



# Planning and Development

595 9<sup>th</sup> Avenue East, Owen Sound ON N4K 3E3  
519-372-0219 / 1-800-567-GREY / Fax 519-376-7970

November 24, 2020

Ms. Sabine Robart,  
City of Owen Sound, Planning Department  
808 2<sup>nd</sup> Avenue East  
Owen Sound, ON, N4K 2H4

\* Sent Via Email

## **Re: Sydenham Campus Site Plan and Zoning By-law Amendment Applications**

Dear Ms. Robart:

Further to the City's February 5, 2020 correspondence please accept the enclosed applications for zoning by-law amendment and site plan control for the proposed Sydenham Campus. What follows is a brief summary of the County's proposal as well as a brief planning and parking analysis.

### **Sydenham Campus Proposal**

Sydenham Campus is proposed to open in phases and will be run by Grey County, with leased space to other organizations. Phases 1 and 2 will be within the former Sydenham School building and are the subject of the current applications. In the future other portions of the site could be proposed for complimentary development, which would trigger further site plan or zoning analysis at that time.

At this stage, the initial phase will include relocating the Business Enterprise Centre and the Bruce Community Futures Development Corporation (CFDC) staff to the Sydenham Campus, starting the Grey-Bruce Business Catapult space, the Tenneco Employee Action Centre, hot desk space, and some leased space for other tenants. There will also be some training and events hosted at the Campus on an occasional basis.

Future phases may include further leased space, Georgian College classrooms or facilities, parking expansions, childcare, and possible other uses on-site as permitted by the City's Official Plan and Zoning By-law.

Much of Sydenham Campus will be leased to partners, organizations, and new or scaling businesses to fulfill the community hub vision of the regional skills training, trades, and innovation centre. Tenant criteria for Sydenham Campus is as follows:

- Offers training and expertise that advances individuals, employees, businesses or organizations;
- Provides educational or professional upgrading, certification or accreditation;
- Provides learning/work experiences for co-op, apprenticeship, or other students;
- Businesses that;
  - Are innovative, unique to the region, and willing to share innovative aspects of their business with others (equipment, facility, knowledge, connections, research),
  - Can benefit from being in a shared space that fosters collaboration and cooperation,
  - Provide training on specific equipment, software, or processes,
  - Require use of the fabrication labs,
  - Provide business or employee support services such as an employment agency, web design business, or marketing services.
- Research
  - any organization, or business that is conducting research and willing to share data / collaborate with others that results in some form of public benefit i.e.: health care, treatments, advance knowledge and understanding, and which may or may not have a formal research and development partnership with Georgian College,
- Must be committed to the concept and vision of the Sydenham Campus which includes being community minded, collaborative and innovative in their operations and management.

Leases will vary greatly by square footage and length of term. For example, space allocation could range from 10 square feet for hot desks up to 10,000 or more square feet for classrooms and flex space. Hot desks will be available on a first come, first serve basis and will be assigned at a daily rate. Office areas, classrooms and flex space will be available daily, weekly, monthly and up to a possible 10 to 15-year term.

Recent renovations within the building have included flooring upgrades, painting, an improved main entrance, roof replacement, accessibility improvements, and washroom renovations. Building permits were applied for and granted by the City for these projects that required permits.

No further exterior changes are being pursued at this time to the building or landscaping on-site. Minor parking adjustments will be made as shown on site plan option A. Future changes may be required as part of the parking and stormwater upgrades within the phased site plan control requirements, shown on site plan option B.

### **Provincial Policy Statement (PPS) 2020 Consistency**

The proposed Sydenham Campus represents an adaptive re-use of a former elementary school property. The subject lands are within a designated settlement area in both the County and City Official Plans. This property will remain in public ownership and remain designated 'Institutional' in the City Official Plan, should the proposed Sydenham Campus be approved. Sydenham Campus is located on a transit route and is easily accessible by bus, car, bicycle, or pedestrian. Section 1 of the PPS promotes redevelopment opportunities within settlement areas, including supporting a range of institutional uses.

Section 1.6.6 of the PPS promotes development on municipal water and sewer services. The Sydenham Campus will be serviced via city water and sewer services, just as the former Sydenham School was.

