

Staff Report PDA2024-01

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: Beckett Frisch, Community Planner

Subject: Conditional Approval of Site Plan Control – 307 Pretty River Parkway (Collingwood Nissan Expansion)
File No. D110923

Recommendation

THAT Staff Report PDA2024-01 “Conditional Approval of Site Plan Control – 307 Pretty River Parkway (Collingwood Nissan Expansion)” be received;

AND THAT Site Plan Amendment Application File D110923 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 the analysis and recommendations regarding a proposed Site Plan Amendment and related Site Plan Amendment Agreement to permit a 260 m² expansion to the building footprint of an existing motor vehicle dealership and a reconfiguration of the hardscaped areas, including the parking lot and sidewalks on the property municipally addressed as 307 Pretty River Parkway.

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 payment of the necessary fees and securities, and entering into an Amending Site Plan Control Agreement to the satisfaction of Senior Town Administration and the Town Solicitor. The Site Plan Drawings are attached to this report as Appendix 'B'.

2. Analysis

Background

The Owner, Vonlock Investments Limited, has made application to the Town for a Site Plan Amendment to facilitate an expansion of the current building footprint to include additional showroom and office space, garage and storage space, and a service drive-through, and reconfiguration of the parking lot and sidewalks, to support their existing motor vehicle dealership operations.

Property Description

Per Figure 1, the subject lands are located on the east side of Pretty River Parkway and the south side of Ronell Crescent. The subject lands are approximately 0.8 hectares in size with approximately 61 metres of frontage on Pretty River Parkway and 92 metres of frontage on Ronell Crescent. The property currently contains the Collingwood Nissan dealership and service centre, a parking lot, and boundary landscaping. Surrounding land uses include Collingwood Toyota to the south, Men with Knives Catering to the east, Carstar Service Centre to the north, and Collingwood Auto Exchange to the west.

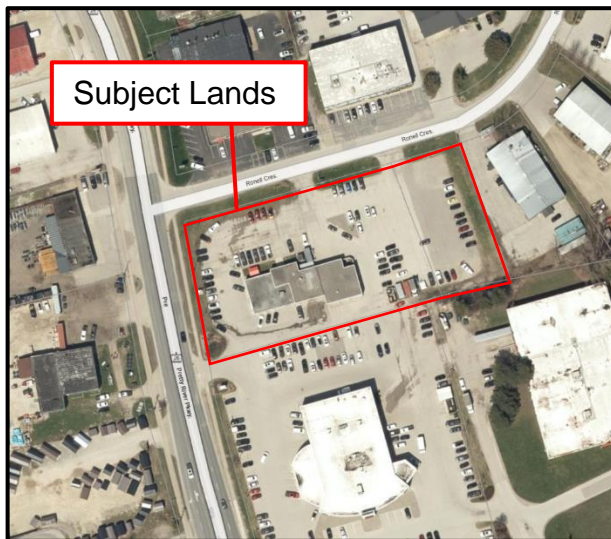


Figure 1: 2023 Aerial Image of Subject Lands

Source: Simcoe County GIS Maps

Proposal

Per Figure 2, the existing development consists of a motor vehicle dealership with a service centre, including 266 m² of showroom and office space, 484 m² of garage and storage space, parking spaces for staff, customers, and inventory display, and two entrances from Ronell Crescent.

The proposed development consists of a 54 m² addition to the showroom and office space, a 116 m² addition to the garage and storage space to the north side of the building, and a 90 m² drive-through service addition to the south side of the building. The development also proposes to provide a pedestrian connection to Pretty River Parkway, staff amenity area, bicycle parking, and an electric vehicle charging station, improve the perimeter landscaping, and reconfigure the parking area impacted by the proposed building expansion. The Site Plan drawings are appended to this report (see Appendix 'B').

