

Staff Report PDA2023-05

October 13, 2023

Standing Committee N/A

Council N/A

Amendments

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

Submitted By: Lindsay Ayers, Manager, Planning

Prepared By: Justin Teakle, Senior Planner

Subject: Conditional Approval of Site Plan Control – Shipyards Block 6
(Collingwood Quay)

File D110623

Recommendation

THAT Staff Report PDA2023-05 “Conditional Approval of Site Plan Control – Shipyards Block 6 (Collingwood Quay)” be received;

AND THAT Site Plan Control Application File D110623 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 and related Site Plan Control Agreement to permit a mixed-use commercial and residential development on Shipyards Block 6 (north side of Side Launch Way) known as Collingwood Quay.

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, confirmation of municipal servicing capacity allocation, and entering into a 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, F S Collingwood Development (FRAM and Slokker) has made an application to the Town for Site Plan Control approval for the development of a six-storey, mixed-use development. On March 20, 2023, Council adopted Official Plan Amendment (OPA) 47 and approved a Zoning By-law Amendment (ZBA 2023-019) to establish the principle of development for the site. The County of Simcoe approved OPA 47 on June 22, 2023. No appeals were received for either application and OPA 47 and ZBA 2023-019 are now in full force and effect. The OPA and ZBA are outlined in greater detail in [Report P2023-03](#).

Property Description



Figure 1: 2022 Aerial Image of Subject Lands

Per Figure 1, the subject property is located on the north side of Side Launch Way and is generally triangular in shape and approximately 0.7 hectares in area (1.8 acres). The property is currently vacant and was historically an industrial site as part of the Collingwood Shipyards. The lands are surrounded by the following:

- To the west: Parkland for a future public plaza at the north end of Hurontario Street and the continuation of the waterfront promenade. The Side Launch Basin of the harbour and the residential Shipyards neighbourhood beyond
- To the east: A strip of parkland for the continuation of the waterfront promenade with the Dry Dock Basin of the harbour beyond
- To the north: The harbour

- To the south: Side Launch Way and Commercial uses, specifically Mountain View Towne Centre (BMO, Rexall, etc.)

Across the Dry Dock Basin of the harbour to the east is Block 10 of the Shipyards, known as the Perfect World future development site. To the southeast across Side Launch Way is Block 11 of the Shipyards, known as the Harbour House site, which is presently under construction. Both Perfect World and Harbour House will be six storeys in height.

The subject lands are legally described as Block 6 PLAN 51M-926, Town of Collingwood, County of Simcoe.

Proposal

Per Figure 2, the proposed development consists of a 12,317 m² mixed-use building with 100 residential condominium apartment units and 335 m² of commercial space fronting Side Launch Way and a future public plaza with space for future patios. The building is six storeys in height with one of the commercial units fronting Side Launch Way being one storey in height. Per the recently approved Zoning for the property, at least 150 m² of the commercial space is required to be used exclusively as a restaurant. Associated underground and surface parking; indoor/outdoor amenity spaces; and landscaping works are also proposed. The northern most portion of the subject property adjacent to the harbour is to be conveyed to the Town for parkland purposes. This conveyance would connect the Town-owned lands to the east and west of the subject property and enable the continuation of the waterfront promenade around the perimeter of the proposed development. The site plan drawings are appended to this report (see Appendix 'B').

