest***

The *Planning Act* provides that Council in carrying out their responsibilities under the *Act* shall have regard to matters of provincial interest.

Planning Services is satisfied that the proposed development has regard to the applicable matters of provincial interest and, more specifically supports the following tenets:

- (f) the adequate provision and efficient use of communication, transportation, sewage and water services and waste management systems;
- (h) the orderly development of safe and healthy communities;
- (k) the adequate provision of employment opportunities;
- (p) the appropriate location of growth and development;
- (q) the promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians;
- (r) the promotion of built form that,
  - (i) is well-designed,
  - (ii) encourages a sense of place, and
  - (iii) provides for public spaces that are of high quality, safe, accessible, attractive and vibrant.

Per Provincial Bills 109 and 23, as the Site Plan Amendment application was received after July 1, 2022, the Director, Planning, Building, and Economic Development is the approval authority. The provisions of Section 41 of the *Planning Act* have been accounted for in the review and processing of this application.

### ***Provincial Policy Statement (2020)***

The *Planning Act* provides that a decision of the Council of a municipality in respect of the exercise of any authority that affects a planning matter, shall be consistent with the policy statements issued by the Province and shall conform with the provincial plans that are in effect or shall not conflict with them, as the case may be.

The Provincial Policy Statement (PPS) identifies that healthy, liveable and safe communities are sustained (in part) by:

- promoting efficient development and land use patterns within settlement areas based on a range of uses and opportunities for intensification and redevelopment;
- accommodating employment (including industrial and commercial) and other uses to meet long-term needs;
- avoiding development and land use patterns which may cause environmental or public health and safety concerns; and
- promoting the integration of land use planning, growth management, transit-supportive development, intensification and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments and minimize vehicle trips, and standards to minimize land consumption and servicing costs.

The proposed Site Plan Amendment would facilitate an expansion to an existing commercial use, thereby accommodating new employment opportunities. Furthermore, the proposed development represents intensification of an existing developed and municipally serviced site, minimizing the need for additional land consumption in greenfield areas and continuing to protect sensitive natural heritage features.

Planning Services is satisfied that the proposed development is consistent with the PPS.

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

The *Planning Act* provides that the Council of a municipality, in exercising any authority that affects a planning matter shall conform to the provincial plans that are in effect, or shall not conflict with them, as the case may be. A Place to Grow Plan builds on the PPS to establish a land use planning framework for the Greater Golden Horseshoe that

supports the achievement of complete communities, a thriving economy, a clean and healthy environment, and social equity. Guiding principles of A Place to Grow Plan include (in part):

- supporting the achievement of complete communities that are designed to support healthy and active living and meet people’s needs for daily living throughout an entire lifetime;
- prioritizing intensification and higher densities in strategic growth areas to make efficient use of land and infrastructure and support transit viability; and
- providing flexibility to capitalize on new economic and employment opportunities as they emerge, while providing certainty for traditional industries.

The proposed Site Plan Amendment would facilitate an expansion to an existing commercial use on a developed and municipally serviced site, which represents intensification and is consistent with the concepts of complete communities and compact built form as outlined in the A Place to Grow Plan. The proposed development would provide new economic and employment opportunities and provide new space for an existing business to grow.

Planning Services is satisfied that the proposed development is in general conformity with the policies of A Place to Grow Plan.

### ***County of Simcoe Official Plan***

The subject property is designated ‘Settlement’ within the County of Simcoe Official Plan. The County of Simcoe Official Plan contains policies relating to the orderly development of those areas that are designated as Settlement, and in particular an emphasis on development directed to Primary Settlement Areas. The Town of Collingwood is identified as a Primary Settlement Area.

The County's Official Plan identifies four themes of the planning growth management strategy including:

- Direction of a significant portion of growth and development to settlements where it can be effectively serviced, with a particular emphasis on primary settlement areas;
- Enabling and managing resource-based development including agriculture, forestry, aggregates, and tourism and recreation;
- Protection and enhancement of the County's natural heritage system and cultural features and heritage resources, including water resources; and
- Development of communities with diversified economic functions and opportunities, and a diverse range of housing options.

