



Staff Report PDA2023-01

April 18, 2023

Standing Committee N/A

Council N/A

Amendments

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

Submitted By: Lindsay Ayers, Manager, Planning

Prepared By: Justin Teakle, Community Planner

Subject: Conditional Site Plan Control Approval – 25 Sandford Fleming Drive (Industrial Development)

Recommendation

THAT Staff Report PDA2023-01 “Conditional Site Plan Control Approval – 25 Sandford Fleming Drive (Industrial Development)” dated April 18, 2023 be received;

AND THAT Site Plan Application File No. D111422 be approved subject to the conditions in Appendix ‘A’ to Staff Report PDA2023-01.

Amendments

None.

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 Agreement for an industrial development consisting of one new building, surface parking, and landscaping at 25 Sandford Fleming Drive.

2. Analysis

Background

The Owner, 2671834 Ontario Ltd., has made an application to the Town for Site Plan Control for the development of one new additional industrial building and associated surface parking and landscaping at 25 Sanford Fleming Drive.

Property Description

Per Figure 1, the subject property is located on the north side of Sanford Fleming Drive. The property is irregular in shape and approximately 1.01 hecatres (2.49 acres) in size with 102.1 metres of frontage along Sanford Fleming Drive and currently contains an existing industrial building along the northeast side and a telecommunications tower in the northeast corner. The existing building contains a variety of industrial businesses including The Flooring Place and McKeough Supply.



Figure 1: 2022 Aerial Image of the subject property

Surrounding land uses are all industrial park with Pilkington to the north and east; the Collingwood Business Park and Medatech to the west; and Belfor and SKS Novelty Co. to the south.

The subject property is legally described as Part E1/2 Lot 41 Concession 7 Nottawasaga Part 1, 51R29989; Collingwood.

Proposal

The proposed development consists of one 1,301 m², two-storey industrial building located along the southwest side of the property parallel to the existing building in an area that is currently a nondelineated gravel parking lot. Landscaping is proposed between the proposed building and the street and elsewhere along the Sanford Fleming Drive frontage and the perimeter of the site. New delineated surface parking is proposed to the side (northwest) and limited spaces, including two accessible spaces, are proposed in front (southeast) of the building. A continuous barrier free path is proposed from the accessible spaces and parking spaces along the northeast side of the building directly to the main entrance. The site plan drawings are appended to this report (see Appendix 'B').



Figure 2 Proposed site plan with new building at left and existing on the right.

A few relatively minor technical matters still need to be addressed through a subsequent site plan submission, including the following:

- Cost estimate revisions;
- Grading clarifications;
- Inclusion of tactile walking surface indicators;
- A 0.2 m increase to the width of the proposed on-site walkway;

- A calculation correction to the Functional Servicing Report (which will not impact water capacity allocation calculations);
- landscaping matters including waste enclosure details, amenity area details, revisions to proposed planting species, and resolution of snow storage and planting conflicts.

Staff are of the opinion that these outstanding technical matters are not fundamental and do not warrant withholding approval. Satisfaction of outstanding technical matters is recommended as a condition of approval (see Appendix 'A').

Water and Wastewater Capacity Allocation

A Functional Servicing Report, prepared by Tatham Engineering, was submitted in support of the proposed development. Based on the 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, 15 Single Dwelling Unit equivalents (SDUs) of water and 10 SDUs of wastewater are required to facilitate the proposed development.

Planning Services completed a merit-based evaluation of the proposed industrial development (see Appendix 'C') against the Capacity Allocation Policy of the Town of Collingwood Water and Wastewater Capacity Allocation Policy dated January 30, 2023. Category G – Timing of Development, has been removed as part of the SCAP evaluation in accordance with the recent amendments approved by Council. Per Appendix 'C', a total score of 37.5 points out of a possible 80 points (47%), was achieved by this 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.

It is noted that the self-evaluation of the proposed development against the Capacity Allocation Criteria completed by the applicant identified a score of 40.5 points (51%).

The difference in points is related to a few criteria. Specifically, points were assigned by the applicant for “Development incorporates low impact / sustainable development, as it relates to water efficiency and reduced wastewater flow from development projects” (Category B1). Staff find that the justification provided in this category only justifies one point rather than 3 assigned by the applicant. The applicant assigned 1 point for “Development will facilitate the removal or improvement of a land use conflict” (Category F2). Staff disagree that a land use conflict is being removed or improved by this proposal. Otherwise, the applicant’s and Town staff’s evaluations were generally consistent in scoring \pm 1-2 points.