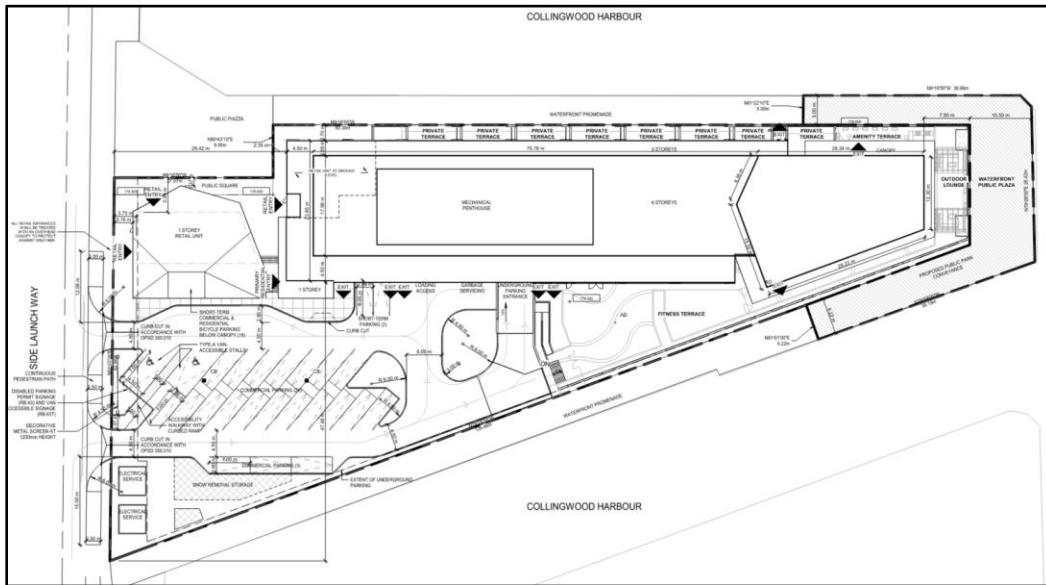


Figure 2: Excerpt of Site Plan showing the proposed building (north at right)

Source: Giannone Petricone Associates Inc. Architects

Water and Wastewater Capacity Allocation

A Functional Servicing Report, prepared by Crozier 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, 70 Single Dwelling Unit equivalents (SDUs) of water and 66 SDUs of wastewater are required to facilitate the proposed development.

Planning Services completed a merit-based evaluation of the proposed mixed-use development against the Capacity Allocation Policy of the Town of Collingwood Water and Wastewater Capacity Allocation Policy dated January 30, 2023. Per Appendix ‘C’, a total score of 57 points out of a possible 95 points (60%), was achieved by this development. This merit-based evaluation of the development proposal meets 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 71 points (75%). The difference in points between the applicant's and Town staff's evaluations were spread over a number of criteria but were mostly consistent in scoring ± 2 points, save and except for points in the Affordable Housing category where staff and the applicant's scores differed by 3 points. No innovative housing forms that contribute to affordability are proposed.

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 is anticipated to be brought forward in a batch approach for consideration of allocation in Fall 2023. 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.

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:

- (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;
- (i) the adequate provision and distribution of educational, health, social, cultural and recreational facilities;
- (j) the adequate provision of a full range of housing, including affordable housing;
- (k) the appropriate 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 Control application was received after July 1, 2022, the Director, Planning, Building, and Economic Development is the approval authority. Staff would note that the proposed residential units are not intended to meet the Town or Province's definition of affordable housing but would add to the overall apartment stock in the Town. 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 an appropriate affordable and market-based range and mix of residential types (i.e. including single-detached, additional residential units, multi-unit housing, affordable housing and housing for older persons) and other uses to meet long-term needs;
- promoting economic development and competitiveness in part by encouraging compact, mixed-use development that incorporates compatible employment uses to support liveable and resilient communities;
- 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 PPS encourages intensification and compact, mixed-use developments that incorporate a compatible mix of housing and employment uses to support liveable and resilient communities. Land use patterns, density, and mix of uses that minimize the length and number of vehicle trips, shorten commutes, and support transit and active transportation should be promoted. In addition to density and mix of uses, land use patterns should promote recreation, parks, and open spaces that increase active transportation and transit use before other modes of travel.

The proposed mixed-use residential-commercial development with 100 residential apartment units would represent intensification on existing municipal services within a settlement area and would help to ensure the continued build-out of the Shipyards area with a pedestrian-oriented and transit supportive development. Staff would note that the residential apartment units are not intended to meet the Town or Province’s definition of affordable housing but would add to the overall apartment stock in the Town. The proposal would also facilitate a community recreational facility in the form of a continuous waterfront promenade along the harbour edge with two public plazas.

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 designed to support healthy and active living including high quality public open spaces, adequate parkland, and opportunities for recreation;
- prioritizing intensification and higher densities in strategic growth areas to make efficient use of land and infrastructure and support transit viability;
- providing flexibility to capitalize on new economic and employment opportunities as they emerge, while providing certainty for traditional industries; and
- supporting a range and mix of housing options to serve all sizes, incomes, and ages of households.

The Growth Plan envisions a shift to more mixed-use development in primary settlement areas to support compact and complete communities as well as vibrant communities with both housing and employment opportunities. Expanding convenient access to active transportation is also a thread throughout the document to support a range of transportation options that reduce automobile reliance, enhance access to retail/office uses, minimize surface parking, and promote climate change mitigation and resiliency.

