

Staff Report PDA 2024-05

Committee N/A

Council N/A

Amendments ☒

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

Submitted By: Lindsay Ayers, Manager, Planning

Prepared By: Erica Rose, Community Planner

Subject: Conditional Approval of a Site Plan – 629 Hurontario Street
(Medical Office)
File No. D11924

Recommendation

THAT Staff Report PDA 2024-05 “Conditional Approval of a Site Plan – 629 Hurontario Street (Medical Office)” be received;

AND THAT Site Plan Application File D11924 be approved subject to the conditions in Appendix ‘A’;

AND THAT this conditional site plan approval shall lapse three years from the date that the conditional approval was issued should a permit under the *Building Code Act* to implement the site plan not be issued.

Amendments

The above noted request to grant conditional site plan approval for the Medical Office at 629 Hurontario Street originally proposed to remove the cedar hedge along the rear property line due to technical challenges that rendered it unfeasible to complete the required site works. However, the applicant subsequently proposed an alternative approach of maintaining the cedar hedge and trimming only necessary portions that are required to construct the parking lot and a timber privacy fence. Accordingly, the applicant submitted revised landscaping drawings which were circulated for technical review. The Town’s Landscape Architect Peer Reviewer provided comment that the

proposed trimmings would result in a 50% reduction and as a result, the hedge is not believed to survive this reduction. While it is challenging to definitively know if the cedar hedge will survive, Planning Services believes this approach should be entertained, recognizing that it attempts to maintain a portion of the existing tree canopy coverage and it will provide additional buffering to the residential property to the rear. This approach also responds to a comment that was made by a member of the public during the associated Official Plan and Zoning By-law Amendment applications, who was concerned about the potential loss of green space when the cedar hedge was proposed to be removed entirely. To ensure the cedar hedge is replanted in the event it does not survive the proposed reduction, the applicant has provided securities in the amount of \$2,200.00 for replanting costs. The applicant also consulted with the owners of 48 Collins Street where the cedar hedge is planted, and both parties have signed a letter agreeing to trim the cedar hedge as necessary, or replant the hedge, if required. Planning Services also notes that additional technical review has resulted in changes to the total amount of securities which is now confirmed to be \$81,129.12, whereas \$126,542.91 was originally identified.

1. Executive Summary

This report provides the Director of Planning, Building and Economic Development with an analysis and recommendations regarding a proposed Site Plan and related Site Plan Control Agreement to facilitate the conversion of an existing single-detached dwelling into a medical office with associated parking, bicycle racks, outdoor amenity space, pedestrian walkways and landscaping at the property municipally addressed as 629 Hurontario Street. Per [Report P2024-03](#), Official Plan and Zoning By-law Amendments to permit commercial uses on the subject property with site-specific exceptions were approved by Council on February 5, 2024.

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 conditions outlined in Appendix 'A', including resolution of

outstanding minor technical comments, municipal servicing allocation, payment of the necessary fees and securities, and the owner entering into a Site Plan Control Agreement to the satisfaction of Senior Town Administration and the Town Solicitor. It is further recommended that this conditional site plan approval shall lapse three years from the date that the conditional approval was issued should a permit under the *Building Code Act* to implement the site plan not be issued. The Servicing Capacity Allocation Policy merit-based evaluation (Appendix 'B') and the Site Plan Drawings (Appendix 'C') are also attached to this report in support of the recommendation.

2. Analysis

Background

The Owner, Susan Ann O'Toole, has made an application to the Town for a Site Plan to facilitate the conversion of an existing single-detached dwelling into a medical office with associated parking, bicycle racks, outdoor amenity space, pedestrian walkways and landscaping. Per [Report P2024-03](#), an Official Plan Amendment and Zoning By-law Amendment were approved by Council on February 5, 2024, to facilitate the proposed development.

Property Description

Per Figure 1, the subject property is located on the southeast corner of Hurontario Street and Collins Street. The property is nearly rectangular in shape and has an area of approximately 0.1 hectares (0.25 acres), with approximately 19 m of frontage on Hurontario Street and 49 m of frontage on Collins Street. The subject property is legally described as PT PKLT 1 S/S COLLINS ST PL 163, COLLINGWOOD AS RO1397597, TOWN OF COLLINGWOOD.



Figure 1: 2023 Aerial Image of the Subject Property

Source: Simcoe County GIS Maps

The property currently contains a single-detached dwelling and a detached accessory building (garage) and has two entrances off Collins Street. Surrounding land uses include residential uses and commercial uses (Tim Hortons) to the north, residential uses to the south and east, and institutional uses (Collingwood Collegiate Institute) to the west.

