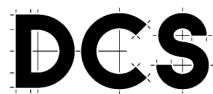


PLANNING REPORT
Regional Commercial District
Block Plan/Zoning Bylaw Amendment
Town of Collingwood
County of Simcoe



D.C. Slade Consultants INC.
Planning & Development

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April 2015

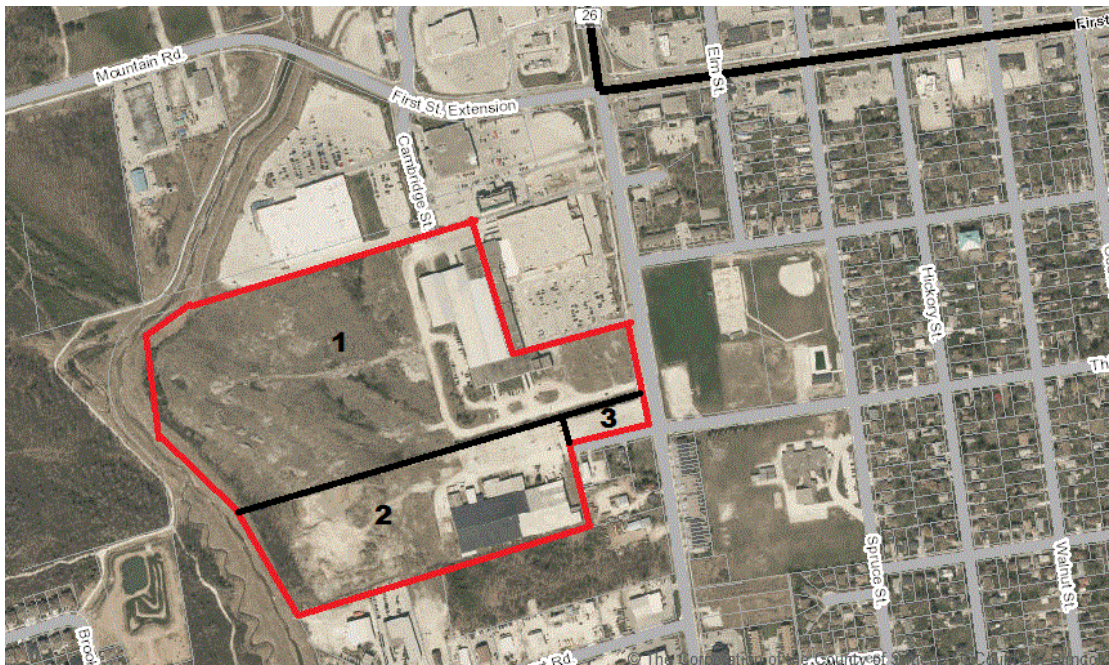
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Appendix 1 – Block Plan– April 2015 - Lynn Patten OLS

1.0 LOCATION

The subject lands (see below) are located west of High St. in the Town of Collingwood, County of Simcoe. The subject lands are made up of three (3) existing land parcels occupying a total of 21.035 ha. . The first parcel (1) is approximately 14.2 ha in size, is known municipally as 20 High St. and is occupied by the old Collingwood Fabrics building which is proposed for demolition. The second parcel (2) is approximately 6.48 ha in size, is known municipally as 530 Third St. and is currently occupied by the Goodall plant. The third parcel (3) is approximately 0.43 ha in size and is currently vacant.



Surrounding Land Uses:

North – To the north of the subject lands are a number of commercial uses including; retail stores (Walmart, Dollar Tree), restaurant (Tim Hortons), grocery store (Metro), hair salon and hotel (Days Inn). Further to the north is a movie theatre complex (Galaxy Cinema).

East – To the east of the subject lands is a home center store (Home Depot), High Street and municipal lands including the Fire Station, Centennial Pool, skate park, etc...

South – To the south of the subject lands is an Industrial Park along Stewart Rd.

