

To: Economic and Development Services Committee

From: Warren Munro, HBA, MCIP, RPP, Commissioner,  
Economic and Development Services Department

Report Number: ED-23-24

Date of Report: February 1, 2023

Date of Meeting: February 6, 2023

Subject: Revised Application to Amend Zoning By-law 60-94, IBI Group  
on behalf of 650 Taunton Developments Limited (c/o Fieldgate  
Commercial), 646, 650 and 660 Taunton Road West

Ward: Ward 2

File: Z-2022-08

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## **1.0 Purpose**

The purpose of this Report is to provide a recommendation on the revised application submitted by IBI Group on behalf of 650 Taunton Developments Limited (the “Applicant”) to amend Zoning By-law 60-94 to permit additional Select Industrial uses at 646, 650 and 660 Taunton Road West (the “Subject Site”).

The Applicant intends to develop the Subject Site as a multi-unit industrial mall.

Attachment 1 is a map showing the location of the Subject Site and the existing zoning in the area.

Attachment 2 is a copy of the initial proposed site plan submitted by the Applicant that was presented at the November 28, 2022 public meeting.

Attachment 3 is a copy of the revised site plan submitted by the Applicant incorporating revisions to address certain technical comments.

Attachment 4 is a list of additional Select Industrial uses proposed by the Applicant.

A Planning Act public meeting was held on November 28, 2022 concerning the subject application. At the conclusion of the meeting, the Economic and Development Services Committee adopted a recommendation to direct staff to further review the application and prepare a report and recommendation back to the Economic and Development Services Committee. The minutes of the public meeting form Attachment 5 to this Report.

Subsequent to the November 28, 2022 public meeting, the Applicant revised the subject development proposal. The key differences between the proposal considered at the public meeting (see Attachment 2) and the revised proposal (see Attachment 3) are as follows:

- The gross floor area of the proposed industrial buildings has increased from 9,039.5 square metres (97,300 sq. ft.) to 9,372.8 square metres (100,891 sq. ft.);
- The number of proposed loading spaces for the industrial buildings has increased from 1 large loading space to 16 large loading spaces and 1 small loading space. The Applicant had initially requested relief from the minimum requirement for 5 large loading spaces to be provided. However, with the increased number of loading spaces featured under the revised proposal, relief in this regard is no longer required;
- The total number of parking spaces proposed for the industrial buildings (Buildings B, C and D) and the commercial building (Building A) has decreased from 275 to 274;
- The number of accessible parking spaces for the industrial buildings has increased from 6 to 10; and,
- The 15 metre (49.2 ft.) buffer provided at the north end of the Subject Site will be included in a zone that prevents development, recognizing the importance of protecting this buffer as a vegetation protection zone.

## **2.0 Recommendation**

That the Economic and Development Services Committee recommend to City Council:

1. That, pursuant to Report ED-23-24 dated February 1, 2023, the revised application submitted by IBI Group on behalf of 650 Taunton Developments Limited (c/o Fieldgate Commercial) to amend Zoning By-law 60-94 to permit additional Select Industrial uses at 646, 650 and 660 Taunton Road West, be approved generally in accordance with the comments contained in said Report and the necessary by-law be passed.
2. That, in accordance with Section 34(17) of the Planning Act and notwithstanding that the Zoning By-law Amendment proposed in Report ED-22-206 dated November 23, 2022 presented at the public meeting of November 28, 2022 differs to some degree from the proposed amendment recommended to be approved by City Council pursuant to Part 1 of this Recommendation, such differences are not substantial enough to require further notice and another public meeting.

## **3.0 Executive Summary**

This Department recommends approval of the revised application submitted by IBI Group on behalf of 650 Taunton Developments Limited (c/o Fieldgate Commercial) to amend Zoning By-law 60-94 to permit additional Select Industrial uses at 646, 650 and 660 Taunton Road West.

The proposal represents appropriate development for the industrially designated property and the proposed additional Select Industrial uses are appropriate for this portion of Taunton Road West.

The proposed development is consistent with the Provincial Policy Statement, conforms with the Provincial Growth Plan, the Durham Regional Official Plan and the Oshawa Official Plan, and represents good planning.