Proposal

Per Figure 2, the development proposes to convert the existing single-detached dwelling into a medical office with associated parking, bicycle racks, outdoor amenity space, pedestrian walkways and landscaping. In addition, one of the two existing entrances off Collins Street will be eliminated. The existing single-detached dwelling has a building area of 113 m² and the detached accessory garage has a building area of approximately 45 m². Both structures will remain on the property and the existing deck will be removed to accommodate a walkway to the medical office, bicycle parking and snow storage. Landscaping is generally proposed around the perimeter of the parking

lot and the entrance off Collins Street. The outdoor amenity space is proposed to be accessed by pedestrian connections from the Hurontario Street sidewalk and the proposed parking area. The parking lot is proposed in the rear yard with eleven (11) parking spaces including one (1) Type 'A' van accessible parking space. Two (2) bicycle racks that can accommodate four bicycles are also proposed to the west of the parking lot beside a pedestrian sidewalk that connects to the proposed medical office. The Site Plan drawings are appended to this Report (Appendix 'C'), noting that minor revisions are anticipated once outstanding technical comments are resolved.

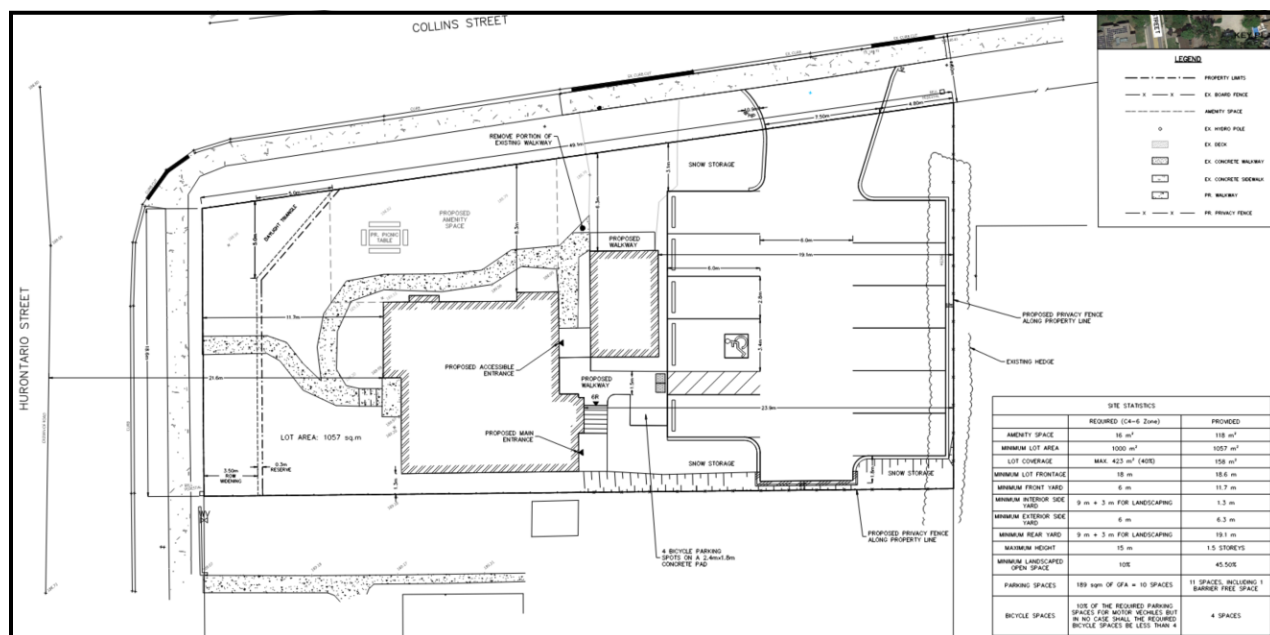


Figure 2: Proposed Site Plan showing the overall site layout

Source: Crozier Consulting Engineers

Water and Wastewater Capacity Allocation

A Servicing & Stormwater Management Implementation Report, prepared by Crozier Consulting Engineers, was submitted in support of the proposed development. Based on the contents this 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 estimated water and wastewater servicing capacity requirements to be 2 single dwelling unit equivalents (SDUs) and 1 SDU respectively for the proposed development.

Section A5 ‘Development Subject to the Allocation Policy’ of the Town’s Servicing Capacity Allocation Policy (SCAP) applies to the following growth and development, among others:

- a) Any development where an extension and/or the provision of new water and/or wastewater infrastructure is required;
- c) Any development requiring site plan approval.