West – To the west of the subject lands is the Black Ash Creek and further west is residential development (Georgian Meadows, Maple)

2.0 PROPOSAL

D.C. Slade Consultants Inc., Planning & Development was retained by Dunn Capital Corporation to provide planning justification for a Draft Plan of Subdivision application (i.e. Block Plan) and Zoning Bylaw Amendment application to the Town of Collingwood.

Draft Plan of Subdivision (Block Plan)

A Block Plan was prepared by Lynn Patten O.L.S. (see Appendix 1) which contains six (6) blocks and a municipal road allowance (Street A).

The main intent of the Block Plan is to create a municipal right of way connecting Third Street to Cambridge Street. The proposed street would consist of a 20 m road allowance that would widen and roundabout in a centralized location on the property. The proposed street would provide appropriate frontage to five (5) proposed blocks. Block 5 is currently occupied by the Goodall plant. Block 6 is a proposed 9 m road widening for High Street.

The proposed road connection in this Block Plan will allow the future discontinuation of the current traffic lights operating at the Home Depot entrance (High St.) and relocation of the traffic lights to the intersection of High St. and Third St.

The proposed Block Plan will contain the following blocks:

Block # 1 –	10.072 ha
Block # 2 –	3.748 ha
Block # 3 –	2.729 ha
Block # 4 –	1.019 ha
Block # 5 –	2.219 ha
Block # 6 –	0.036 ha (road widening)
Street A –	1.213 ha
Total Area –	21.035 ha

Zoning Bylaw Amendment

A Zoning Bylaw Amendment application was submitted with the Draft Plan of Subdivision application to deal with two (2) deficiencies that the proposed plan would have with the current Town of Collingwood Zoning Bylaw (ZBL). These deficiencies will be discussed in further detail in the ZBL section of this report.

SERVICING

C.F. Crozier & Associates were retained to review the servicing potential of the existing site to support the proposed Draft Plan of Subdivision. For more information please refer to the following reports prepared by C.F. Crozier & Associates; Functional Servicing & Stormwater Management Report and Traffic Impact Study. Crozier's office has concluded that the proposed Block Plan can be adequately serviced based on the recommendations within their reports.

ENVIRONMENTAL

In July of 2006, Stantec prepared a Scoped Environmental Impact Study in support of a development project for the subject lands. In addition, the majority of the trees on the property were removed via two separate tree cutting permits in January of 2007 (Permit No.TP 2006-04) and August of 2010 (Permit No.111001). Azimuth Environmental prepared tree reports in October 2006 and in May of 2010 supporting the tree permits noted above.

The proposed Block Plan does not propose new development within any environmentally significant lands on the subject lands. It is worth noting that the western portion of the property, which is in close proximity to the Black Ash Creek will not be developed as part of these application(s). Future application(s) in the form of site plan approval will be required. The construction of the proposed road would occur on lands which are currently paved or disturbed.

Based on the significant amount of previous field work that occurred on the site, as well as the significant amount of disturbance that has occurred on the site, it was determined that additional environmental work is not required to support either the Draft Plan of Subdivision application or the Zoning Bylaw Amendment application.

3.0 PROJECT TEAM

The project team includes:

- Dunn Capital Corporation - Owner
- Ken Hale, RPP, MCIP, OALA, CSLA – Project Manager
- Kevin Morris, P.Eng. – C.F. Crozier & Associates
- Lynn Patten, O.L.S. -- Surveyor
- Andrew Pascuzzo, MCIP, RPP – D.C. Slade Consultants Inc.

4.0 PRE-CONSULTATION

To date the project team has pre-consulted with the following groups/agencies:

- Town of Collingwood Planning Department

A meeting took place on April 2nd, 2015 on the third floor of the Municipal Library (i.e. Planning Services). Previous correspondence occurred between Town staff and representatives of Dunn Capital regarding the requirements for complete applications.

5.0 PLANNING DOCUMENTATION

This section of the Planning Report reviews all planning policies from Provincial, County and Municipal documents that are relevant to this development proposal.

5.1 PROVINCIAL POLICY STATEMENT (2014)

The Province of Ontario provides general planning direction to all communities within the Province. The Planning Act as well as the Provincial Policy Statement provides this direction. The purpose of the Provincial Policy Statement is to provide for appropriate development while protecting resources of provincial interest, public health and safety, and the quality of the natural environment. The Provincial Policy Statement supports improved land use planning and management, which contributes to a more effective and efficient land use planning system.