## **4.0 Input From Other Sources**

### **4.1 Other Departments and Agencies**

No department or agency that provided comments has any objection to the subject application.

The Central Lake Ontario Conservation Authority has requested that a 15 metre (49.2 ft.) vegetation protection zone be provided as a buffer at the north end of the Subject Site, and that said buffer be included in a zone that prevents development.

Certain technical issues and requirements related to the proposed development have been identified and can be resolved during the site plan approval and building permit processes, if the application is approved.

### **4.2 Public Comments**

The minutes of the November 28, 2022 public meeting concerning the subject application form Attachment 5 to this Report.

No person spoke at the public meeting. Nor have any objections or concerns been received from the public in regards to this application.

## **5.0 Analysis**

### **5.1 Background**

The Subject Site is generally located on the north side of Taunton Road West, between Stevenson Road North and Goodman Creek, opposite the northern terminus of Keith Ross Drive, and is municipally known as 646, 650 and 660 Taunton Road West (see Attachment 1).

The Applicant is currently advancing a site plan application (File: SPA-2019-16) for the development of a multi-unit commercial building including a restaurant and an associated drive-through facility (Building A on site plan in Attachment 2). The multi-unit commercial building would be located partially on the Subject Site and partially on the adjacent lands to the east also owned by the Applicant. These lands will be consolidated in order to advance the construction of Building A. The Applicant also plans to advance three multi-unit industrial buildings (Buildings B, C, and D on site plan in Attachment 3) on the Subject Site. In order to advance the proposed industrial buildings a zoning by-law amendment is required to permit additional Select Industrial uses proposed by the Applicant.

The following is background information concerning the subject application:

<b>Item</b>	<b>Existing</b>	<b>Requested/Proposed</b>
<b>Oshawa Official Plan Designation</b>	Industrial, subject to Policies 2.4.5.10, 2.4.5.17 and 2.4.5.20 which currently permit, in addition to uses permitted in areas designated as Industrial, a convenience store, major retail uses having a minimum gross leasable floor area of 2,000 sq. m. (21,530 sq. ft.), and hotels and motels	No change
<b>Zoning By-law 60-94</b>	SI-A(8)/SI-A(14) "h-60" (Select Industrial)	Amend the SI-A(8) (Select Industrial) portion of the zoning to permit certain additional Select Industrial uses (see Attachment 3).
<b>Use</b>	Vacant	Multi-building, multi-unit industrial and commercial development

The following land uses are adjacent to the Subject Site:

- **North** Vacant land and the Trans-Northern pipeline corridor, beyond which is the Goodman Creek and associated natural heritage system
- **South** Taunton Road West, beyond which are a funeral home and a medical office building
- **East** Vacant lands also owned by the Applicant for which they have submitted a site plan application for a new self-storage facility and a portion of a retail building which is partially situated on the Subject Site (File: SPA-2019-16)
- **West** A one-storey animal hospital

The following are the proposed development details for the Subject Site:

<b>Site Statistics Item</b>	<b>Measurement</b>
Lot Frontage on Taunton Road West	94m (308.4 ft.)
Proposed Gross Floor Area of Select Industrial Buildings (Buildings B, C and D)	9,372.8 sq. m. (100,891 sq. ft.)
Proposed Gross Floor Area of Commercial Building A	944.9 sq. m. (10,171 sq. ft.) (a portion of Building A is located on adjacent lands to the east owned by the Applicant)

<b>Site Statistics Item</b>	<b>Measurement</b>
Net Lot Area	2.63 ha (6.50 ac.)
Parking Spaces Required	39 for commercial (1 space per 24 sq. m.) 208 for industrial (1 space per 45 sq. m.) Total: 247 spaces
Parking Spaces Proposed for Buildings A, B, C and D	274 spaces
Loading Spaces Required	5 large loading spaces for industrial Buildings B, C and D 1 small loading space for commercial Building A
Loading Spaces Proposed	16 large loading spaces and 1 small loading space for industrial Buildings B, C and D 1 small loading space for commercial Building A

## **5.2 Oshawa Official Plan**

The Subject Site is designated Industrial in the Oshawa Official Plan (“O.O.P.”).