The proposed mixed-use residential-commercial development comprised of 335 m² of ground floor commercial space and 100 residential apartment units on an existing vacant infill development site 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 further expand the provision of a diverse range and mix of housing options within the identified built boundary of Collingwood.

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 also states *‘...local municipalities shall promote and facilitate intensification and efficient use of land in built-up areas...’*

Settlements are to be the focus of population and employment growth with development in a compact urban form that promotes the efficient use of land and provision of water, sewer, transportation and other services. Settlement areas are encouraged to develop as complete communities with a diverse mix of land uses, a range of employment and housing types, high quality public open space and easy access to local stores and services.

Similar to the Growth Plan, mixed-use areas within settlements are seen as a way to intensify and revitalize neighbourhoods, promote a compact built form, and contribute to environmental sustainability. Active transportation is to be supported to improve air quality, promote energy conservation, encourage healthy lifestyles, facilitate alternatives for the movement of goods and people, reduce vehicle trips and lengths, and improve connectivity.

Recreation and tourism are recognized as significant and growing sectors of the County's economy and the provision of a wide range of land uses results in an opportunity for people to live, work, shop, and find recreation in one compact community is highlighted. The County encourages the provision of a full range and equitable distribution of publicly accessible built and natural settings for recreation, including parkland, open space, trails, and water-based facilities.

It is also a policy of the County's Official Plan that the Town of Collingwood plans to achieve a minimum annual intensification target of 40% for all new residential units developed within the built boundary.

The proposed development would contribute towards the achievement of complete communities and compact urban form for Settlements. The proposed development would also contribute towards achieving the County's minimum 40% intensification target for the Town of Collingwood and provide a wider range of housing types and costs. Planning Services is satisfied that the proposed development conforms to the general intent and purpose of the County of Simcoe Official Plan.

Planning Services is satisfied that the proposed development would contribute towards the achievement of complete communities, compact urban form, provision of public open space, 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" Land Use Plan designates the subject property as Shipyards

Schedule "A.1" *The Shipyards-Special Policy Area Land Use Plan* identifies the subject property as Mixed-Use Exception Two and Parkland

Schedule “F” *Urban Structure* identifies the subject property as Inside Built Boundary (Designated/Available Lands) and within the Collingwood Intensification Area

The Shipyards- Special Policy Area Policies

The planned function of the Shipyards designation is to be developed as a mixed-use, residential-commercial, and open space waterfront community. Development is to be medium density and urban in nature with a focus on being pedestrian oriented with a variety of public open spaces including public access to the waterfront. Commercial development of The Shipyards will be comprehensively planned and designed as an extension of the Downtown Core. Lands abutting public plazas or open spaces may be used for at-grade commercial uses.

The subject lands are currently a vacant block within the Shipyards that were historically used for industrial purposes, specifically the construction of ships. The lands have since been remediated and a Record of Site Condition submitted. The proposed mixed-use development conforms with the Shipyards -Special Policy Area policies.

Residential Unit Count

The Official Plan states that: *‘Subject to the policies of Section 4.4.4.9.3.1.9.2 of the Official Plan, the unit count shall generally host the following maximum and minimums on each of the following development blocks... The lands west of Heritage Drive, north of Side Launch Way maximum 130 units and a minimum of 40 units.’* The Shipyards – Special Policy Area Development Standards - Site Unit Count’ states, that *‘the maximum number of residential dwelling units permitted on those lands designated The Shipyards – Special Policy Area shall not exceed 720.’*

The proposed development is for 100 residential dwelling units on the subject property. Other undeveloped land (Block 10 or “Perfect World”) which is also

included in the “lands west of Heritage Drive, North of Side Launch Way” is currently permitted a maximum of 120 residential dwelling units. If both of these maximum unit counts are realized, it would exceed the general and non-binding (i.e. “shall generally”) maximum of 130 units. However, the existing and planned development in The Shipyards Special Policy Area is below the overall permitted maximum of 720 residential dwelling units. There are 565 existing and planned residential dwelling units in The Shipyards Special Policy Area. As such, the proposal does not offend the maximum permitted overall density in The Shipyards Special Policy Area of 50 units per gross hectare.