The Provincial Policy Statement focuses growth within settlement areas and away from significant or sensitive resources, and areas that may pose a risk to public health and safety. The fundamental principles set out in the Provincial Policy Statement apply throughout Ontario and therefore planning documentation such as official plans and zoning by-laws all must be consistent with the Provincial Policy Statement. The subject lands are considered to be a settlement area and therefore the focus of growth.

The Provincial Policy Statement has three distinct sections:

1. Building Strong Communities
2. Wise Use And Management Of Resources
3. Protecting Public Health And Safety

Generally Section 1, as stated above, is defining that development should be directed to established settlement areas and should be developed on full municipal services. Section 2 of the PPS deals with natural heritage issues and cultural heritage and archaeology issues. Section 3 deals with natural hazards and human made hazards. All of these policies have been reviewed and the proposal will conform to them.

It is also worth noting that a review of the previously conducted scoped Environmental Impact Study (2006) occurred and it was determined that the proposed Block Plan and ZBLA are consistent with the 2014 PPS.

The proposed Zoning Bylaw Amendment complies with the policies of the Provincial Policy Statement by promoting redevelopment and maximizing existing infrastructure and by promoting efficient land use and development patterns.

5.2 PLACES TO GROW – GROWTH PLAN (2013)

“Places to Grow”, the Growth Plan for the Greater Golden Horseshoe (GGH), 2006, was prepared and approved under the Places to Grow Act. Two Amendments to the Growth Plan (2012 and 2013) occurred and the Growth Plan was recently consolidated on June 17th, 2013. The Growth Plan for the GGH was prepared as a framework to implement the Government of Ontario’s vision for building stronger, prosperous communities by better managing growth in this region. The Growth Plan is intended to guide municipalities on a wide range of issues, including transportation, infrastructure planning, land use planning, housing, natural heritage and resource protection, in the interest of promoting economic prosperity. This Plan does not replace municipal official plans, but rather works within existing planning framework to provide growth management policy direction for the GGH. .

The Guiding Principles of the Growth Plan state:

- ***Build compact, vibrant and complete communities.***
- ***Plan and manage growth to support a strong and competitive economy.***
- ***Optimize the use of existing and new infrastructure to support growth in a compact, efficient form.***
- ***Promote collaboration among all sectors – government, private and non-profit – and residents to achieve the vision.***

The proposed Commercial Draft Plan of Subdivision would create serviceable lots for commercial businesses, which would provide potential job opportunities for the residents of Collingwood and the surrounding area.

Section 2.2.2 Managing Growth

- a) ***directing a significant portion of new growth to the built-up areas of the community through intensification***

Intensification: The development of a property, site or area at a higher density than currently exists through: a) redevelopment, including the reuse of brownfield sites; b) the development of vacant and/or underutilized lots within previously developed areas; c) infill development; or d) the expansion or conversion of existing buildings.

In my opinion, the proposed Draft Plan is a perfect example of intensification as defined by the Growth Plan. The property is located within the settlement area of Collingwood and is located adjacent to all required municipal infrastructure including water, wastewater, transit and public trails.

Based on the above mentioned policies, it was determined that the proposal can conform to the general intent of the Growth Plan.

5.3 SIMCOE COUNTY OFFICIAL PLAN (SCOP) ADOPTED NOV. 25/2008 (PORTIONS APPROVED BY OMB)

The subject lands fall under the jurisdiction of the Simcoe County Official Plan (SCOP), which is an upper tier planning document that provides general land use policies for the entire County of Simcoe. Portions of the latest (February 2015) SCOP were approved by the OMB. The latest version of the SCOP designates the lands within Primary Settlement Area of the Town of Collingwood. Primary Settlement Areas are the focus areas for development within the County of Simcoe. The County of Simcoe Plan generally relies on the lower tier Municipal Official Plan(s) to provide details relating to development proposals within their individual communities.