The County's Official Plan identifies that the wide range of land uses in Settlements provides an opportunity for people to live, work, shop and find recreation in one compact community and that Primary Settlement Areas are required to develop as complete communities that are transit-supportive. Furthermore, the Plan states *'Intensification, or directing of development to the built-up area and serviced areas within settlement areas, contributes to compact development form'* and *'...local municipalities shall promote and facilitate intensification and efficient use of land in built-up areas...'*

The Plan also identifies the need to enable and encourage the development of a wide range of business and employment opportunities to meet the needs of a growing population and changing global economics. Furthermore, the growth of locally sponsored businesses is particularly encouraged as it provides a more stable and secure employment base developed with local involvement. The Simcoe County Official Plan policies provide for and encourage multi-use development and expansion of employment opportunities to help achieve complete communities.

The proposed Site Plan Amendment would facilitate additional development that represents an efficient use of land and services that is transit-supportive and would contribute towards the achievement of complete communities, compact urban form, continued economic development, and protection of sensitive environmental features/functions in the Town of Collingwood.

Planning Services is satisfied that the proposed development conforms to the general intent and purpose of the County of Simcoe Official Plan. The subject application was circulated to the County of Simcoe and no concerns were raised with conformity to the County's Official Plan.

### ***Town of Collingwood Official Plan***

- Schedule "A" *Land Use Plan* designates the subject lands as Regional Commercial District
- Schedule "B" *Environmental Protection – Natural Heritage Resource Areas* identifies Category 2 Woodland on the subject lands and Category 1 Valleylands and Fish Habitat immediately west and north of the subject lands
- Schedule "F" *Urban Structure* identifies the subject lands as Inside Built Boundary (Designated/Available Lands) and within the Mixed Use Intensification Area A (Regional Commercial District)

### ***Environmental Protection Policies***

Schedule "B" of the Official Plan identifies lands warranting varying levels of protection due to their environmental importance. Per Figure 3, a Category 2 Woodland (green hatching) is identified in the northwest corner of the subject lands and Category 1 Valleylands and Fish Habitat (orange and purple hatched line) associated with Black Ash Creek are located immediately north and west of the subject lands.



**Figure 3: Excerpt of Schedule “B”**

Source: Town of Collingwood Official Plan

With respect to Category 1 adjacent lands, the Town’s Official Plan states: *‘No development shall be permitted on adjacent lands within...50 metres of Category 1: Valley land, Woodland or Fish/Nursery unless the proposed methods of remediating the potential impacts of such development on the adjacent resources are satisfactory to the Town of Collingwood and the Nottawasaga Valley Conservation Authority. This shall be demonstrated through the preparation of an EIS.’*

Furthermore, with respect to Category 2 development prerequisites, the Town’s Official Plan states:

*‘The lands identified as Category 2 Environment Protection – Natural Heritage Resource Areas on Schedule B are also environmentally significant. Development in accordance with the land use designations on Schedule A, shall only be permitted on lands accommodating Category 2 resources and/or on adjacent lands located within 50 metres (164 feet) of Category 2: Woodland or Fish Habitat where the proposed methods of remediating any potential impacts are satisfactory to the Town of Collingwood and the Nottawasaga Valley Conservation Authority, as established through the preparation of an EIS.’*

*The primary objective of an EIS is to first identify and assess the potential impacts of development on the natural features and functions of the area, and second, where development is concluded to be appropriate, to ensure its integration with the natural system through sensitive design.*

*Where it is established through an EIS, approved by the Town of Collingwood and/or other mandated approval authority, that development can occur within or adjacent to the Natural Heritage Resource Areas in accordance with sound management practices, it may proceed on the basis of the land use designations delineated in Schedule A.'*

Planning Services notes the original Canadian Tire store development (Building 'D') received Site Plan approval in 2006. Through that approval, it appears the Category 2 Woodlands were removed from the subject lands. Furthermore, with respect to the proposed development being located within 50 metres of Category 1 Valley lands and Fish Habitat, the proposed commercial expansion is on existing paved areas and does not extend beyond what has already been developed through previous *Planning Act* applications. As such, the Nottawasaga Valley Conservation Authority (NVCA) confirmed they have no natural heritage concerns with the proposal and an EIS was not required.