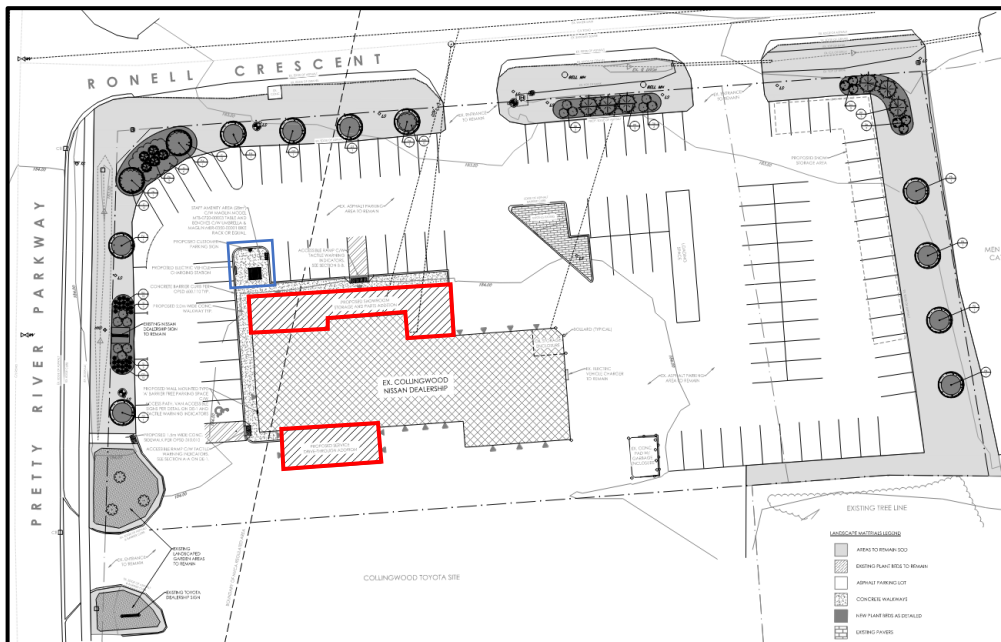


Figure 2: Site Plan, proposed building additions outlined in red, amenity area in blue, and landscaping in dark grey.

Source: Tatham Engineering

Water and Wastewater Capacity Allocation

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

Section A6 'Development Not Subject to the Allocation Policy' of the Town's Servicing Capacity Allocation Policy (SCAP) states: '*The **Allocation Policy** does not apply to the following: (f) Minor adjustments to site plan agreements and subdivision/condominium/site plan amendments that do not meet the criteria of Section A8(c)*'. Furthermore, Section A8(c) states '*When the cumulative effect of amendments and/or extensions to draft plans of subdivisions, condominium descriptions or site plans*

have the effect of increasing the servicing capacity requirements beyond 10 SDUs of the originally approved servicing capacity as verified by a professional engineer's report and/or confirmation from Town Administration, a revised merit-based analysis under A10 of this policy is required.'

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

Planning Analysis

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

Matters of Provincial Interest

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

Planning Services is satisfied that the proposed development has regard to the applicable matters of provincial interest and, more specifically, supports the following 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 Amendment application was received after July 1, 2022, the Director, Planning, Building, and Economic Development is the approval authority. The provisions of Section 41 of the *Planning Act* have been accounted for in the review and processing of this application.

Provincial Policy Statement (2020)

The *Planning Act* provides that a decision of the Council of a municipality in respect of the exercise of any authority that affects a planning matter shall be consistent with the policy statements of the Province and shall conform with the provincial plans that are in effect, or at minimum, 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 which sustain the financial well-being of the Province and municipalities over the long term;
- accommodating employment (including industrial and commercial) and other uses to meet long-term needs;
- avoiding development and land use patterns which may cause environmental or public health and safety concerns; and
- promoting the integration of land use planning, growth management, transit supportive development, intensification and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs.

The proposed Site Plan Amendment would facilitate an expansion to an existing commercial use and accommodate new employment opportunities. The proposal represents intensification of an existing municipally serviced site within the

established built boundary, minimizing the need for additional land consumption in greenfield areas. Furthermore, the proposed development is located within 400 meters of six public transit stops serviced by three routes and includes a new pedestrian connection to Pretty River Parkway and bicycle parking, and thereby facilitates alternate transportation options for patrons and employees.