Section 1.7.1 of the PPS promotes long-term economic prosperity through a number of means. Having the Sydenham Campus as a resource to residents and businesses would support local and regional economic development initiatives to support long-term economic prosperity.

Sections 2.1 and 3.1 of the PPS outline the natural heritage and natural hazard policies respectively. The subject lands have no mapped significant natural heritage or hazard features on them.

The proposed redevelopment of the former Sydenham School to the Sydenham Campus is consistent with the Provincial Policy Statement.

### **Niagara Escarpment Plan Conformity**

The subject lands are not in a section of the City covered by the Niagara Escarpment Plan, and as such there are no conformity issues with the Niagara Escarpment Plan.

### **Official Plan Conformity**

The subject lands are designated as 'Primary Settlement Area' in the County Official Plan and 'Institutional' in the City of Owen Sound Official Plan.

Section 3.5 of the County Official Plan permits a wide range of residential, commercial, industrial, and institutional uses in the Primary Settlement Area designation. Section 3.5(2) of the County Plan generally defers to the detailed planning policies in local official plans, for development within the Primary Settlement Area.

Section 4.9.1.1 of the City Official Plan states the following for the Institutional designation:

*“Where lands are designated Institutional on Schedule ‘A’ – Land Use; the predominant use shall be for institutional uses and ancillary commercial uses including but not limited to the following uses:*

- a) Community institutional uses including community centres, civic arenas, libraries, publicly operated museums, art galleries and theatres or similar cultural centres, day care centres and open space associated with community institutional uses.*
- b) Educational institutional uses including elementary and secondary schools, post secondary schools, seminaries and religious colleges.*
- c) Health care institutional uses including hospitals, sanitarium, lodge care facilities, nursing homes, homes for the aged, or similar residential health care facilities.*
- d) Public uses including government offices and facilities operated by or on behalf of federal, provincial or local governments and may include government services such as libraries, postal, fire, ambulance and police stations, and research establishments.*
- e) Religious institutional uses shall include places of worship and the homes of religious orders such as monasteries and convents.*
- f) Commercial uses shall include offices, small retail and personal service stores that are associated with health care or institutional uses.*
- g) Ancillary uses which are of an appropriate scale and intended to service the main permitted use, such as a variety store, gift shop, financial institution, pharmacy or residence.*
- h) Uses accessory to any of the permitted uses in the Institutional designation are permitted.”*

The proposed Sydenham Campus is being operated by the County of Grey and as such would appear to be permitted as per 4.9.1.1(d) above. County staff would note that some of the uses proposed in the Sydenham Campus would also correspond to some of the other permitted uses listed under section 4.9.1.1.

The supporting policies for the Institutional designation under section 4.9.2 of the City Plan also appear supportive of the County's Sydenham Campus proposal. Section 4.9.2.1 notes that "*Joint or multiple use of community and educational facilities as well as the grouping of these facilities is encouraged.*" This policy supports the Sydenham Campus approach, where a range of services and facilities are being offered 'under one roof' to serve the business, training, and research needs of both the City of Owen Sound, and Grey County as a whole.

Other policies in this section, such as 4.9.2.3, also speak to land use compatibility. The former school has existed since the 1960's and is surrounded by a mixture of institutional, residential, commercial, and future development lands. The current proposed Sydenham Campus use would be contained within the former school building, and would not appear to be any more incompatible with neighbouring uses than the former school was. Abutting residential neighbours may experience slightly less noise and activity than existed with the former elementary school based on less children's activities, recesses, and school bells. Should future uses be proposed on the Sydenham Campus site, which are not contained in the current building, they will be required to meet the provisions in the City's Official Plan and Zoning By-law. Said future uses will also be required to amend the approved site plan for the property. Through site plan control, it can be ensured that future uses are compatible with neighbouring uses.

The proposed Sydenham Campus also creates synergies with Georgian College which aligns with section 4.9.2.10 of the City Plan.

In the City's February 5, 2020 correspondence Official Plan conformity was not flagged as an issue, as such a further detailed planning policy analysis has not been included within this letter.

The proposed Sydenham Campus would appear to conform to the County Official Plan as well as the City Official Plan.