The subject lands are designated “Primary Settlement Area” in the approved County of Simcoe Official Plan.

Section 3.5 Settlement Area Objectives

3.5.1 To focus population and employment growth and development within settlements, with particular emphasis on primary settlement areas...

3.5.2 To develop a compact urban form that promotes the efficient use of land and provision of water, sewer, transportation and other services.

3.5.3 To develop mixed use settlements as strong and vibrant central places and to create healthy settlements and communities that are sustainable.

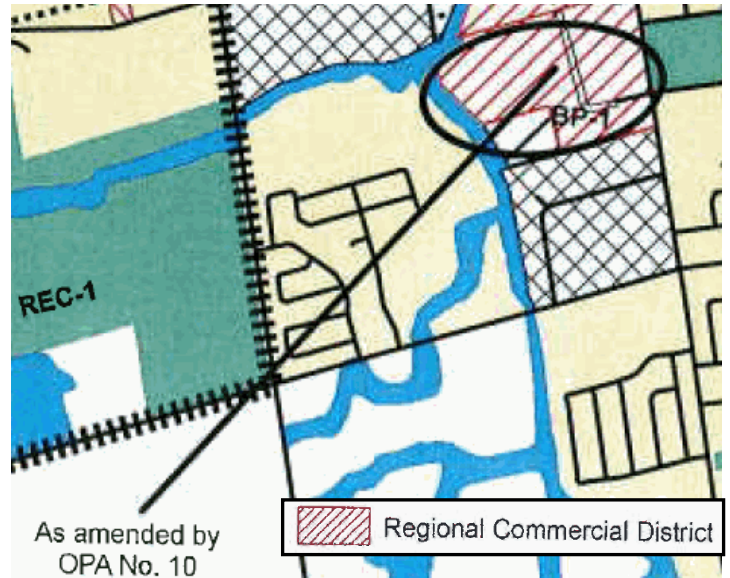
We would note that portions of the Updated County of Simcoe Official Plan have not yet been approved by the OMB and therefore the entire document is not completely in force.

It was determined that the proposed ZBLA can conform to the general intent of the updated Simcoe County Official Plan.

5.4 THE TOWN OF COLLINGWOOD OFFICIAL PLAN

Schedule A from OPA #13 of the Town of Collingwood Official Plan designates the subject lands 'Regional Commercial District.' A portion of the lands are also designated Industrial Exception (BP-1) within OPA #13 4.5.3.5.1 titled Third Street Extension Business Park.

4.4.5 Regional Commercial District (OPA#10)



The boundaries of the Regional Commercial District area as set out on Schedule 'A'.

The function of the Regional Commercial District is to provide a wide range of retail, entertainment, and service commercial facilities that cater to the permanent and seasonal residents within the Town and the surrounding regional area. Permitted uses include department stores, general merchandise stores, home centres, home improvement stores, retail commercial establishments, food supermarkets, home and auto supply stores, restaurants, places of recreation and entertainment, and business, and personal services. The Regional Commercial District will be distinguished by providing a contiguous planned commercial precinct that functions as a single integrated location for large regionally oriented commercial establishments.

New development in this area will be planned in a comprehensive manner that will foster an improved appearance, character and organization of uses, and which will enhance Collingwood's role as the commercial centre in northwest Simcoe and northeast Grey Counties. This will be achieved by a unified approach to common issues such as urban design, traffic impact, stormwater management, and area specific restrictions on permitted uses (see 4.4.5.2).

Section 4.4.2

Over time, the Regional Commercial District will expand in a southerly direction and Cambridge Street will be extended to join with Third Street.

Section 4.4.5.1 of the OP refers to six (6) general policies including: Minimum Unit Size, Urban Design, Landscaping, Traffic Management, Soil Conditions and Stormwater Management. These policies have been reviewed and it was determined that the proposed Block Plan will allow any future development to conform with these policies as supported by the preliminary SWM, Traffic and FSR and previous Environmental work. Obviously future site plan applications will be required and additional design work will occur to ensure that the Regional Commercial District proceeds in a comprehensive manner.