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

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (August 2020)

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 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 Grown Plan include, in part:

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

The proposed Site Plan Amendment would facilitate the expansion to an existing commercial use on a developed, municipally serviced site which 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 additional economic and employment opportunities for an existing business. 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 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 and the subject property is designated 'Settlement' within the County of Simcoe Official Plan.

The growth management strategy of the County's Official Plan is based on the following four themes:

- 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 a need for a wide range of land uses in Settlements to provide an opportunity for people to live, work, shop and find recreation in one compact community, and for Primary Settlement Areas to develop as complete communities that are transit-supportive and accessible through active transportation networks. Moreover, the Plan states *'Intensification, or directing of development to the built-up area and serviced areas within settlement areas, contributes to compact development form'* and *'...local*

municipalities shall promote and facilitate intensification and efficient use of land in built-up areas...'

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

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

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

Town of Collingwood Official Plan

Schedule 'A' *Land Use Plan* designates the subject lands as Highway Commercial

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

Highway Commercial Policies

The overall intent of the Highway Commercial designation is to provide areas for uses which generally require large floor areas, large land areas, or orientation to vehicular traffic which are unlikely to be provided in traditional retail areas,

including the Downtown Core. Motor vehicle dealerships are a permitted use in the Highway Commercial designation.

Highway Commercial uses shall provide adequate off-street vehicle parking and will be subject to high design standards as they may be at key entry points to Collingwood. Landscaping, particularly between the parking area and street line, shall be of high quality to maintain an aesthetically pleasing environment.

The development proposal includes the expansion of the building footprint of a motor vehicle dealership and service centre, reconfiguration of the parking lot, including the provision of one Type 'A' barrier free van accessible parking space and electric vehicle charging station, enhanced perimeter landscaping, bicycle parking, and staff amenity area.

Town of Collingwood Adopted New 2023 Official Plan

On December 11, 2023, a new Official Plan was adopted by Town of Collingwood Council. While not in force and effect until approved by the County of Simcoe, it provides additional context to understand if current decisions will be consistent with future land use designations and the long-term vision of the Town.

Schedule '1' *Growth Management Plan* identifies the subject lands as within Employment Areas

Schedule '2' *Land Use Plan* designates the subject lands as Prestige Employment

The general intent of the Prestige Employment designation is to protect and enhance employment lands having prime exposure along Highway 26, Arterial or Collector Roads. It is the intent that development within the Prestige Employment Designation exhibits a high level of building design and landscaping. Permitted uses in the Prestige Employment designation include manufacturing, processing, assembly operations and research and development facilities in wholly enclosed buildings, and warehousing and distribution centres. The Prestige Employment land use type permits ancillary uses, including office uses, limited sales of

products manufactured, processed, or assembled on the premises, and parking facilities. Uses that are specifically prohibited within the designation include retail and service commercial, automobile service centres and repair shops, and outdoor storage and/or display of any equipment, items or goods, where visible from Highway 26 or any Arterial or Collector Road.

Under the new Official Plan, an automobile service centre and motor vehicle dealership on the subject property would generally not be consistent with the draft Provincial Planning Statement that protects employment lands by prohibiting stand alone retail and office, institutional or commercial uses. The new Official Plan may recognize existing uses through the following policy:

‘All existing buildings and types of uses that they accommodate, where legally existing as of the date of approval of this Plan within the Prestige Employment Designation may be recognized in the Zoning By-law and reconstruction, extensions, re-leasing, and/or the construction of accessory buildings on their existing lots of record may be permitted in accordance with any other applicable policies of this Plan.’

Until the new Official Plan receives approval from the County of Simcoe, all *Planning Act* applications received by the Town shall be evaluated based on current policy documents that are in force and effect. As such, Planning Services is satisfied that the proposed development would conform to the general intent and purpose of the Town’s current Official Plan.