### **Zoning By-law Analysis**

The subject lands are zoned as 'Institutional in the City's Zoning By-law. Section 9.1 of the By-law permits the following uses in the Institutional Zone.

- Clinics,
- Commercial School,
- Community Centre,
- Community Lifestyle Facility,

- Crisis Residence,
- Day Nursery,
- Group Home,
- Group Residence,
- Hospital,
- Library,
- Long Term Care Facility,
- Museums/Galleries,
- Place of Worship,
- Public Park,
- Public Use,
- Schools,
- Studio, and
- Student Residence.

Based on the overall planned use of the existing building, County staff believe that the intended use of the overall space best falls under the defined permitted uses of Community Centre, Commercial School, and Studio Use which are all permitted uses under the Institutional Zone in the City's By-law. That said, County staff acknowledge that the Sydenham Campus as a 'suite of uses' does not neatly fit into some of the existing definitions of the above-noted permitted uses. The County is also seeking flexibility for Sydenham Campus to be able to offer an array of services and programs to meet the changing needs of the community in the future.

In discussing this matter with City staff, it was also difficult to determine the exact amount of parking needed under section 5.18 of the City's By-law for the Sydenham Campus. City staff suggested that a zoning by-law amendment may help better define the uses permitted on the Sydenham Campus site, as well as the parking ratios needed to support such uses. In order to support the enclosed zoning by-law amendment application, County staff researched how other municipalities treat such uses in their zoning by-laws. County staff were not able to find any similar examples within Grey County, but did research examples from Waterloo, Kitchener, Hamilton, and Guelph. The Waterloo zoning by-law appeared to offer the most appropriate examples, and contained the following defined terms.

*“ADVANCED TECH means an establishment specializing in the research, development, and or creation of advanced technology products (software and or hardware), services,*

*systems, processes, and or prototyping related to one or more of the following technology sectors:*

- Aerospace*
- Artificial Intelligence*
- Biotechnology*
- Computer Engineering*
- Computer Science, including software*
- Data Centre*
- Electronic Device Technology*
- Energy Technology*
- Financial Technology*
- Information Technology*
- Medical Technology*
- Nanotechnology*
- Photonics*
- Quantum Computing / Technology*
- Robotics*
- Semiconductors*
- Telecommunications*

*ADVANCED TECH includes software companies, open data companies, digital content companies, wireless technology companies, advanced technology hardware companies, cyber security companies, cloud computing companies, and 3D printing companies.*

*BUSINESS INCUBATOR means an establishment that is dedicated to nurturing the development and commercialization of start-ups, early-stage companies, and established companies (enterprises) by providing incubator services such as management training, networking facilities, programming, mentorship programs, business assistance services, and office space.*

*HEALTH PRACTITIONER means a professional who is licensed or registered to provide health care related services to individuals under the laws of the Province of Ontario, including Schedule 1 of the Regulated Health Professions Act, 1991, S.O. 1991, c.18. Includes a physician, dentist, chiropractor, psychologist, and a registered MASSAGE THERAPIST. Excludes BODY-RUB PARLOUR and an ADULT ENTERTAINMENT PARLOUR.*

*MAKERSPACE means a community workshop or community studio that is dedicated to nurturing creativity, collaboration and hands-on learning through the provision of shared do-it-yourself space where like-minded individuals can gather and interact to:*

- *create (make, build), invent, tinker, explore, learn; and,*
- *share ideas, resources (tools, materials), knowledge, and skillsets.*

*MAKERSPACE, CLASS A means MAKERSPACE where patrons:*

*a.) have access to low-impact tools and technology such as:*

- *3D printers*
- *arts and crafts equipment (such as easels, sewing machines)*
- *computers*
- *electronics, such as audio and visual devices*
- *hand tools*
- *microcontrollers for prototyping, digital devices, and interactive objects*
- *mixed media*
- *robotics*
- *software*
- *vinyl cutting equipment*

*- and or -*

*b.) can learn and develop low-impact skills such as:*

- *coding*
- *cooking*
- *gaming*
- *painting*
- *sculpting and woodcarving using hand tools*
- *sewing and knitting*