4.4.5.2 Area Specific Policies

Area specific policies within the Regional Commercial District recognize that the planned function of the Regional Commercial District will be achieved by combination of a wide mix of regional and local serving retail and service commercial facilities, and by ensuring that development in the Regional Commercial District does not impair the commercial function of the Downtown Core. This will be achieved by placing restrictions on permitted uses, by placing restrictions on the maximum floor area for specific areas, and by placing constraints on the floor areas of individual retail establishments within specific areas.

Accordingly, the Regional Commercial District designation has the following sub-areas as delineated on Figure 4.

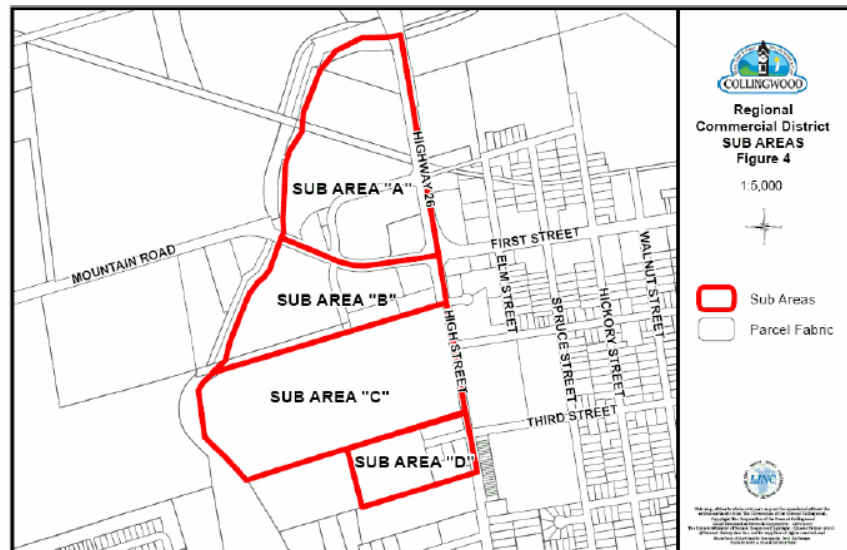
A. Lands north of First Street Extension

B. Lands immediately south of First Street, west of High Street

C. South Expansion Lands

D. Third Street Extension

Figure 4 (OPA#12) REGIONAL COMMERCIAL DISTRICT



Area C: South Expansion Lands

Area C is intended to accommodate future additions to regionally oriented retail and service commercial space in Collingwood. These establishments will be consistent with the planned function of the other established areas within the Regional Commercial District.

Permitted uses include retail commercial establishments, one home centre, home improvement stores, restaurants, and service commercial establishments. Government offices shall be permitted. Prohibited uses include department store, home and auto supply store, warehouse membership club, food supermarket, motor vehicle gas station, financial institution, deposit-taking institution and other office uses. Smaller retailers may be permitted subject to specific conditions.

**The minimum gross leasable area of permitted retail units shall be as follows:
- units shall have a minimum gross leasable area of 370 sq.m.; except that,**

- a maximum of one (1) retail unit with a minimum gross leasable area of greater than or equal to 280 sq.m. and less than 370 sq.m. shall be permitted on a pro rata basis for each 1.45 hectares of land designated Regional Commercial District.

The development of Area C will be phased and the first phase will include the extension of Cambridge Street to the southern property boundary. Specific conditions on the size, type, and phasing of retail establishments may be imposed through the implementing Zoning By-law.

Area D: Third Street Extension

Area D is intended to accommodate future additions to regionally oriented retail and service commercial space in Collingwood. These establishments will be consistent with the planned function of the other established areas within the Regional Commercial District.

Permitted uses include retail commercial establishments, home improvement stores, restaurants, and service commercial establishments. Government offices shall be permitted. Prohibited uses include department store, home and auto supply store, warehouse membership club, food supermarket, motor vehicle gas station, financial institution, deposit-taking institution and other office uses. Smaller retailers may be permitted subject to specific conditions.