Building Height

The Official Plan states that, ‘*The lands west of Heritage Drive, north of Side Launch Way shall not exceed a maximum of six (6) storeys.*’

The maximum height provisions contained in the Zoning By-law reflect the maximum 6 storeys as per the Official Plan policies. The proposed highest point is 27.35 metres (only 17% of the building footprint), located at the northern peak of the mezzanine with a sloped roof down to 25.1 metres and 22.85 metres for the remainder of the sixth storey. The proposed height and massing capture key design features of the proposal and address relationships with the adjacent public open spaces. The proposal also does not project into the 45-degree angular plane relative to Side Launch Way as per the Town’s Urban Design Manual. The varied heights of the building massing and the angular plane assist in mitigating the impact of height.

Architectural Design Guidelines

The Official Plan states that, ‘*Buildings shall be designed and constructed in accordance with ‘The Shipyards -Special policy Area Architectural Design Guidelines.’*

In recognition of the prominence of this site, the Town retained Brooke McIlroy to undertake an urban design peer review of the proposed development in accordance with The Shipyards – Special Policy Area Architectural Design Guidelines, Waterfront Master Plan, and the Urban Design Manual. The proposed design has addressed their comments.

Mixed-Use Exception Two Policies (OPA 47)

The Mixed-Use Exception Two designation of the Shipyards Special Policy area is site-specific to the subject property and came into effect through OPA 47. The permitted uses in the Mixed-Use Exception Two designation are the same as the Mixed-Use designation, which permits Medium Density Residential and Commercial uses otherwise permitted in the Downtown Core designation (with some exceptions) and a limitation that any Retail Commercial Establishment shall not exceed a maximum gross floor area of 645 m². Permitted uses may be in a mixed-use structure.

Specific to the subject property:

- The minimum commercial gross floor area shall be 300 m². 335 m² commercial gross floor area is proposed.
- Commercial units shall also generally have their front entrances face the Launch Basin of the harbour. The proposed units are located at the southwest corner of the property adjacent to Side Launch Way and a future public plaza abutting the Launch Basin.
- A minimum of one restaurant shall be provided that faces the Launch Basin. There are two proposed commercial units, either of which can facilitate this requirement and staff are of the understanding that the applicant is actively seeking a restaurant partner to fulfil this requirement.
- Residential dwelling units may be located anywhere at grade, except along Side Launch Way. Residential dwelling units are proposed at grade, but none are proposed along Side Launch Way.

- The maximum residential unit count shall be 101 dwelling units. 100 dwelling units are proposed.

Parkland Policies

Permitted uses in the Parkland designation of the Shipyards are an interactive public plaza, parkettes, and a hierarchy of trails for passive and active recreational uses. A pedestrian waterfront trail system (referred to throughout this Report as the promenade) shall also be integral to the Shipyards.

Through OPA 47, the northern portion of the subject property is now designated as Parkland. The proposed development would convey the land within the Parkland designation to the Town for the purpose of completion of the waterfront promenade. No development is proposed within the Parkland designation.

Conservation Authorities

The 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 the either the Nottawasaga Valley Conservation Authority or the Grey Sauble Conservation Authority. The NVCA has been consulted with respect to the Site Plan Control application and subject to the recommended conditions, they have no objection to its conditional approval. The proposed development will be subject to the NVCA permitting process and any outstanding technical matters will be required to be addressed as a recommended condition of approval. NVCA review has been focused on natural hazards as there are no natural heritage features on the subject property.

Waterfront Master Plan

The Development Opportunities section of the Waterfront Master Plan highlights the subject site as a key mixed-use opportunity and notes Side Launch Way as a key street for activation. The Plan also identifies the site for the continuation of the promenade. Key priorities of the Plan include high quality mixed-use development and cycling and walking connections. The Plan also contains a number of design guidelines for new development. The proposed mixed-use development with commercial uses along Side Launch Way and a continuous waterfront promenade is in accordance with the Waterfront Master Plan. As noted previously, a third-party peer review of the building concept in accordance with the design guidelines of the Waterfront Master Plan was completed.

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.