Planning Services completed a merit-based evaluation of the proposed commercial development (see Appendix ‘B’) against the SCAP. Per Appendix ‘B’, a total score of 28.5 points out of a possible 80 points (36%), was achieved by the proposed development. This merit-based evaluation of the development proposal does not exceed the minimum 50% of the available points required for Council’s consideration when a request for allocation is received. However, Section A10 ‘Capacity Allocation Criteria’ allows for developments which score less than 50% of the available points to be considered for capacity allocation by Council at their discretion. It is noted that the self-evaluation of the proposed development against the SCAP completed by the applicant identified a score of 31.5 points (39%). The applicant’s scores were generally consistent with Planning Services, with some inconsistencies by a matter of 1 to 2 points. It can be challenging under certain circumstances for smaller-scale development proposals that represent infilling to gain sufficient points as the SCAP must be applicable to all major developments, most of which are larger in scope. Based on the positive attributes of this development proposal, Planning Services would be prepared to recommend servicing capacity allocation despite the proposal achieving a score under 50%.

Capacity allocation is not being committed through the conditional approval of this Site Plan Control application. In accordance with the approach approved by Town Council on January 30, 2023, the SCAP evaluation referenced above will be brought forward in a major development batch for consideration in Fall 2024. Building permits would not be available until the conditions of approval are fulfilled, including the allocation of municipal servicing and the execution of a Site Plan Control Agreement with the municipality.

Planning Analysis

The analysis section of this report provides a review of the proposed Site Plan and the associated 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 principles:

- (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; and
- (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 application was received after July 1, 2022, the Director, Growth and Development, or their designate, 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 Planning Statement (2024)

Section 3 of the *Planning Act* requires that decisions affecting planning matters shall be consistent with policy statements issued under the Act. The Provincial Planning Statement (PPS) was issued under Section 3 of the *Planning Act* and came into effect on October 20, 2024. It replaces the Provincial Policy Statement (2020) and A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020). The intent of the PPS is to provide policy direction on matters of provincial interest related to land use planning and development.

The PPS states that Settlement Areas shall be the focus of growth and development. Development within Settlement Areas shall be based on densities and a mix of land uses which efficiently use land and resources, optimize existing and planned infrastructure, support active transportation, and are transit and freight supportive. The subject property is located in the Town of Collingwood which is a Settlement Area. The proposed development would intensify an existing mixed-use area that is serviced by full municipal services and located at the intersection of Arterial and Collector Roads having convenient access to a variety of transit and active transportation opportunities.

The PPS further notes that planning authorities shall support general intensification to support the achievement of complete communities. The PPS identifies that complete communities shall be supported by accommodating an appropriate range and mix of land uses, transportation options with multimodal access, and employment, improve accessibility for people of all ages and abilities by addressing land use barriers which restrict their full participation in society, and improve social equity and overall quality of life for people of all ages, abilities, and incomes. The subject property is located in a mixed-use area having a range of residential, commercial and community service uses. The proposed development would contribute towards enhancing the health and wellness employment sector of the Town. Furthermore, the proposed development satisfies the requirements of the *Accessibility for Ontarians with Disabilities Act* and the associated design standards.

The PPS further notes that healthy, active and inclusive communities should be promoted by planning public streets, spaces and facilities to be safe and meet the

needs of persons of all ages and abilities, facilitate active transportation and community connectivity, and plan for the needs of persons of all ages and abilities in the distribution of a full range of publicly accessible built and natural settings. The proposal involves the removal of one vehicular access to the subject property, thereby extending the length of the municipal sidewalk and reducing the number of potential pedestrian-vehicular interactions. The development also proposes to include bicycle parking and an outdoor amenity space which can be accessed by several pedestrian walkways.

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

County of Simcoe Official Plan

The County of Simcoe Official Plan contains policies relating to the orderly development of areas that are designated as Settlement, and particularly an emphasis on development directed to Primary Settlement Areas. The subject property is designated Settlement within the County of Simcoe Official Plan, and 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 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 a 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. 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 recognizes 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. The Simcoe County Official Plan policies provide for and encourage multi-use development and expansion of employment opportunities to help achieve complete communities. Planning Services is satisfied that the proposed development would contribute towards the achievement of complete communities, compact urban form, and continued economic development in the Town of Collingwood and 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 (2004)

Schedule ‘A’ *Land Use Plan* designates the subject lands as Mixed-Use Commercial

Schedule ‘F’ *Urban Structure* identifies the subject lands as Inside Built Boundary (Designated/Available Lands)

Mixed-Use Commercial Policies

The Mixed-Use Commercial designation is intended to provide a location for a range of commercial uses that serve residents and visitors. The subject property is located in the Hurontario Street Mixed-Use corridor between Collins Street and Lockhart Road.