The Subject Site is located within the area known as the Northwood Business Park which is generally bounded by Taunton Road West to the south, the Oshawa-Whitby municipal boundary to the west, Highway 407 East to the north and the Oshawa Creek to the east.

Policy 2.4.5.10 permits a convenience store on the Subject Site subject to the inclusion of appropriate provisions in the zoning by-law.

The O.O.P. specifies, in part, that areas designated as Industrial shall generally be used for manufacturing, warehousing and storage, assembly, processing including reclaiming and recycling, research and development facilities, corporate offices, utility functions and transportation terminals, subject to the relevant policies of the Plan. In addition, subject to the inclusion of appropriate provisions in the Zoning By-law, the following land uses may also be permitted in appropriate locations in areas designated as Industrial: industrially oriented sales, service and office operations such as truck and machinery operations, equipment repair, merchandise service shops and building or contracting yards; community and recreational uses such as facilities for day care and recreation that are municipally owned and operated, vehicle fuel stations, and, on a limited basis in accordance with Policy 2.4.1.6, certain commercial, community and recreational uses such as banks, offices other than corporate or industrially oriented offices, restaurants, banquet facilities, personal service and retail uses, fraternal organizations and athletic clubs provided that such uses are compatible with industrial uses in the area.

Additional uses are permitted on the Subject Site pursuant to O.O.P. Policies 2.4.5.10, 2.4.5.17 and 2.4.5.20.

Policy 2.4.5.17 states that the lands designated as Industrial north of Taunton Road West, between the Goodman Creek and the Oshawa Creek, and generally south of the Trans-Northern pipeline corridor, may be developed on a site-by-site basis for major retail uses

having a minimum gross leasable area of 2,000 square metres (21,530 sq. ft.), subject to appropriate policies in the zoning by-law and any other relevant provisions of the Official Plan, provided that such uses are compatible with their surroundings, a transportation impact study is submitted to the satisfaction of the City and Region and a retail impact study is submitted which analyses that there is sufficient market demand.

Policy 2.4.5.20 states that the lands designated as Industrial on lands located on the north side of Taunton Road West between the Goodman Creek and Oshawa Creek, south of the Trans-Northern pipeline, may be developed for hotels and motels, subject to the following:

- The development is desirable and compatible with surrounding land uses;
- The development will not create undue traffic problems; and,
- The inclusion of appropriate provisions in the zoning by-law.

Schedule 'A-2', Corridors and Intensification Areas, of the O.O.P. designates Taunton Road West as a Regional Corridor. Schedule 'B', Road Network, designates Taunton Road West as a Type 'A' Arterial Road, while Schedule 'B-1', Transit Priority Network, designates Taunton Road West as a Transit Spine.

The subject application conforms to the O.O.P.

### **5.3 Zoning By-law 60-94**

The Subject Site is currently zoned SI-A(8)/SI-A(14) "h-60" (Select Industrial) in Zoning By-law 60-94 (see Attachment 1).

The SI-A(8) Zone permits:

- (a) Banquet hall
- (b) Club, excluding nightclub
- (c) Commercial recreation establishment
- (d) Convenience store with a maximum gross floor area of 300 square metres
- (e) Day care centre
- (f) Financial Institution
- (g) Office
- (h) Restaurant

The SI-A(8) Zone applies only to the Subject Site and no other lands in the City. The SI-A(14) Zone permits a hotel and a retail store. However, for any retail store in the SI-A(14) Zone, the gross leasable floor area shall not be less than 2,000 square metres (21,530 sq. ft.).

The "h-60" holding symbol is in place to ensure that development of the Subject Site for uses permitted in the SI-A(14) Zone does not proceed until the following conditions are satisfied:

- (a) Site Plan approval is obtained from the City for a retail store;

- (b) A transportation impact study is prepared to the satisfaction of the Region of Durham and the City; and,
- (c) A retail impact study is prepared to the satisfaction of the City in accordance with Subsection 2.4.4.17 of the O.O.P.

While the “h-60” holding symbol is in place, only uses permitted in the current SI-A(8) Zone are permitted.