### ***Regional Commercial District Policies***

The function of the Regional Commercial District is to provide a wide range of retail, entertainment, and service commercial facilities that cater to the permanent and seasonal residents within the Town and the surrounding regional area.

The subject property is located within Sub Area 'A' (lands north of First Street Extension) per the Town's Official Plan. Permitted uses in Sub Area 'A' include one food supermarket, one department store, one home and auto supply store, other retail stores, motor vehicle gas station, restaurants, places of entertainment, and service

commercial establishments. Government offices and one deposit-taking institution are also permitted.

The proposed Site Plan Amendment would facilitate an expansion to the existing home and auto supply store in the Regional Commercial District Sub Area 'A' and represents a permitted use. No new uses are being proposed.

### ***Conservation Authorities Policies***

The Town's Official Plan states: *'The Town of Collingwood shall consult with either the Nottawasaga Valley Conservation Authority or the Grey Sauble Conservation Authority, who function as the Town's technical advisors, during the review and approval of a variety of applications for development in lands that are determined to have Natural Heritage and/or Natural Hazard Features.'* In addition to other relevant approvals, all development within the areas regulated by the Conservation Authorities Act shall be subject to the permit process administered by either the Nottawasaga Valley Conservation Authority or the Grey Sauble Conservation Authority.

The NVCA has reviewed and confirmed they have no objection to the conditional approval of this Site Plan Amendment application and that their remaining minor technical comments can be addressed as condition of the approval and through the NVCA permitting process.

Based on the foregoing, Planning Services is satisfied that the proposed development conforms to the general intent and purpose of the Town's Official Plan.

### ***Town of Collingwood Zoning By-law***

The Town of Collingwood Zoning By-law No. 2010-040, as amended, zones the subject property as Regional Commercial Exception One (C2-1) and partly Environmental

Protection (EP). The EP zoning applies to the western and northern property boundaries adjacent to Black Ash Creek.

Further to Zoning By-law Amendment 2023-051, the C2-1 Zone permits one (1) home and auto supply store with a maximum gross leasable floor area of 9,600 m<sup>2</sup> and an accessory unenclosed garden centre to the home and auto supply store with a maximum gross leasable area of 1,500 m<sup>2</sup>.

Furthermore, ZBA 2023-051 included two new site-specific exceptions to the C2-1 zone as follows:

1. Notwithstanding General Provision 4.14.2 titled Multiple Zones on a Lot, the minimum interior side yard for Building “D” as shown on the registered Site Plan shall be 8.0 m from the Environmental Protection (EP) zone to the west; and
2. For the purposes of determining zoning conformity, lands within this zone shall be considered to be one contiguous lot.

Compliance with the C2-1 lot provisions for the proposed development is provided in the table below:

| <b>C2-1 Lot Provisions</b>   | <b>Required</b>      | <b>Provided</b>      |
|--|----------------------|----------------------|
| Minimum Front Yard (South)   | 10.0 m               | 295.8 m              |
| Minimum Exterior Side Yard (East)  | 10.0 m               | 96.1 m               |
| Minimum Interior Side Yard to EP Zone (West)   | 8.0 m                | 8.6 m                |
| Minimum Rear Yard (North)  | 10.0 m               | 19.8 m               |
| Maximum Height   | 15.0 m               | 7.1 m                |
| Maximum Lot Coverage   | 50%                  | 22.6%                |
| Minimum Landscaped Open Space  | 10%                  | 22.3%                |
| Maximum Gross Leasable Floor Area for Home and Auto Supply Store   | 9,600 m <sup>2</sup> | 9,567 m <sup>2</sup> |
| Maximum Gross Leasable Floor Area for Accessory Unenclosed Garden Centre to the Home and Auto Supply Store | 1,500 m <sup>2</sup> | 1,443 m <sup>2</sup> |