***The minimum gross leasable area of permitted retail units shall be as follows:
- units shall have a minimum gross leasable area of 370 sq.m.; except that,
- a maximum of one (1) retail unit with a minimum gross leasable area of greater than or equal to 280 sq.m. and less than 370 sq.m. shall be permitted on a pro rata basis for each 1.45 hectares of land designated Regional Commercial District.***

The development of Area D will be phased and the first phase will include the extension of Third Street West to meet Cambridge Street. It is anticipated that the first phase of development will take place after the initial phase of Area C. Specific conditions on the size, type, and phasing of retail establishments may be imposed through the implementing Zoning By-law.

The proposed Block Plan adheres to the policies of the Regional Commercial District designation, including the specific policies of Areas C and D. Therefore, the proposed Block Plan and Zoning Bylaw Amendment conform to the general intent of the Town of Collingwood Official Plan.

5.5 SUSTAINABLE COMMUNITY PLAN (SCP) COLLINGWOOD (2008)

The SCP provides a framework for sustainable decision making for the next forty years in Collingwood, which builds upon a solid foundation of work already underway at the Town.

The proposed Block Plan will have a positive impact on the four (4) sustainability pillars (economic, social, environmental and cultural).

The SCP goals and actions provide guidance on how to become a more complete community creating a social framework that offers a full range of jobs, housing, services, public transit and health care, along with recreational, educational and cultural opportunities.

Some of the initiatives proposed within the proposed development include:

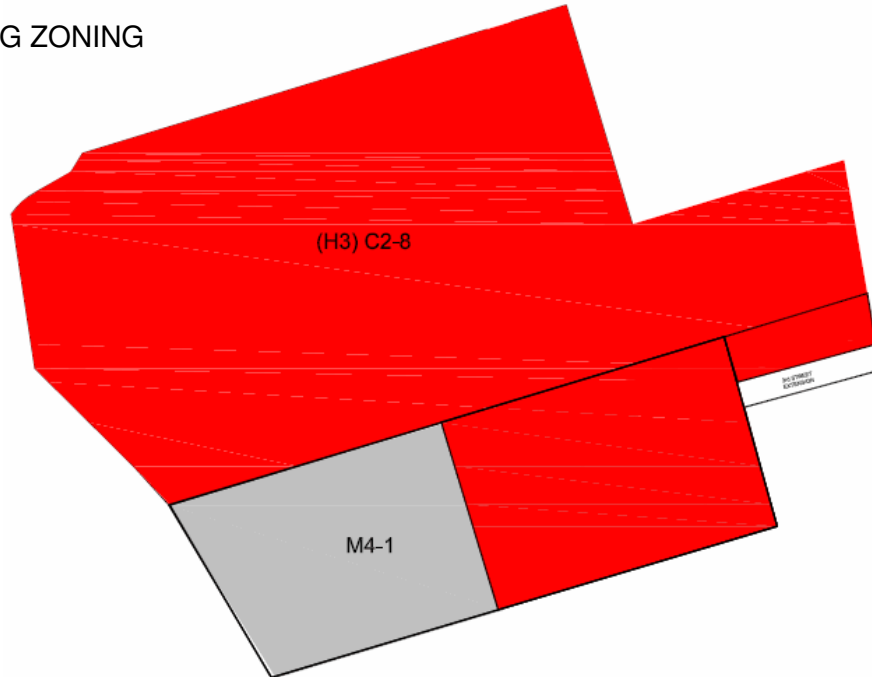
- Economic development
- Brownfield redevelopment
- High degree of walkability and bus access
- Utilize existing infrastructure
- Live, work and play in close proximity

The proposed Block Plan and Zoning Bylaw Amendment are in accordance with many of the goals of the Sustainability Community Plan.

5.6 THE TOWN OF COLLINGWOOD ZONING BYLAW

The subject lands are currently zoned 'Holding - Regional Commercial Exception Eight – (H3) C2-8 Zone' and 'Business Park Industrial Exception One (M4-1)' in the Town of Collingwood Zoning Bylaw 2010-40.