*MAKERSPACE, CLASS B means MAKERSPACE where patrons:*

*a.) have access to tools and technology with the potential for high-impact, such as:*

- *laser and plasma cutters*
- *milling machines*
- *computer numerical control equipment (such as CNC routers)*
- *welding and soldering equipment*
- *lathes*
- *forges and blacksmithing equipment*
- *bio-laboratories*

*b.) involving one or more of the following processes:*



- *metalworking (excluding craft jewellery)*
- *woodworking (excluding woodcarving using hand tools)*
- *manufacturing*
- *INDUSTRIAL ASSEMBLY (excluding prototype assembly)*

*TECH OFFICE means an OFFICE specializing in:*

- *augmented reality*
- *cloud computing*
- *coding*
- *computer engineering*
- *computer science*
- *cyber security*
- *data centres*
- *development and application of software*
- *digital and content media*
- *digital health and biometrics*
- *digital imaging*
- *e-commerce*
- *encryption*
- *information technologies, including analytics*
- *nanotechnology*
- *open data*
- *operating systems*
- *quantum computing and science*
- *virtual reality*

*Includes incidental prototyping and assembly of related advanced technology hardware and products, to a maximum twenty-five percent (25%) of the BUILDING FLOOR AREA.”*

Source: <https://www.waterloo.ca/en/government/resources/Documents/Zoning-bylaw/Zoning-bylaw.pdf>

County staff are not suggesting that the amended zoning provisions for the Sydenham Campus need to include all the above defined uses from Waterloo’s by-law. However, elements of these definitions would certainly apply to the proposed Sydenham Campus, particularly the business incubator and maker space definitions.

In looking at the parking requirements for such uses, City of Waterloo staff noted the following:

*“While Section 6 of Zoning By-law 2018-050 has specific parking regulations for certain uses, business incubators and makerspaces do have a specific rate for the*

*use, the parking rate in the parent zone would apply. Both uses (except makerspace class b, which is only in the Flexible Industrial and University/College Zone) are permitted in the majority of the commercial, industrial and uptown zones. With Zoning By-law 2018-050 we have specific parking rates for different areas given their proximity to the LRT, it would be challenging to give an area rate, but 3 spaces per 100 square metres would be reasonable.”* Source: Waterloo Planning Approvals Staff Correspondence dated June 2, 2020.

In the pre-submission consultation package submitted to the City, County staff had submitted the below table based on the parking requirements in the City’s Zoning By-law. The County’s proposed uses within the building are shown in the ‘Zones’ column in black font, while the corresponding permitted use from the City’s Zoning By-law is shown in red font.

Zones	Square Feet	Square Metres	Parking per Square Metres (based on use)	Parking Required
Innovation (Community Centre)	3,675	341.42	1 per 40 sq. m.	9
Education & Training (Commercial School)	8,136	755.86	1 per 25 sq. m.	31
Community Flex (Studio Use)	6,115	568.10	1 per 25 sq. m.	23
Day Care/Clinic (likely to be used as Studio Use and Clinic Use)	7,385	686.09	1 per 25 sq. m.	28
Business (Community Centre)	2,444	227.05	1 per 40 sq. m.	6
Tech (Studio Use)	2,493	231.61	1 per 25 sq. m.	10
The Generator (Community Centre)	2,493	231.61	1 per 40 sq. m.	6
Hallways	8,422	782.43	?	?
Utility	2,801	260.22	?	?
<b>TOTAL</b>	<b>43,964</b>	<b>4,084</b>		<b>112</b>

Following the County's December 2019 submission, City staff have since clarified that under the existing parking requirements hallways are included in the parking calculations.

County staff are requesting that the existing Sydenham Campus building be assessed at a parking requirement of 3 spaces per 100 m<sup>2</sup> (or 1 space per 33.3 m<sup>2</sup>) as per the Waterloo example cited above. This new proposed standard would also appear to be an appropriate 'middle ground' between the City's current parking standards noted above which vacillate between 1 space per 25 m<sup>2</sup> and 1 space per 40 m<sup>2</sup>. The County would also request that the parking calculation not include hallways or utility spaces in the Sydenham Campus building. County staff have received an opinion from our architect that the hallways in the Sydenham Campus building cannot be converted to usable space, or modified to include any of the proposed permitted uses, for building and fire code reasons. As such, the hallways and utility space will remain as is, and provide no further space which would generate additional parking need.