Shipyards Master Development Agreement and Subdivision Agreement

The existing Shipyards Master Development Agreement and Subdivision Agreement requires that the shoreline works be completed prior to the issuance of a Building Permit for the subject lands and that the works be to the satisfaction of the Town, NVCA, Department of Fisheries and Oceans, and any other applicable governing body. The Owner is responsible for undertaking base park improvements (grading, servicing, etc.) and will front-end enhanced park improvements (paving, seating, lighting, etc.). Park improvements for the adjacent lands will be refined through a subsequent Site Plan Control Agreement for those lands in alignment with the final designs approved through the Sidelaunch Public Realm Plan (See Urban Design Section for further information). The Owner has agreed to complete the adjacent promenade within six months of substantial completion of the development, which will be specified in the Site Plan Control Agreement.

Other Master Plans

Additionally, it is noted that in reviewing the proposal and providing the recommendations contained in this Report, a number of Town Master Planning documents have been considered including, but not limited to, the Master Servicing Study, Master Stormwater Management Study, Transportation Master Plan, Parks Recreation and Culture Master Plan, and Cycling Plan.

Town of Collingwood Zoning By-law

The Town of Collingwood Zoning By-law 2010-040, as amended, zones the subject property as Holding Zone Twenty-Three Downtown Core Commercial Exception Eleven (H23) C1-11 and Recreation Exception Five (REC-5).

The (H23) C1-11 zone permits a range of commercial uses including a restaurant and retail commercial establishment, among others. The exception does prohibit some commercial uses otherwise permitted in the standard C1 zone that would not serve to activate the adjacent public spaces (i.e. Laundromat, Dry Cleaner's Establishment, Taxi Establishment, etc. (See Report [P2023-03](#) for the full list).

Compliance with the C1-11 lot provisions for the proposed development is provided in the table below:

| (H23) C1-11 Lot Provisions | Required | Provided |
|-------------------------------------|---|---|
| Maximum Number of Dwelling Units | 101 | 100 |
| Maximum Front Yard | 31 m | 3.75 m |
| Minimum Interior Side Yard | Nil | 2.7 m (west); 4.8 m (east) |
| Minimum Rear Yard | 7.5 | 7.8 m |
| Minimum Landscape Open Space | 15% | 34% |
| Maximum Height | Six Storeys, Top of mezzanine 28.0 m | Six storeys, Top of mezzanine 27.35 m |
| Minimum Commercial Gross Floor Area | 300 m ² | 335 m ² |

| | | |
|---|--------------------|---|
| Maximum Gross Floor Area of Retail Commercial Establishment | 465 m ² | Total commercial GFA 335 m ² |
| One Restaurant Use with Commercial Gross Floor Area | 150 m ² | To be confirmed at time of Building Permit application for tenant fit out |

The (H23) C1-11 zone also permits dwelling units at grade except along the Side Launch Way street frontage. No dwelling units are proposed along Side Launch Way.

The varied building massing and height are to be in accordance with Schedule 2 to Zoning By-law Amendment 2023-019. Staff have reviewed the proposed building footprint and varied roof heights against the Schedule and are satisfied that the proposal complies.

Lands zoned REC-5 are to be conveyed to the Town for parkland, specifically the waterfront promenade. A Public Park is a permitted use in the REC-5 zone.

Holding Provision Twenty-Three (H23)

Prior to removal of the H23 provision from the subject lands, the following must be addressed:

- Confirmation and commitment of water and wastewater servicing capacity and allocation to the satisfaction of the Town, including the execution of any required agreement(s); and
- The execution of a site plan agreement to address technical matters, to the satisfaction of the Town.

If the development is granted servicing allocation by Council and a Site Plan Control Agreement is executed, the applicant can then apply to remove the H23 provision from the subject lands and proceed to the Building Permit application stage.

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.

A total of 168 parking spaces are proposed (25 surface parking spaces and 143 underground spaces in a single level garage). The surface level parking is intended to serve the commercial uses, especially during the winter months when active transportation use declines. Five accessible parking spaces are proposed (2 at surface and 3 underground). 20 bicycle parking spaces (plus storage lockers for the apartment units) and one delivery space 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-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 report and building elevations (see Figure 3), prepared by Giannone Petricone Associates Inc. Architects, and landscape plans, prepared by Baker Turner Inc. Landscape Architecture were submitted in support of the proposed development. Staff reviewed the proposed building design, landscaping, hardscaping, active transportation connections, and outdoor amenity areas. Further, the proposal has been extensively peer reviewed by Brook McIlroy as it relates to the Urban Design Manual, the Shipyards Architectural Design Guidelines, and the Waterfront Master Plan and changes to the design were made to address their comments. The most recent opinion

letter from Brook McIlroy, requested by Council during consideration of the OPA and ZBA, is attached as Appendix E to Report [P2023-03](#). There have been no substantial changes to the building design that would warrant further urban design peer review since the approval of the OPA and ZBA. Minor technical comments pertaining to landscaping remain outstanding and will be required to be addressed as a recommended condition of approval.