The Applicant proposes to amend Zoning By-law 60-94 to add permission for certain additional Select Industrial uses in the SI-A(8) Zone. The list of additional Select Industrial uses proposed for the Subject Site forms Attachment 4 to this Report. In addition, the Applicant has agreed to rezone the northernmost 15 metres (49.2 ft.) of the Subject Site to an OSE (Environmentally Sensitive Open Space) Zone to ensure the long term protection of these lands as a vegetation protection zone. The vegetation protection zone will be planted with self-sustaining native vegetation as compensation for the removal of the woodland on the property.

This Department has no objection to an amendment to Zoning By-law 60-94 which would:

- Rezone the northern 15 metres (49.2 ft.) of the Subject Site to an OSE (Environmentally Sensitive Open Space) Zone to protect a planting buffer area (i.e. vegetation protection zone);
- Amend the existing SI-A(8) Zone to permit the requested additional SI-A (Select Industrial) uses (see Attachment 4);
- Implement a new special zoning regulation within the SI-A(8) Zone which considers all lands within the SI-A(8) Zone as one lot for the purposes of calculating parking; and,
- Apply an appropriate “h” holding symbol to Buildings B, C and D in order to restrict Select Industrial development until such time as site plan approval is obtained from the City and appropriate arrangements have been made for servicing, stormwater management and transportation facilities.

Section 5.5 of this Report sets out the rationale for this department’s support for the above-noted rezoning.

#### **5.4 Site Design/Land Use Considerations**

The Applicant proposes to construct an industrial mall on the Subject Site (see Attachment 3). The proposal includes three multi-unit buildings on the north and southwest portions of the Subject Site, as well as parking areas, loading areas, landscaping and one driveway access from Taunton Road West situated opposite the northern terminus of Keith Ross Drive. Part of a multi-unit commercial building is also proposed to be located on the southeast portion of the Subject Site. The driveway access will serve both the commercial building and the proposed industrial buildings.

The Subject Site represents Phase 2 of a three-phase development by the Applicant, who also owns properties east of the Subject Site. Phase 1 consists of a multi-unit commercial building with a restaurant and vehicle drive-through facility and Phase 3 consists of a self-serve storage facility at 620 Taunton Road East.

Traffic control signals will be installed on Taunton Road West at the intersection with the proposed new driveway/Keith Ross Drive as part of the construction of the commercial building and associated drive-through facility (Building A on the site plan shown in Attachment 2).

In support of the proposed development, the Applicant has submitted a variety of plans and documents including a site plan and planning justification report.

Detailed design matters will be reviewed during the further processing of the application for site plan approval application to ensure compliance with the City's Landscaping Design Policies, engineering standards and other policies.

Some of the specific matters this Department will be reviewing during the processing of the site plan application, in the event the subject rezoning application is approved, include:

- (a) Site/building design matters including building architecture, landscaping and implementation of the 15 metres (49.2 ft.) vegetation protection zone;
- (b) Transportation considerations including access between adjacent developments to the east;
- (c) Servicing and stormwater management matters; and,
- (d) Land use compatibility with the Oshawa Executive Airport regarding matters such as refuse storage, lighting and building height.

## **5.5 Basis for Recommendation**

This Department has no objection to the application to amend Zoning By-law 60-94 for the following reasons:

- (a) Redeveloping an under-utilized property to industrial uses that are permitted by the Official Plan at this location conforms to the Provincial Growth Plan and is consistent with the Provincial Policy Statement.
- (b) The proposed development will make efficient use of existing municipal services such as water and sanitary services.
- (c) The proposed development can be designed to be compatible with surrounding land uses.
- (d) The proposed industrial development is in proximity to the Oshawa Executive Airport and other industrial uses, and is located on an arterial road.



- (e) The proposed industrial development will create opportunities for new employment uses along the Taunton Road West corridor.
- (f) The application confirms to the Durham Regional Official Plan.
- (g) The application conforms to the O.O.P.
- (h) The application represents good planning.

## **6.0 Financial Implications**

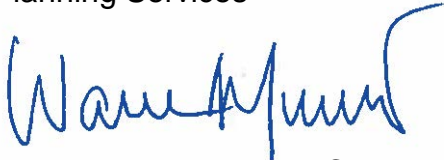
There are no financial implications associated with the recommendation in this Report.