Staff would note that should a student residence, group home, or crisis residence ever be proposed on the Sydenham Campus property, the City's 1 space per 3 beds parking requirement would appear reasonable (i.e. the proposed 3 spaces per 100 m<sup>2</sup> would not apply to this category of permitted uses).

County staff would further note that Sydenham Campus is located on a transit route, which may further reduce some of the pressure for on-site parking.

Should the City grant the above-noted parking request, the usable area of the Sydenham Campus building for the purposes of parking requirements would be approximately 3,041.74 m<sup>2</sup>. For the purposes of calculating the parking requirements, County staff have rounded up to 3,100 m<sup>2</sup>, which requires a total of 93 parking spaces (based on the proposed ratio of 3 spaces per 100 m<sup>2</sup>). County staff recognize that any further buildings or building additions on-site would generate additional parking need for the property.

In assessing the parking demand for the proposed Sydenham Campus, County staff submit that the parking demand will be very similar to the former school use on-site. Other than the occasional special event (e.g. a workshop, job fair, or seminar) staff do not believe the 93 required parking spaces would very often be entirely utilized. Staff believe that this would be very similar to the function of the former Sydenham School, where other than student pick-up / drop-off times and special events such as holiday

concerts, the school generally had enough parking available. In the most recent approved site plan for the former Sydenham School, there were 64 parking spaces shown. As such, the County would need to add 29 additional parking spaces to meet the 93 parking space requirement being requested for full usage of the former Sydenham School building. Included with this submission are site plan options A and B, which include 75 spaces plus 4 barrier free spaces and 95 spaces plus 6 barrier free spaces respectively. County staff would request that the City consider the ability for the County to begin operating Sydenham Campus at partial occupancy (up to 2,500 m<sup>2</sup> exclusive of hallways and utility space) with the proposed 75 parking spaces and 4 barrier free spaces shown on site plan option A, which would be considered Sydenham Campus Phase 1. Prior to complete occupancy of the former Sydenham School building, Phase 2, the County would add the additional parking spaces needed (shown on site plan option B) as part of the phased site plan approach described later on in this letter. Any additional phases beyond Phase 2 would trigger the need for additional site plan review including a parking analysis.

Based on the City's barrier free parking requirements, under section 5.19.1 of the By-law, the County is required to have 4 barrier free parking stalls for the Sydenham Campus property (assuming the 93 parking space standard noted above is accepted). The County would appear to meet this standard for Phase 1 and exceed this standard for Phase 2.

The County's architect has looked at the existing parking area and feels that the County can add additional parking spaces with minimal modifications (i.e. painting spaces in the ring roads in the east and west lots) under site plan option A. Site plan option B will require slightly more modifications to the west parking lot, including altering the sidewalk in front of the western portion of the school. To add additional parking, parts of the large sidewalk in front of the existing building would be removed in order to maximize the space that is currently occupied by pavement/concrete and the west parking lot barrier free spaces would be relocated to abut the Sydenham Campus building (see attached site plan options A and B).

Section 5.20.1 of the City's By-law contains bicycle parking standards. The standards contain requirements for multi-residential uses, schools, offices, community centres, industrial uses, etc. For the Sydenham Campus it would appear appropriate to apply the bicycle parking standard for community centres at '10% of required vehicle parking, or 4 spaces, whichever is greater'. This appears to be on par with the highest standard in the by-law, with the possible exception of schools that have a large amount of classroom space. As such, the bicycle parking requirements for the existing Sydenham

Campus building (based on the 93 automobile parking space standard) would be 9.3 spaces, to which the County has rounded up to 10 spaces. The 10 bicycle parking spaces are shown on both site plan options A and B.

No loading zone spaces are being provided at this time.

In summary, County staff are requesting that the Sydenham Campus be rezoned to an 'Institutional with exceptions' zone which permits the existing Institutional uses under section 9.1 of the City's By-law, as well as adding two additional uses;

- business incubator, and
- makerspace.