Capacity allocation is not being committed through the conditional approval of this Site Plan Control application. In accordance with the approach approved by Council on January 30, 2023, the SCAP evaluation referenced above will be brought forward in a batch format for consideration of allocation later this month. For greater clarity, building permits would not be available until the conditions of approval are fulfilled related to municipal servicing capacity allocation and the execution of a Site Plan Control Agreement with the municipality.

Planning Analysis

The Planning analysis section of this report provides a review of the proposed site plan and the associated Site Plan Control Agreement relative to the planning and policy framework 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:

- the orderly development of safe and healthy communities;
- the adequate provision of employment opportunities;
- the appropriate location of growth and development;
- the promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians;
- 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 Control application was received after July 1, 2022, the Director of 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;
- 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; and
- improving accessibility for persons with disabilities and older persons by addressing land use barriers which restrict their full participation in society.

The proposed industrial development would accommodate new employment opportunities. Furthermore, the development proposal represents intensification of an existing developed site inside the established built boundary, minimizing the need for additional land consumption in greenfield areas.

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 Provincial Policy Statement 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:

- supporting the achievement of complete communities;

- 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 industrial development comprised of a new building on an underutilized site within the built boundary of the Town 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 space for existing businesses 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. 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 also states *'...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. 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.

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

Schedule 'A' titled *Land Use Plan* designates the subject property as Industrial Park

Schedule 'F' titled *Urban Structure* identifies the subject property as Inside Built Boundary (Designated/Available Lands)

Industrial Park Policies

The Industrial Park designation is intended to encompass general and light industrial activities where the predominant use is for large attractive enclosed manufacturing operations, prestige industrial, and office-based uses in a landscaped park-like setting. Permitted uses include manufacturing, processing and/or assembling operations, concealed storage and warehousing facilities, research and development facilities, corporate administration offices, business offices and assembly halls.

Industrial Park uses will be subject to high development standards including extensive and well-designed landscaping treatment. The uses permitted shall be encouraged to develop in a nodal or campus-design format consisting of one or more individual buildings or multiple tenancy buildings having shared parking, loading and access facilities.

The development proposal involves the construction of a new industrial building for offices and warehousing on an underutilized site where there is already an existing building. Parking facilities will be shared between the two buildings and landscaping is proposed adjacent to the front of the building, along the street frontage, and around the perimeter of the property.

Town of Collingwood Zoning By-law

The Town of Collingwood Zoning By-law Number 20210-040, as amended, zones the subject property as Industrial Park (M5).

The M5 zone permits a range of industrial uses including, among others, business office; custom workshop; warehouse; and manufacturing processing, assembly or fabrication plant.

Compliance with the M5 lot provisions for the proposed development is provided in the table below:

M5 Lot Provisions	Required	Provided
Minimum Front Yard	12.0 m	12.0 m
Minimum Interior Side Yard	6.0 m	10.0 m
Minimum Rear Yard	7.5 m	13.3 m
Maximum Height	15 m	7.2 m
Maximum Lot Coverage	50%	26.2%
Minimum Landscaped Open Space	15%	15%

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. A total of 52 parking spaces are proposed across the site (51 are required for both the existing and proposed building). Existing parking is mostly nondelineated and will be clearly delineated through this proposal. Six bicycle parking spaces, two loading spaces (one for the new building), and two delivery spaces (one for the new building) are also proposed.

The proposed development has been reviewed in the context of these zoning provisions and satisfies those requirements.

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.

Building renderings (prepared by Sydney Lanaus Interior Design) and landscape plans (Owen Landscape Architect) were submitted in support of the proposed development (see Figure 3 for artist rendering). Staff reviewed the proposed landscaping, hardscaping, active transportation connections, and outdoor amenity areas and also made suggestions regarding building design noting that Site Plan Control does not regulate exterior building design.



Figure 3: artist rendering of front facade facing Sandford Fleming Drive

An attractive building with a distinguishable main entrance and extensive glazing on the front façade facing Sandford Fleming Drive is proposed. The proposed building is also seven metres in height, providing a suitable presence for an arterial street. Continuous

barrier-free connections are proposed from the building entrance to barrier-free parking spaces.

Landscaping is proposed adjacent to the front of the new building, along the Sandford Fleming Drive frontage, and around the perimeter of the site. Limited priority parking is located in front of the building with the majority of parking located to the side . An overall tree canopy coverage of 22.6% is currently proposed, which is below the UDM goal of 30%. However, it is recognized that the existing building and site configuration present challenges to achieving 30% and the proposal represents an overall improvement to tree canopy coverage. An outstanding technical comment encourages the applicant to explore additional opportunities to achieve tree canopy coverage that is closer to or satisfies the Town's 30% goal.