## **7.0 Relationship to the Oshawa Strategic Plan**

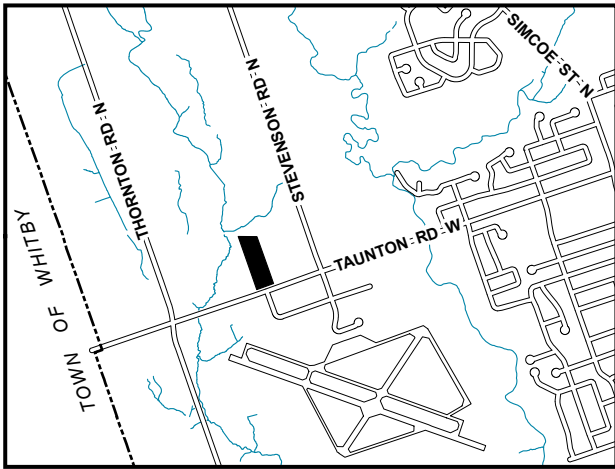
The Recommendation advances the Economic Prosperity and Financial Stewardship goal of the Oshawa Strategic Plan.



Tom Goodeve, M.Sc.Pl., MCIP, RPP, Director,  
Planning Services



Warren Munro, HBA, MCIP, RPP, Commissioner,  
Economic and Development Services Department



**Item: ED-23-24  
Attachment 1**

Economic and Development Services

**Subject:** Revised Application to Amend Zoning By-law 60-94,  
IBI Group on behalf of 650 Taunton Developments  
Limited (c/o Fieldgate Commercial)