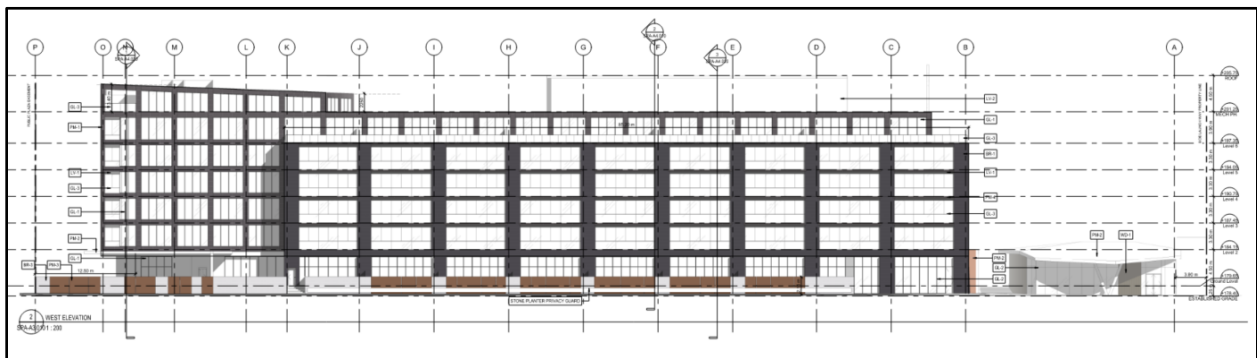


Figure 3: West (side) elevation of the proposed building as seen from the Launch basin of the harbour

Source: Giannone Petricone Associates Inc. Architects

Continuous barrier-free connections are proposed from the building entrances to barrier-free parking spaces at grade and underground. While most parking will be below grade, surface parking will be buffered with plantings and decorative fencing from Side Launch Way and the promenade. The retaining wall adjacent to the promenade will be clad in brick masonry and metal panels evocative of the site’s industrial past. Plantings will line the top of the wall providing greenery along the promenade and buffering it from private outdoor amenity areas located around the sides and northern end of the building. The proposed tree canopy coverage at maturity for the subject property is 27.6%, which is under the minimum 30% target of the UDM. However, the tight urban context of the site limits opportunities for plantings but will nevertheless enhance the tree canopy on a site that currently has no trees.

The two commercial units, one of which is required to be a restaurant, are located along Side Launch Way and a future public plaza to provide activation to the street and waterfront and serve as a destination at the northern terminus of Hurontario Street.

The proposed development was extensively reviewed in the context of the applicable standards of the Town's UDM and found to be acceptable and desirable for this prominent location.

Sidelaunch District Public Realm Plan

The Owner is engaged in the development of the Sidelaunch District Public Realm Plan which will finalize the design of the promenade and public spaces adjacent to the subject property. The proposed Site Plan provides flexibility where necessary (i.e. paving treatments adjacent to the public plaza) to enable the proposed development to align with the final Public Realm Plan. The Owner has agreed to complete the adjacent promenade within six months of substantial completion of the development, which will be specified in the Site Plan Control Agreement.

One of the considerations raised to date as part of the Public Realm planning process is the desire for public washrooms in the Shipyards waterfront area. This desire was communicated to the Owner during review of this Site Plan application. Public washrooms are not proposed as part of this development and the Town is not able to require them through Site Plan Control. However, the Owner is willing to work with the Town on planning for public washroom facilities within the Town-owned lands adjacent to the subject property.

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 that are currently being refined by staff and the Town Solicitor.

Once conditions of approval have been fulfilled, the Site Plan Control Agreement would be finalized to the satisfaction of Senior Town Administration and the Town Solicitor.