An outdoor amenity area is proposed on the northeast side of the building directly adjacent to the main entrance. A second-floor outdoor terrace is also proposed over the main entrance vestibule.

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

Site Plan Control Agreement

The Site Plan Control Agreement will include all of the standard clauses typically found in the Town's Site Plan Control Agreements. In addition, there are a number of special terms and conditions noted below that are currently being refined by staff and the Town Solicitor. Once conditions of approval have been fulfilled including the granting of municipal servicing capacity allocation by Council, the Site Plan Control Agreement would be finalized to the satisfaction of the Director of Planning, Building, and Economic Development and the Town Solicitor.

Basic Data Pertaining to the File

Date of Submission: August 2022
Town Solicitor: Jean Leonard, Miller Thomson
Related Files: D001620 (Preconsultation)

Parties to the Agreement

- 2671834 Ontario Ltd.
- The Corporation of the Town of Collingwood

Special Terms and Conditions

There are four (4) anticipated special clauses proposed within the Site Plan Control Agreement as follows:

- External Services
 - *Pertains to the required off-site site external services necessary to facilitate the development.*
- Water and Wastewater Capacity Allocation
 - *Identifies a maximum allocation of SDUs for the proposed development and outlines details pertaining to the withdrawal of municipal servicing allocation, timing, etc.*
- Construction Management Plan
 - *Pertains to the requirement for a Construction Management Plan to be submitted prior to site works commencing.*
- Bell Canada
 - *Pertains to requirements identified by Bell Canada*

Financial and Security Considerations

Revisions to the cost estimates are required to finalize all financial and security amounts as a condition of Site Plan 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 the 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 fulfillment of conditions outlined in Appendix 'A' including confirmation of municipal servicing capacity allocation and entering into a Site Plan Control Agreement to the satisfaction of the Director, Planning, Building, and Economic Development 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 all concerns have been satisfactorily addressed.

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

- Siltation and Erosion Control and Removal Plan [August 2022, last revised February 2023], [Tatham Engineering];
- Site Plan [August 2022, last revised February 2023], [Tatham Engineering];
- Site Servicing Plan [August 2022, last revised February 2023], [Tatham Engineering];
- Site Grading Plan [August 2022, last revised February 2023], [Tatham Engineering];

- Details and Noted [August 2022, last revised February 2023], [Tatham Engineering];
- Photometrics, Lighting Schedule, Illumination Summaries and Specification [May 13, 2022, last revised January 6, 2023], [Tatham Engineering];
- Landscape Plan [August 2022, last revised January 19, 2023], [Owen Landscape Architect];
- Functional Servicing Report [August 8, 2022, last revised February 1, 2023], [Tatham Engineering];
- Stormwater Management Report [August 8, 2022], [Tatham Engineering]; and
- Urban Design Report [August 8, 2022, last revised February 1, 2023], [Tatham Engineering].

Third-party peer reviews were undertaken for landscaping matters. The following peer review report was provided:

- Landscaping [October 13, 2022, last revised March 15, 2023], [Envision Tatham].

Staff Report No. PDA2023-01 was forwarded to Department Heads on April 18, 2023 and the content of this report responds to the feedback received.

4. Applicable Policy or Legislation

- *Planning Act*;
- 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

- | | |
|---|--|
| <input checked="" type="checkbox"/> Community Based Strategic Plan: | Consistent with CBSP |
| <input type="checkbox"/> Services adjusted if any | |
| <input checked="" type="checkbox"/> Climate Change / Sustainability: | The proposal furthers the build out and intensification of the Town's built boundary contributing to a complete community. |
| <input checked="" type="checkbox"/> Communication / Engagement: | The application has been posted on the Town's website. |
| <input checked="" type="checkbox"/> Accessibility / Equity, Diversity, Inclusion: | The proposed development has been reviewed in the context AODA regulations. |
| <input type="checkbox"/> Registered Lobbyist(s) relating to content: | |

Next steps and future action required following endorsement:

- Owner satisfaction of conditions
- Servicing Capacity Allocation consideration by Council
- Subject to the above, execution of a Site Plan Control Agreement

6. Appendices and Other Resources

Appendix A: Conditional Site Plan Control Decision and Conditions

Appendix B: Site Plan Drawings

Appendix C: Capacity Allocation Criteria – Merit Based Evaluation

7. Approval

Prepared By:

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Reviewed By:

Lindsay Ayers, Manager, Planning, MCIP, RPP