

# THE CORPORATION OF THE MUNICIPALITY OF MISSISSIPPI MILLS

## STAFF REPORT

**DATE:** November 3, 2019

**TO:** Committee of the Whole

**FROM:** Marc Rivet, Planner Consultant

**SUBJECT:** Proposed Uses for Mississippi Mills Business Park Almonte

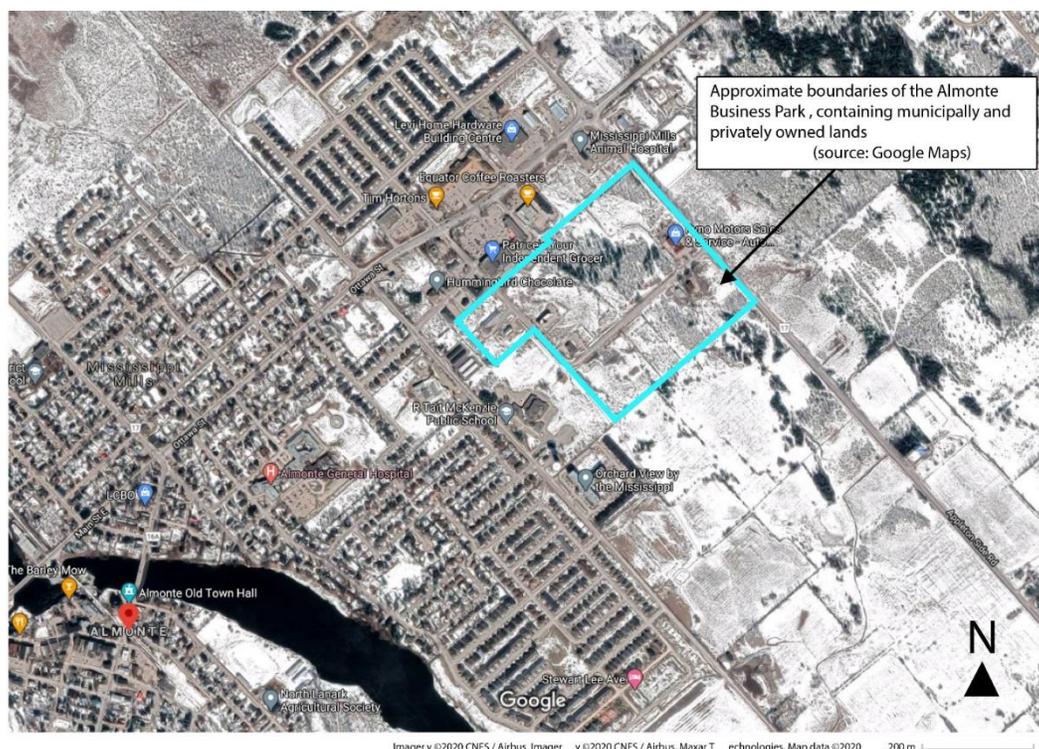
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### RECOMMENDATION:

**THAT Council receive the report titled “Proposed Uses for Mississippi Mills Business Park Almonte” as information.**

### BACKGROUND:

The Mississippi Mills Business Park is located near the northeast corner of the Almonte settlement area and can be easily accessed from Ottawa Street (County Road 49) and Appleton Side Road via Industrial Drive. The Business Park contains a range of municipally and privately-owned lands. **Figure 1** shows the approximate boundaries of the Mississippi Mills Business Park (Almonte).



**Figure 1:** Business Park Location

The Mississippi Mills Business Park was created to allow a wide range of commercial and industrial uses for small to large businesses and encourage additional employment opportunities. Phase 1 and 2 have been sold and the municipality is currently focusing on the development of Phase 3.

The summary below provides further information on the players that need to be involved in any decision regarding the proposed land use changes in the Business Park:

#### *Province of Ontario*

Policies to protect the drinking water source under the Mississippi-Rideau Source Protection Plan were developed under the *Clean Water Act*, a provincial regulation.

The policies that stem from this and other provincial regulations and have been implemented in the Official Plans of the County of Lanark and the Municipality of Mississippi Mills, will need to be reviewed.

#### *Mississippi Valley Conservation Authority (MVCA)*

The subject lands are located within the regulation limits of the MCVA. In areas where there known Wellhead Protection Areas, the Risk Management Official (RMO) at the Mississippi Valley Conservation Authority (CA) should be consulted prior to the approval of development and land uses in these areas.

#### *Municipal Governments:*

##### *County of Lanark:*

The County of Lanark has the authority to approve consents (severances), plans of subdivision and condominium, condominium exemptions, part-lot control by-laws, local Official Plan Amendments and local Official Plan 5-Year Reviews.

If required, the Council would be the approval authority for any proposed Amendment to a local Official Plan.

##### *Municipality of Mississippi Mills:*

The Municipality is the principal land use planning authority responsible for setting policies to encourage and support employment and commercial lands. The Municipality of Mississippi Mills also owns some land in the Business Park, as previously mentioned.

The Planning Department plays an integral role in implementing the policies of the Municipality's Official Plan and the provisions of the Zoning By-Law.

The Economic & Cultural Coordinator plays an integral role in encouraging, incentivizing and advertising business activity throughout Mississippi Mills.