Basic Data Pertaining to the File:

| | |
|---------------------|---------------------------------|
| Date of Submission: | Deemed complete August 10, 2023 |
| Town Solicitor: | Jean Leonard, Miller Thomson |
| Related Files: | D084121 (OPA & ZBA) |

Parties to the Agreement

- F S Collingwood Development (FRAM and Slokker)
- The Corporation of the Town of Collingwood

Special clauses will be included in the Site Plan Control Agreement to secure commitments noted in the SCAP evaluation, identify maximum water and wastewater capacity allocation, ensure conveyance of parkland for the promenade, and specify timelines for completion of the promenade.

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.

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, confirmation of municipal servicing capacity allocation, and entering into a 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 [October 6, 2021], [Giannone Petricone Associates];
- Landscaping Plans [January 23, 2023, last revised September 7, 2023], [Baker Turner Inc.];
- Construction Management Plan [August 15, 2023], [FRAM Building Group];
- Security Estimate [January 16, 2023, last revised September 11, 2023], [Crozier Consulting Engineers];
- Servicing & Stormwater Management Implementation Report [February 2023, last revised September, 2023], [Crozier Consulting Engineers];
- General Site Servicing Plan [February 7, 2023, last revised September 11, 2023], [Crozier Consulting Engineers];
- Site Grading Plan [February 7, 2023, last revised September 11, 2023], [Crozier Consulting Engineers];
- Erosion and Sediment Control Plan [February 7, 2023, last revised September 11, 2023], [Crozier Consulting Engineers];
- Construction Notes and Details [February 7, 2023, last revised September 11, 2023], [Crozier Consulting Engineers];
- Electrical Specifications, Legend & Drawing List [February 7, 2023, last revised September 8, 2023], [Crozier Consulting Engineers];
- Photometric Plan [February 7, 2023, last revised September 8, 2023], [Crozier Consulting Engineers];
- Site Lighting Details [February 7, 2023, last revised September 8, 2023], [Crozier Consulting Engineers];

- Site Electrical Plan [February 7, 2023, last revised September 8, 2023], [Crozier Consulting Engineers];
- Environmental Noise Study [October 8, 2021], [Valcoustics Canada Ltd.];
- Survey [December 18, 2020], [J.D. Barnes Limited Surveying];
- Site Plan [October 6, 2021, last revised September 12, 2023], [Giannone Petricone Associates];
- Floor Plans [October 6, 2021, last revised September 12, 2023], [Giannone Petricone Associates];
- Elevations [October 6, 2021, last revised September 12, 2023], [Giannone Petricone Associates];
- Cross Sections [October 6, 2021, last revised September 12, 2023], [Giannone Petricone Associates];
- Shadow Study [October 6, 2021, last revised September 12, 2023], [Giannone Petricone Associates];
- Renderings [October 6, 2021, last revised September 12, 2023], [Giannone Petricone Associates];
- Geotechnical Investigation [April 19, 2021], [Terraprobe Engineering];
- R-Plan of Parkland Conveyance [August 10, 2022], [J.D. Barnes Limited Surveying];
- Shorewall Structural Design Report [April, 2022], [Shoreplan Engineering Limited];
- Traffic Opinion Letter [August 30, 2022, last revised September 1, 2023], [Crozier Consulting Engineers].

Third-party peer reviews were undertaken for landscaping, urban design, and noise matters. The following peer review report was provided:

- Landscaping [June 6, 2023, last revised October 9, 2023], [Envision Tatham];
- Urban Design [March 9, 2022, last revised March 13, 2023], [Brook McIlroy];
- Noise [September 8, 2023], [R. Bouwmeester & Associates].

Staff Report No. PDA2023-05 was forwarded to Department Heads on October 10, 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;
- Town of Collingwood Urban Design Manual (2010); and
- Waterfront Master Plan (2016).

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. Notice of Public meeting for the related OPA and ZBA were published in the Collingwood Connection Newspaper and mailed to property owners within 120 m of the subject lands. |

- ☒ Accessibility / Equity, Diversity, Inclusion: The proposed development has been reviewed in the context AODA regulations.
- ☒ Registered Lobbyist(s) relating to content: Bennet MacNeil representing the Owner, is registered in relation to the development.

Next steps and future action required following endorsement:

- Owner satisfaction of conditions
- Subject to the above, execution of a Site Plan Control Agreement
- Lifting of Holding Provision Twenty-Three (H23)

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:

Justin Teakle, Senior Planner, MCIP, RPP

Reviewed By:

Lindsay Ayers, Manager, Planning, MCIP, RPP