These two new uses could be defined as per the Waterloo by-law cited above. The County is not requesting any variances to the Institutional zone regulations at section 9.2 of the City's By-law.

The parking requirements for Sydenham Campus are requested to be 3 spaces per 100 m<sup>2</sup>, exclusive of hallways and utility space. Barrier free and bicycle parking standards would be based off the total number of spaces required from the new 3 spaces per 100 m<sup>2</sup> standard. Should student residences, group homes, or crisis residences, ever be proposed on-site the standard of 1 space per 3 beds would be required.

The proposed amendments to the City's Zoning By-law represent a compatible land use which meets with the overall goals and objectives of the By-law.

### **Site Plan Control**

In accordance with the City's requirements Sydenham Campus will be subject to site plan control. County staff are requesting a phased site plan approach for this property. Submitted with this application are site plan options A and B. A separate drawing has also been included to delineate which portions of the building are included in Phase 1 (i.e. partial occupancy up to 2,500 m<sup>2</sup>). In the future, amendments could be made to the site plan as further operation of the site becomes functional.

Phase 1 of Sydenham Campus would operate entirely within the former Sydenham School building, and use of the building would not exceed 2,500 m<sup>2</sup>, exclusive of hallways and utilities. At this time, no changes would be made to the sidewalks or landscaping on-site as part of Phase 1. Some additional parking will be included by painting spaces on portions of the ring roads. The County may implement paid parking

on-site and would sign the parking lot accordingly. Ten bicycle parking spaces would be added as shown on the enclosed site plan.

GM Blue Plan have provided an opinion on stormwater management, as well as an updated grading and drainage plan for the site. Their letter speaks with the existing function of the site, as well as potential future conditions. Should water quality upgrades be required, including an oil/grit separator, then County staff would request that these improvements be made as part of Phase 2 of the development. At that time if any further landscaping is required to change, an update to the Landscape Plan and Tree Preservation & Planting Plan can be completed. No changes to the landscaping are proposed as part of Phase 1.

Although events on-site will not be a frequent occurrence, events such as training, seminars, job fairs or other events will occur on-site. The majority of the event space is will be in the former gymnasium or renovated classrooms, but occasionally some events may also have an outdoor component utilizing the lands at the rear of the building (i.e. the former playground and field space).

Discussions are on-going with Georgian College with respect to their utilization of a portion of the Sydenham Campus space. Should the College become a partner here, some on-site improvements may be considered to formalize a walkway (beyond the existing sidewalks) between the College and Sydenham Campus.

Minor alterations and signage may be required to the Sydenham Campus parking to prevent illegal parking on-site (see above comments regarding paid parking).

The County's Transportation Services staff are not requiring any upgrades to the entrances onto the County Road at this time.

### **Enclosures**

The following items have been included to meet the City's requirements as outlined in the February 5, 2020 letter.

1. Cover letter with planning and parking analysis,
2. Proposed site plan options A and B,
3. Drawing showing phase 1 and 2 usage of the building,
4. GM Blue Plan opinion on stormwater management,
5. Updated grading and drainage plan,
6. Zoning by-law amendment and site plan control applications,

7. Cheque to City for application fees - \$4,350 (comprised of zoning application fee of \$3,000 with engineering review of \$300, and site plan fee of \$800 with engineering review of \$250), and
8. No GSCA for review fee – GSCA have waived their fees as per correspondence dated July 16, 2020.

We look forward to further discussions with City staff in order to make the Sydenham Campus vision a reality. County staff would be happy to make a brief presentation at City Council as part of the zoning amendment public meeting to aid Council's understanding, as well as that of any interested neighbours.

If you have any questions, please do not hesitate to contact County staff at your earliest convenience.

Yours truly,



Savanna Myers  
Director of Economic Development, Tourism, & Culture  
519-372-0219 Ext. 1261  
[savanna.myers@grey.ca](mailto:savanna.myers@grey.ca)  
[www.grey.ca](http://www.grey.ca)



Randy Scherzer, MCIP, RPP  
Director of Planning & Development  
519-372-0219 Ext. 1237  
[randy.scherzer@grey.ca](mailto:randy.scherzer@grey.ca)  
[www.grey.ca](http://www.grey.ca)

Encl.