**Address:** 646, 650 and 660 Taunton Road West

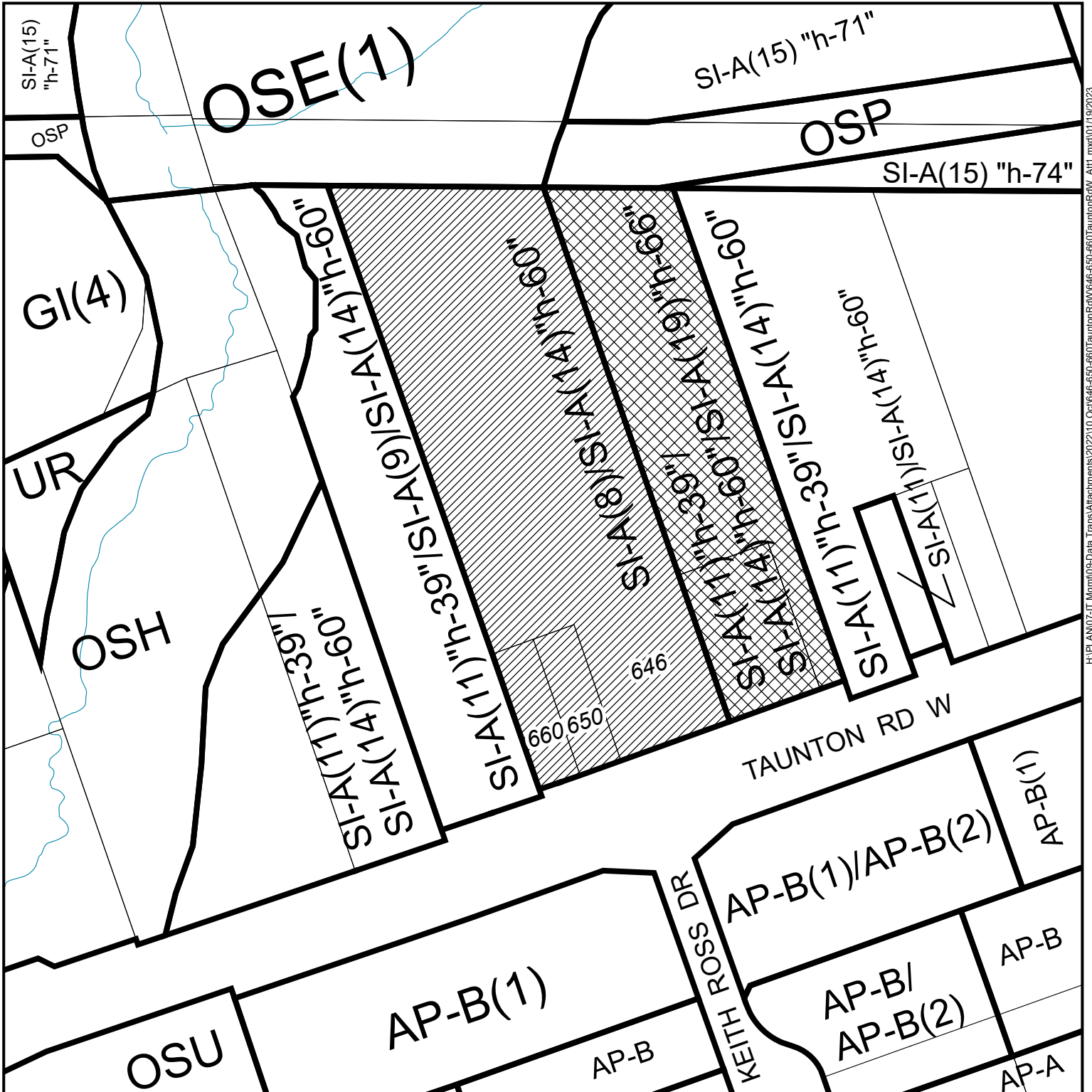
**Ward:** Ward 2

**File:** Z-2022-08



Subject Site 

Other lands owned by Applicant 



Title: Proposed Site Plan Submitted by the Applicant  
 Subject: Revised Application to Amend Zoning By-law 60-94,  
 IBI Group on behalf of 650 Taunton Developments Limited (c/o Fieldgate Commercial)  
 Address: 646, 650 and 660 Taunton Road West  
 Ward: Ward 2  
 File: Z-2022-08

Item: ED-23-24  
 Attachment 2

City of Oshawa  
 Economic and Development Services



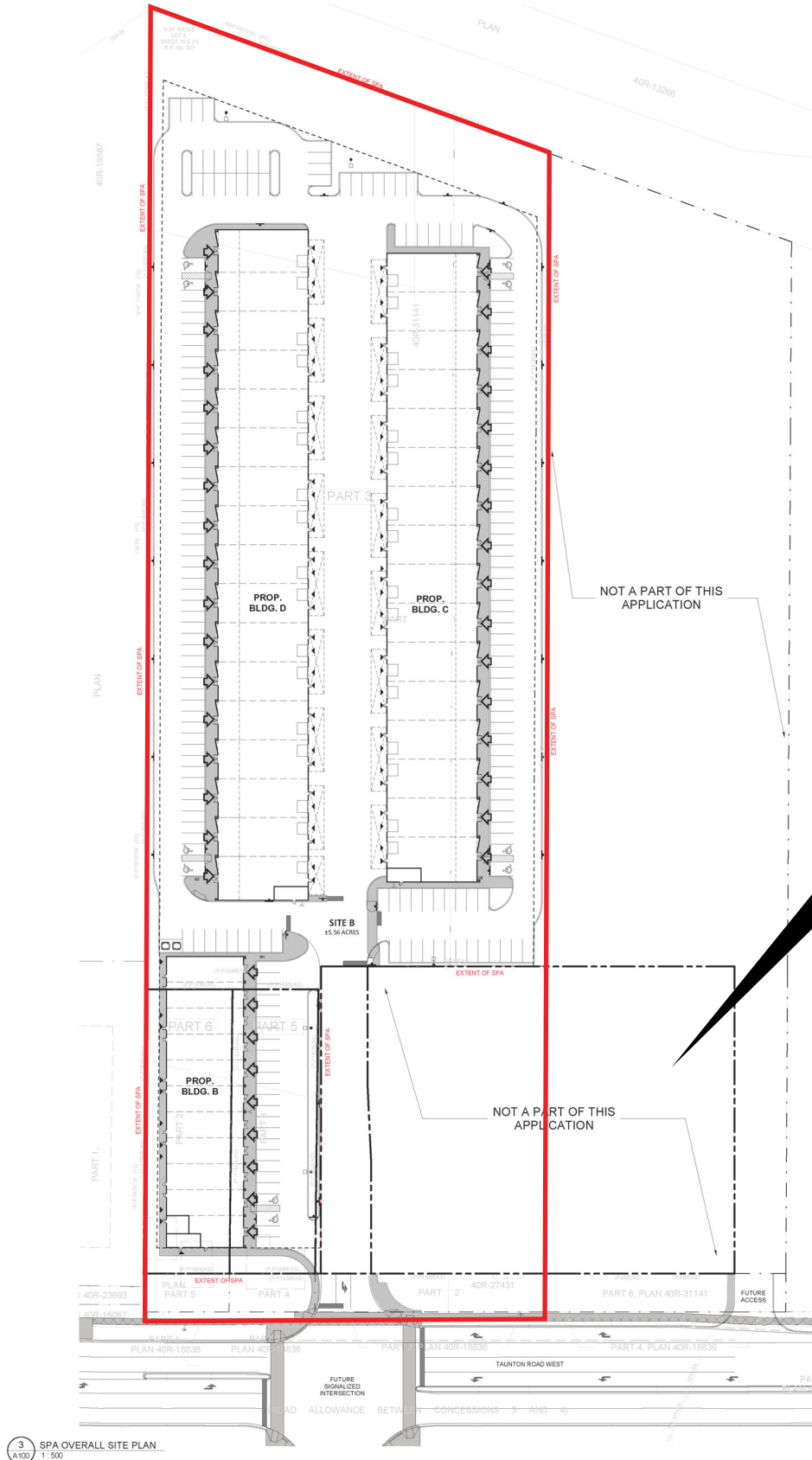
Title: Revised Proposed Site Plan  
Subject: Revised Application to Amend Zoning By-law 60-94,  
IBI Group on behalf of 650 Taunton Developments Limited (c/o Fieldgate Commercial)  
Address: 646, 650 and 660 Taunton Road West  
Ward: Ward 2  
File: Z-2022-08