Town of Collingwood Zoning By-law

The Town of Collingwood Zoning By-law 2010-40, as amended, zones the subject property as Highway Commercial (C5). Motor vehicle repair garage and motor vehicle sales establishment are permitted uses in the C5 zone.

Conformity with the C5 lot provisions for the proposed development is provided in the table below:

C5 Lot Provisions	Required	Provided
Minimum Front Yard	6.0 m	20.9 m
Minimum Exterior Side Yard	6.0 m	26.8 m
Minimum Interior Side Yard	3.0 m (d)	7.6 m
Minimum Rear Yard	7.5 m (e)	60.8 m
Maximum Height	15.0 m	5.2 m
Maximum Lot Coverage	40%	13%
Minimum Landscaped Open Space	10%	15.6%

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, queuing aisle regulations, bicycle parking, etc. The proposed development has been reviewed in the context of these zoning provisions and satisfies those requirements.

A total of 25 parking spaces are currently proposed (24 are required), including the provision of one Type ‘A’ van accessible space. An additional 71 parking spaces reserved for inventory display and storage are also proposed for the site. A bicycle parking area to accommodate a minimum of four bicycles and a loading 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-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.

Two building elevation options, prepared by RH Carter Architects, were submitted in support of the proposed development (see Figures 3 and 4). To date, the Owner has not determined which option they will implement. However, Planning Services finds both options satisfactory and notes that exterior building design is not subject to site plan control per recent changes to the *Planning Act*.

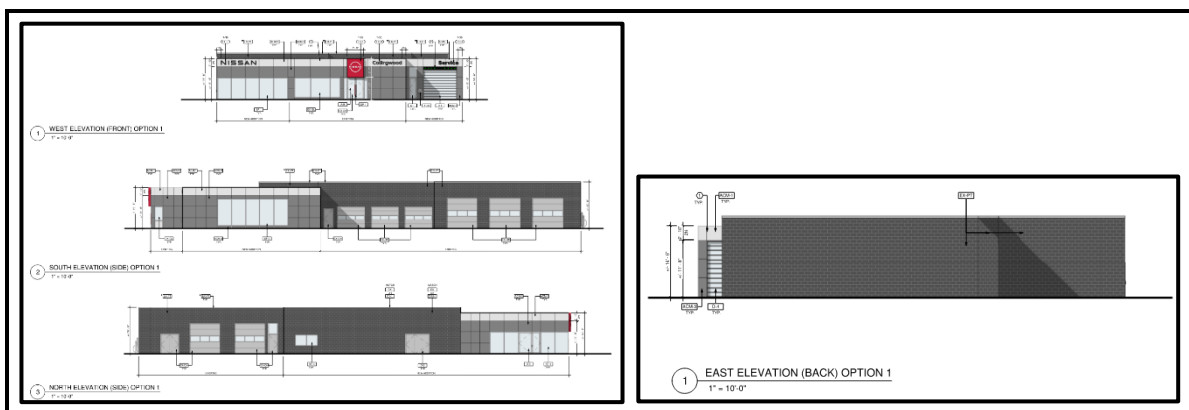


Figure 3: Proposed Building Elevations (Option 1)