EXISTING ZONING



The (H3) zone indicates a Holding provision. This specific provision “H3” indicates that, ***“Development beyond a first phase of 14,445 m² gross leasable area shall require the completion and acceptance of further market studies and traffic impact studies.”***

The (C2-8) zone is part of the Regional Commercial (C2) Zone, which permits a number of commercial uses.

Each of the other commercial zones are unique; (C1) Downtown Core, (C3) Resort, (C4) Mixed Use, (C5) Highway, (C6) Local Convenience, (C7) Restrictive. The permitted uses are therefore somewhat different depending on a number of factors including location of site.

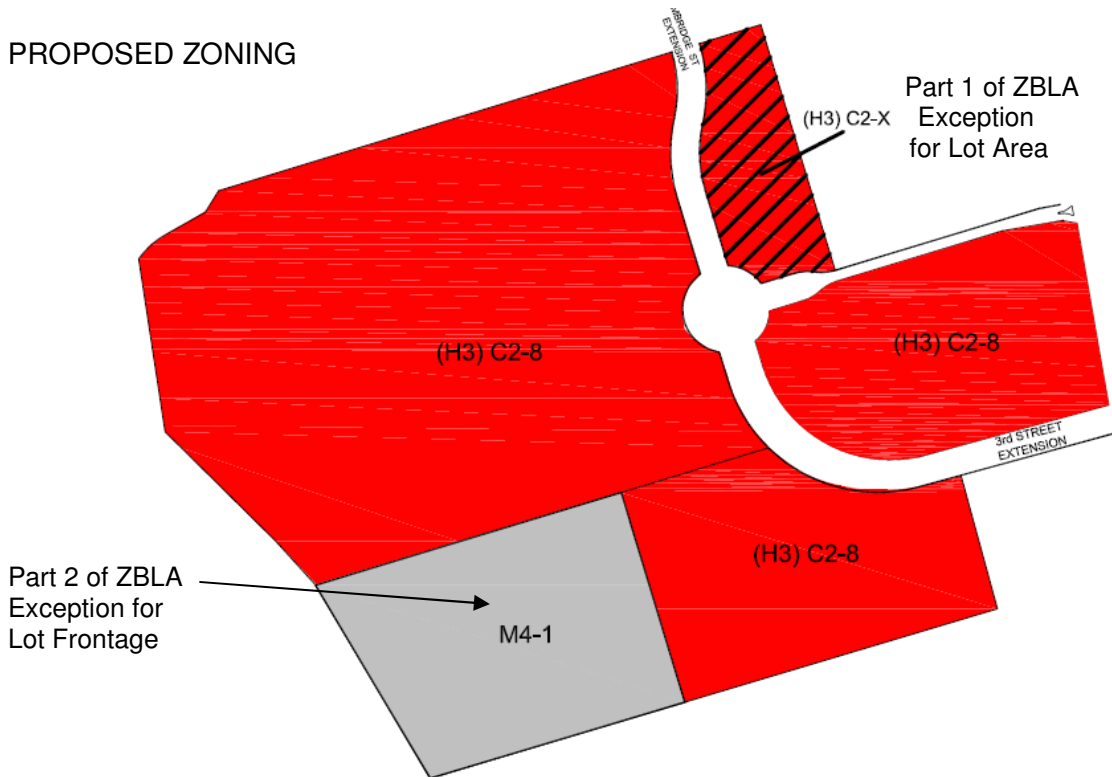
The specific exception eight (8) of the C2 Zone indicates that: ***the following uses are prohibited; department store, home and auto supply store, food supermarket, and warehouse membership club. The following zoning exceptions shall also apply; minimum interior side yard: 9 m.*** (recognizing the existing non-complying setback of the Goodall building, which is a legal non-conforming use), ***one (1) home center only, a maximum of one (1) retail unit with a minimum gross leasable area of greater than or equal to 280 m² and less than 370 m² shall be permitted on a pro rata basis for each 1.45 ha of land zoned C2-8, and every additional retail commercial establishment shall have a minimum gross leasable area of 370 m².***

The purpose of this provision, which is identical to the policy found in the OP referred to previously, is to restrict the amount of smaller commercial units in the Regional Commercial District area. This area is intended for larger commercial units, while in comparison, the downtown commercial strip is occupied by much smaller commercial stores. The strategy being, that from a planning perspective, the Town of Collingwood wants to protect the historic commercial aspect of the downtown, by preventing similar size shops in the Regional Commercial District.