Item: ED-23-24  
Attachment 3

City of Oshawa  
Economic and Development Services



Subject Site 



Commercial  
Building A

**Additional Select Industrial Uses Proposed**

- a) Assembly hall
- b) Brew your own operation
- c) Commercial school or training centre
- d) Data processing centre
- e) Food preparation plant
- f) Industrially oriented office
- g) Light industrial uses including light manufacturing, processing of semi-manufactured goods or assembly of manufactured goods
- h) Merchandise service shop
- i) Plumbing, electrical or building supply shop
- j) Printing establishment
- k) Research and development establishment
- l) Sales outlet
- m) Service industry
- n) Studio
- o) Television or radio broadcasting station or studio
- p) Theatre
- q) Warehouse

**Excerpts from the Minutes of the Economic and Development Services Committee  
Meeting held on November 28, 2022**

**Application ED-22-206**

**Presentation**

IBI Group - Applications to Amend Zoning By-law 60-94

Amy Shepherd, Associate Manager, Planning, IBI Group provided an overview of the Application to Amend Zoning By-law 60-94, IBI Group on behalf of 650 Taunton Developments Limited (c/o Fieldgate Commercial), 646, 650 and 660 Taunton Road West.

The Committee questioned the Amy Shepherd.

**Delegations**

None.

**Correspondence**

None.

**Reports**

ED-22-206	Application to Amend Zoning By-law 60-94, IBI Group on behalf of 650 Taunton Developments Limited (c/o Fieldgate Commercial), 646, 650 and 660 Taunton Road West (Ward 2)
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Moved by Mayor Carter,

“That, pursuant to Report ED-22-206 dated November 23, 2022, concerning the application submitted by IBI Group on behalf of 650 Taunton Developments Limited (c/o Fieldgate Commercial) to amend Zoning By-law 60-94 (File: Z-2022-08) to permit the development of additional Select Industrial uses and a reduced number of required loading spaces at 646, 650 and 650 Taunton Road West, staff be directed to further review and prepare a report and recommendation back to the Economic and Development Services Committee. This direction does not constitute or imply any form or degree of approval.”

Carried