Permitted uses in the Hurontario Street corridor include a variety of commercial uses, including business offices and medical clinics. The proposed development represents a permitted use in the Mixed-Use Commercial designation.

Mixed-Use areas are also subject to high development standards in terms of design and landscaping. As outlined further in the Town of Collingwood Urban Design Manual section of this report, an Urban Design Brief and a Landscaping Plan were prepared by qualified professionals and the proposed development was reviewed in the context of

the Town's Urban Design Manual to ensure that high quality urban design was achieved.

On September 24, 2024, the County of Simcoe approved the Town's new Official Plan, subject to a 20-day appeal period. As this application was received prior to the new Official plan being approved, the proposed development was assessed for consistency with the Town of Collingwood Official Plan (2004), as amended. However, Planning Services confirms that the proposed development is also consistent with the Town's new Official Plan.

Based on the foregoing, Planning Services is satisfied that the proposed development is consistent with the Town's Official Plan (2004).

Town of Collingwood Zoning By-law

The Town of Collingwood Zoning By-law 2010-040, as amended, zones the subject property Mixed-Use Commercial Exception Six (C4-6). The C4-6 Zone permits a range of commercial uses, including a medical clinic and medical office. The proposed development represents a permitted use in the C4-6 Zone.

Conformity with the C4-6 lot provisions for the development is provided in the table below:

C4-6 Lot Provisions	Required	Provided
Minimum Lot Area (m ²)	1,000	1,057
Maximum Lot Coverage (%)	40%	15%
Minimum Lot Frontage (m)	18.0	18.6
Minimum Front Yard Setback (m)	6.0	11.7
Minimum Interior Side Yard (m)	1.3 + 0.5 m for landscaping	1.3 m + 0.5 m for landscaping
Minimum Exterior Side Yard (m)	6.0	6.3
Minimum Rear Yard (m)	9.0 + 0.5 m for landscaping	19.0 m + 0.5 m for landscaping

Minimum Landscaped Open Space	10%	46%
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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. Furthermore, the site-specific Zoning By-law Amendment for the subject property, approved by Council on February 5, 2024, reduced the minimum setback of a non-residential entrance abutting any Residential zone from 9.0 m to 4.8 m.

A total of eleven (11) parking spaces are proposed at the rear of the property, including one (1) Type 'A' van accessible parking space. Planning Services notes that a minimum of 10 parking spaces is required for the proposed development. Two (2) bicycle racks that can accommodate four (4) bicycles are also proposed.

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-law Numbers 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.

The proposed development does not involve any changes to the exterior design of the existing building. As such, the proposed landscaping, hardscaping, active transportation connections, and outdoor amenity areas have been reviewed per the Town's UDM.

Per Figure 3, landscaping is generally proposed around the perimeter of the parking lot and two new trees are proposed near the vehicular entrance off Collins Street. An existing tree at the northwest corner of the property where Hurontario Street intersects

[illegible]

Source: Crozier Consulting Engineers

The property presently contains a cedar hedge along the rear property line which is now proposed to be removed to accommodate the required parking for the proposed development. Planning Services notes that, in response to the previous Official Plan and Zoning By-law Amendment applications, the owner of 710 St. Marie Street, which is located in the general vicinity of, but not immediately adjacent to the subject property, expressed concerns with the removal of this cedar hedge. In response to this concern, the applicant previously confirmed that the cedar hedge would be maintained. However, technical challenges have arisen through the site plan review process which have rendered it unfeasible to maintain the existing cedar hedge and provide the necessary number of parking spaces for the proposed development. Through the site plan review process, Planning Services advised the applicant that alternative solutions would be required to buffer the proposed commercial use from the residential property to the east.

The applicant has subsequently consulted with the adjacent property owner to the east and they have agreed to address this buffering concern by installing new landscaping on the western boundary of the neighbouring property at the applicant's cost. The Landscape Plan will need to be further revised to reflect this proposed offsite landscaping to the satisfaction of the Town's Landscape Architect peer reviewer prior to issuance of final Site Plan approval.

In addition to the proposed landscaping, one 118 m² outdoor amenity area is proposed on the north side of the existing building. The outdoor amenity space is proposed to feature a picnic table and is accessed by pedestrian connections from the Hurontario Street sidewalk and the proposed parking area. The development also includes two (2) bicycle racks adjacent to the proposed parking area and three (3) snow storage areas along the north and south property lines abutting the parking lot.

The applicant has advised that waste management will be addressed through the County of Simcoe's curbside waste collection program. Typically, the County of Simcoe does not provide waste collection services for commercial uses. However, Planning Services has received confirmation from the County that this development is eligible to receive one trio of carts for recycling, organics, and garbage.