Source: RH Carter Architects

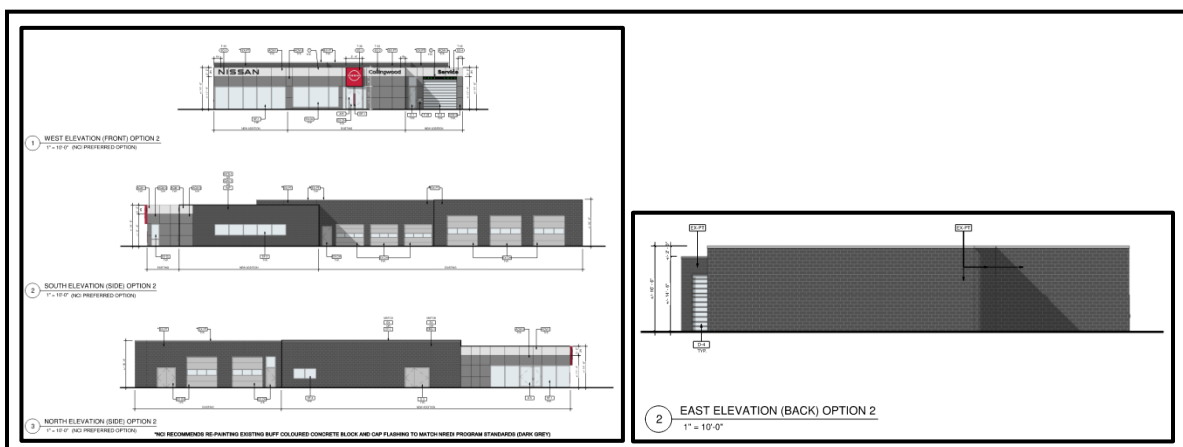


Figure 4: Proposed Building Elevations (Option 2)

Source: RH Carter Architects

A new pedestrian connection from Pretty River Parkway to the site along with enhanced perimeter landscaping and a proposed wider accessible sidewalk

between the building and parking area to minimize the effects of a vehicle inventory storage and parking dominated street and building frontage. Additionally, a 28 m² staff amenity area, including bicycle racks, an accessible table with benches and a shade umbrella is proposed adjacent to the northwest corner of the building.

The proposed development has been found to be acceptable in the context of the applicable standards of the Town's UDM.

Amending Site Plan Control Agreement

The Amending Site Plan Control Agreement will include all of the standard clauses typically found in the Town's Site Plan Control Agreements. Based on the nature of the proposed development, it is not anticipated that any special terms and conditions would apply. Once conditions of approval have been fulfilled, the Amending 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:	Circulated for review September 11, 2023
Town Solicitor:	Jean Leonard, Miller Thomson
Related Files:	D00923 (Pre-consultation)

Parties to the Agreement

- Vonlock Investments Limited
- 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 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 **\$52,563.89**, representing the total security value including contingency, for this project is required for the site works.

Insurance

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

Cash-in-lieu of Parkland Dedication

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

Financial Impacts

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

Conclusion

Based on the land-use planning analysis and the Town's development review process, Planning Services confirms that the submitted documents and plans illustrate a proposed use and associated site works that are in conformity to, or consistent with, the relevant land use planning instruments. It is therefore recommended that the Site Plan be approved subject to the conditions outlined in Appendix 'A', including payment of the necessary fees and securities, and entering into an Amending Site Plan Control Agreement to the satisfaction of Senior Town Administration and the Town Solicitor.

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 Amendment 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:

- Functional Servicing Report Brief [August 31, 2023] [Tatham Engineering]
- Site Plan [August 31, 2023] [Tatham Engineering]
- Landscape Planting Plan [August 31, 2023] [Franco Lora]
- Collingwood Nissan Architectural Plans, including elevations [December 22, 2022] [RH Carter Architects]
- Collingwood Nissan Engineering Plans, including Site Plan, Existing Conditions and Removals Plan, and Details and Notes [August 31, 2023] [Tatham Engineering]
- Survey [August 22, 2023] [Zubek, Emo, Patten & Thomsen Limited]

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

- Site & Landscape Review [October 4, 2023, February 20, March 22, 2024] [Envision Tatham]

Given the scale of the proposed development and the detailed technical review and sign-off by the necessary Town departments, Staff Report No. PDA2024-01 was not forwarded to Department Heads for feedback.

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 2010-082 (2010, as amended);
- Town of Collingwood Urban Design Manual (2010).

5. Considerations

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

The proposal furthers the buildout and intensification of 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 will be 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:

Next steps and future action required following endorsement:

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

6. Appendices and Other Resources

Appendix A: [Conditional Site Plan Control Decision and Conditions](#)

Appendix B: [Site Plan Drawings](#)

7. Approval

Prepared By:

Beckett Frisch, Community Planner

Reviewed By:

Lindsay Ayers, MCIP, RPP, Manager of Planning