### *Parking and Loading Provisions*

The Town's Zoning By-law outlines the Parking and Loading provisions required for various types of uses, including the minimum number of required parking spaces and associated parking space sizes, number of entrances, vehicular entrance provisions, bicycle parking, etc. The proposed development has been reviewed in the context of these zoning provisions and satisfies those requirements.

There are currently 1,253 parking spaces over the entirety of the subject lands, whereas a minimum of 738 parking spaces is required. The proposed development would reduce the total number of parking spaces to 1,140, including 40 accessible spaces and add one additional loading space at the north side of the building for a total of 3 loading spaces. In addition, based on the proposed building expansion, a minimum of 11 bicycle parking spaces is required and the proposed development includes 15 bicycle parking spaces.

Based on the foregoing, Planning Services is satisfied that the proposed development conforms to the Town's Zoning By-law.

### ***Town of Collingwood Urban Design Manual***

On July 19, 2010, Council enacted and passed By-laws 2010-082 and 2010-083 to give effect to the Town's Urban Design Manual (UDM). The intent of the UDM is to ensure that any application for site plan control, subdivision or condominium are designed to meet or exceed a minimum standard set of guidelines for urban development form.

An Urban Design Brief and building elevations (see Figure 4), prepared by RAI Architect Inc., and a Landscape Plan, prepared by Douglas W. Kerr & Associates Ltd. were submitted in support of the proposed development.



***Basic Data Pertaining to the File:***

|                     |   |
|---------------------|---|
| Date of Submission: | Deemed complete August 24, 2023           |
| Town Solicitor:     | Jean Leonard, Miller Thomson              |
| Related Files:      | D14322 (ZBA)<br>D002621 (Preconsultation) |

***Parties to the Agreement***

- Canadian Tire Properties Inc.
- The Corporation of the Town of Collingwood

***Financial and Security Considerations***

Revisions to the cost estimates are required to finalize all financial and security amounts as a recommended condition of approval.

***Administration Fees***

- The sum of **\$5,000.00** to be applied towards the Town’s administrative and legal costs is required as a deposit. Payment of a fee for the Town’s Engineering Services Department review of the proposal and the inspection of the site works equivalent to 3% of the cost of all works or a minimum of \$4,000.00 is required.

***Securities***

- Securities calculated based on the final cost estimate and representing the total security value for this project is required for the site works.

***Insurance***

- A general comprehensive liability insurance certificate in the amount of **\$5,000,000.00** is required, and the Town will need to be listed as an insured.

### ***Cash-in-lieu of Parkland Dedication***

- A payment for cash-in-lieu of parkland dedication equal to two percent (2%) of the difference between the appraised value of the lands before the commencement of the proposed new development (the Pre-Development Value) and the estimated value of the lands with the new development completed (the Post-Development Estimate) is required prior to issuance of the first building permit. The appraisal and estimate to determine the Pre-Development Value and the Post-Development Estimate are to be completed at the Owner's expense by an individual who holds a designation from the Appraisal Institute of Canada.

### **Financial Impacts**

Maintaining an adequate, appropriate and orderly supply and mix of residential, commercial, and industrial units in anticipation of future development and servicing conditions provides a long-term foundation for stable community growth and results in the generation of growth-related revenue associated with building permit fees, development charges, taxes, and other related fees.