The property known municipally as 530 3rd Street is split into two zones, the (H3) C2-8 zone as well as the (M4-1) zone. The Business Park Industrial Exception (M4-1) zone states, “**Frontage on a public street or highway is not required.**” The M4 zone permits a number of employment uses.

The proposed zoning on the property would see the majority of the property within the Block Plan remain zoned the same. However, two (2) areas will require relief from the Zoning Bylaw. Below is a sketch showing the proposed Zoning for the site.

PROPOSED ZONING



Proposed Zoning Bylaw Amendment (Part 1) – Minimum Lot Area for Block 4

The C2 Zone requires a minimum lot area of 20,000 m² or 2 ha. Block 4 has a proposed area of 1.019 ha. Therefore, the proposed Zoning Bylaw Amendment is seeking relief from the minimum lot area provision, for Block 4 specifically.

Planning Justification for Reduction in Lot Area

- 1) Proposed Block 4 is as large as physically possible based on the location of the proposed road connection. There isn't an alternative.

- 2) The existing site specific designation and zoning prevents smaller commercial units in this location. This protects the general intent of the minimum lot area provision which is to establish larger commercial units on larger lots within the Regional Commercial District.
- 3) The proposed 1 ha Block 4 is still fairly large and would meet the minimum lot area of all the other Commercial zones.

Proposed Zoning Bylaw Amendment (Part 2) – Minimum Lot Frontage for Block 2

The M4 zone requires a minimum lot frontage of 30 m. However, there is currently a site specific amendment (M4-1) in place on the site that recognizes that frontage on a public street is not required. The proposed Block Plan would provide a 14 m wide section of land at the east end of Block 2 in order to maintain frontage on proposed Street A. The proposed frontage for Block 2 would be 21.4 m. It is worth noting that the proposed frontage was calculated by taking a measurement 9 m back from the front lot line. Therefore, the proposed Zoning Bylaw Amendment is seeking relief from the minimum lot frontage provision. It appears that the same exception #1 (i.e. M4-1) can be maintained, but the wording of the exception would need to be revised.

Planning Justification for Reduction in Lot Frontage

- 1) The lands occupied by proposed Block 2 are currently zoned without any requirement for frontage on a public street or highway.
- 2) The proposed frontage for Block 2 would be 21.4 m, which is a significant improvement in lot frontage, up from nil.
- 3) A narrower entrance to proposed Block 2 will reduce the visibility of the site from Street A.

The proposed Block Plan can conform to all the other provisions of the Town of Collingwood Zoning Bylaw.

Based on the above noted provisions and the proposed Zoning Bylaw Amendment, it was determined that the proposal can conform to the general intent of The Town of Collingwood Zoning Bylaw 2010-40.

6.0 CONCLUSIONS + RECOMMENDATIONS

The proposed Draft Plan of Subdivision (Block Plan) and Zoning Bylaw Amendment are consistent with the policies of the Provincial Policy Statement and conform to the intent and direction of the Growth Plan for the Greater Golden Horseshoe, the Simcoe County Official Plan and the Town of Collingwood Official Plan.

An Amendment to the Town of Collingwood Zoning Bylaw will be required to permit Block 4 of the proposed Block Plan at a reduced minimum lot area of 1 ha. In addition, the amendment will also permit a reduced lot frontage on Block 2 of the proposed Block Plan.

We would respectfully request that Town of Collingwood proceed with the enclosed Draft Plan of Subdivision application and Zoning Bylaw Amendment application.

Respectfully Submitted by:

D.C. SLADE CONSULTANTS INC.

Andrew Pascuzzo MCIP, RPP

7.0 APPENDICES

APPENDIX 1

Block Plan prepared by Lynn Patten OLS