The proposed development was reviewed in the context of the applicable standards of the Town's UDM and subject to the recommended conditions, is found to be acceptable.

Site Plan Control Agreement

The Site Plan Control Agreement will include all standard clauses typically found in the Town's Site Plan Control Agreements, including clauses that address water and wastewater capacity allocation, construction management plans, and archaeological resources. There are no special clauses proposed within the Site Plan Control Agreement.

Basic Data Pertaining to the File

Application Deemed Complete:	August 9, 2024
Town Solicitor:	Jean Leonard, Miller Thomson
Related Files:	D00223 (Pre-consultation)

D0840323 (concurrent Official Plan &
Zoning By-law Amendments)

Parties to the Agreement

- Susan Ann O'Toole
- The Corporation of the Town of Collingwood

Financial and Security Considerations

Administration Fees

- The sum of **\$5,000.00** to be applied towards the Town's administrative and legal costs is required as a deposit. The sum of **\$4,000.00** as a flat fee for the Town's Engineering Services Department review of the proposal and the inspection of the site works is required.

Securities

- Securities in the amount of **\$126,542.91**, representing the total security value including contingency allowance, for the project is required for site works. This amount is subject to change as the applicant resolves minor technical comments, which may impact the estimated total cost of the proposed development.

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 conditions outlined in Appendix 'A', including resolution of outstanding minor technical comments, municipal servicing allocation, payment of the necessary fees and securities, and the owner entering into a Site Plan Control Agreement to the satisfaction of Senior Town Administration and the Town Solicitor. It is further recommended that this conditional site plan approval shall lapse three years from the date that the conditional approval was issued should a permit under the *Building Code Act* to implement the site plan not be issued.

3. Input from Other Sources

The subject application was circulated to Town departments, applicable third-party peer reviewers, and external agencies for review and comment. All concerns related to the proposed Site Plan have been satisfactorily addressed, save and except for the conditions listed in Appendix 'A'.

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

- Urban Design Brief, [dated August 2024], [prepared by Loft Planning Inc.];
- Design Drawing Set, [dated August 23, 2023, revised October 18, 2024], [prepared by Crozier Consulting Engineers];

- Landscape Opinion of Probable Costs [dated July 26, 2024], [prepared by Crozier Consulting Engineers];
- Servicing & Stormwater Management Implementation Report, [dated July 2024], [prepared by Crozier Consulting Engineers];
- Security Calculations, [dated July 26, 2024, revised October 17, 2024], [prepared by Crozier Consulting Engineers];
- Construction Management Plan, [dated October 2024], [prepared by Crozier Consulting Engineers]; and
- R-Plan, [dated October 16, 2024], [prepared by Van Harten Surveying Inc.].

A third-party peer review was completed for landscaping matters and the following peer review response was provided:

- Landscaping [August 26, 2024, revised October 23, 2024], [R.J. Burnside & Associates Limited].

Staff Report PDA2024-05 was forwarded to Department Heads on November 5, 2024, and the content of this report responds to the feedback received.

4. Applicable Policy or Legislation

- *Planning Act* (1991, as amended);
- Provincial Planning Statement (2024);
- Simcoe County Official Plan (2023 Consolidation);
- 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 2010-082 (2010, as amended);
- Town of Collingwood Urban Design Manual (2010).

5. Considerations

2024-2028 Community Based Strategic Plan: Advances pillar(s) below:

- ☐ Sustainable ☒ Connected ☒ Vibrant ☐ Responsible
- ☐ Services adjusted if any Not Applicable

- ☒ Climate Change / Sustainability: Positive impact on climate change/sustainability (decreases GHG emissions)

The proposal furthers the buildout and intensification of serviced land within the Town's built boundary contributing to a complete community.

- ☒ Communication / Engagement: Public Engagement has occurred

The proposed development was published on the Development Activity layer of the Town's Land Use Planning Interactive Map and posted on the Town's website.

- ☒ Accessibility / Equity, Diversity, Inclusion: Other:

The proposed development has been reviewed in the context of AODA regulations.

- ☐ Registered Lobbyist(s) relating to content: Not Applicable

Next steps and future action required following endorsement:

- Owner satisfaction of conditions; and,
- Subject to the above, execution of a Site Plan Control Agreement.

6. Appendices and Other Resources

Appendix A: [Decision Sheet and Conditions](#)

Appendix B: [Servicing Capacity Allocation Policy Evaluation Matrix](#)

Appendix C: [Site Plan Drawings](#)

7. Approval

Prepared By:

Erica Rose, Community Planner

Reviewed By:

Lindsay Ayers, MCIP, RPP, Manager, Planning