### **Conclusion**

Based on the land-use planning analysis and the Town's development review process, Planning Services confirms that the submitted documents and plans illustrate a proposed use and associated site works that are in conformity to or consistent with the relevant land use planning instruments. It is therefore recommended that the Site Plan be approved subject to the fulfillment of conditions outlined in Appendix 'A' including resolution of all outstanding minor technical comments from Town departments, third-party peer reviewers, and the NVCA, payment of the necessary fees and securities, and entering into an Amending Site Plan Control Agreement to the satisfaction of Senior Town Administration and the Town Solicitor. The Site Plan Drawings are appended to this report (see Appendix 'B').

### 3. Input from Other Sources

The subject application was circulated to Town departments, applicable third-party peer reviewers, and external commenting agencies for review and comment and most concerns have been satisfactorily addressed. As noted above, outstanding minor technical comments will need to be addressed as a recommended condition of approval.

The following supporting documents were provided, updated, amended, confirmed and/or reviewed by the applicable experts:

- Urban Design Brief [December 2022.], [RAI Architect Inc.];
- Functional Servicing and Stormwater Management Report [November 25, 2022, last revised July 27, 2023], [Odan-Detech Consulting Engineers];
- Tree Preservation and Protection Report (Arborist Report) [December 12, 2022, last revised July 14, 2023], [Thomson Watson Consulting Arborists Inc.];
- Site Plan and Architectural drawings (including building elevations and floor plans) [August 4, 2021, last revised July 14, 2023.], [RAI Architect Inc.];
- Engineering drawings (including Site Servicing Plan, Site Grading & Erosion Control Plan, and Notes & Details) [January 24, 2022, last revised July 27, 2023], [Odan-Detech Consulting Engineers];
- Landscaping drawings (including Landscape Plan and Tree Preservation Plan [June 11, 2021, last revised July 14, 2023], [Douglas W. Kerr & Associates Ltd.];
- Electrical Photometric Site Plan [July 19, 2022, last revised June 23, 2023], [Hammerschlag & Joffe Inc]; and
- Water Adequacy Letter [July 27, 2023], [Civelec Consultants Inc.].

A third-party peer review was undertaken for landscaping matters. The following peer review response was provided:

- Landscaping [October 9, 2023], [Envision Tatham].

Staff Report No. PDA2023-06 was forwarded to Department Heads on October 24, 2023 and the content of this report responds to the feedback received.

#### 4. Applicable Policy or Legislation

- *Planning Act* (1991, as amended);
- Provincial Policy Statement (2020);
- Growth Plan for the Greater Golden Horseshoe (2020 Consolidation);
- Simcoe County Official Plan (2016);
- Town of Collingwood Official Plan (2004, as amended);
- Town of Collingwood Zoning By-law 2010-040 (2010, as amended);
- Town of Collingwood Site Plan Control By-law (2010), as amended; and
- Town of Collingwood Urban Design Manual (2010).

#### 5. Considerations

- Community Based Strategic Plan: Consistent with CBSP
- Services adjusted if any
- Climate Change / Sustainability: Positive impact on climate change/sustainability (decreases GHG emissions)

*The proposal furthers the buildout and intensification of previously developed lands within the Town's built boundary contributing to a complete community.*

- Communication / Engagement: Public Engagement has occurred

*The proposed development has been posted on the Town's website and the Notice of Complete Application and Public Meeting for the Zoning By-law Amendment was published in the local newspaper and circulated to property owners within 120 metres of the subject property.*

Accessibility / Equity, Diversity, Inclusion: The proposed development has been reviewed in the context AODA regulations.

Registered Lobbyist(s) relating to content:

Next steps and future action required following endorsement:

- Owner satisfaction of conditions
- Subject to the above, execution of an Amending Site Plan Control Agreement

## 6. Appendices and Other Resources

**Appendix A:** Conditional Site Plan Control Decision and Conditions

**Appendix B:** Site Plan Drawings

## 7. Approval

**Prepared By:**

Lindsay Ayers, MCIP, RPP  
Manager, Planning