#### *Private Sector:*

Landowners, business owners and business employees would all be impacted by the proposed use changes to the business park. While the Municipality can regulate and encourage a wider range of uses in the business park, there needs

to be a demand for the proposed uses. Economic development in the area will rely upon cooperation and partnership-building between the Municipality and all private sector stakeholders.

## **DISCUSSION:**

Staff are seeking Council direction on adding new uses to the Mississippi Mills Business Park (Almonte) to allow a wider range of uses in the E1-1 Zone for permitted businesses/ uses.

The Subject Lands are designated Business Park and zoned Business Park Special Exception 1 (E1-1). The lands are also located near a well head protection area (WHPA) with a vulnerability score (VScore) of 10 as per Schedule 'D1' of the Official Plan, and are within a WHPA (VScore 6).

Planning staff have undertaken a planning analysis of the Mississippi Mills Business Park (Almonte) in order to understand the constraints as well as the range of uses currently permitted in the municipally and privately-owned lands zoned E1-1 Zone. The overall objective of this exercise was to identify additional uses to be considered for inclusion based on the Official Plan policies for the 'Business Park' land use designation.

This Staff Report provides a proposed list of uses that could be added to the Business Park Zone.

The addition of other uses not currently permitted in the E1-1 Zone will require a Zoning Amendment and shall be in conformity with the policies of the Municipality's Official Plan. Where any of the proposed uses are deemed incompatible with the Official Plan designation, or conflict with any other Official Plan policy, including those related to wellhead protection areas, an Official Plan Amendment to the Municipality's Official Plan would be required.

### **What uses do the Municipality's existing policy framework provide for in the Business Park?**

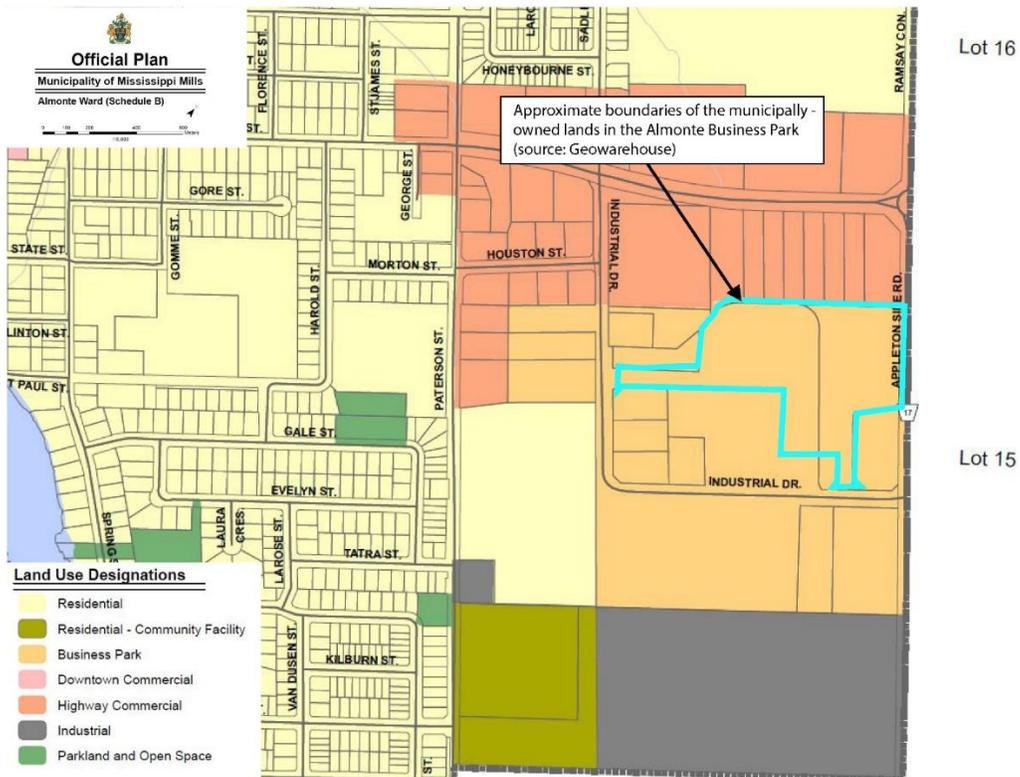
#### **COMMUNITY OFFICIAL PLAN (COP)**

The subject lands are designated Business Park – Employment Area, as per Schedule 'B' of the Official Plan.

Purpose of the Business Park – Employment Area (Section 3.7.4):

*The "Business Park – Employment Area" land use designation applies to lands on the east side of Almonte, south of County Road 49. Lands designated Business Park – Employment Area are planned to function as a major employment centre within the Town Municipality. The development policies are intended to promote high quality and consistent development standards for the Mississippi Mills Business Park – Employment Area.*

**Figure 2** shows the extent of the Official Plan’s Business Park land use designation, as well as the approximate location of the lands owned by the Municipality of Mississippi Mills.



**Figure 2: Official Plan Designation & Location of Municipally-owned lands**

Section 3.7.4.1 of the Official Plan contains the permitted uses in the Business Park designation. *These include:*

*i) Highway Commercial uses including those typically dependent upon high volumes of traffic or which is heavily transportation oriented. The scope of uses shall typically include, but are not limited to:*

- *restaurants,*
- *recreational and automotive sales,*
- *repair and services establishments,*
- *building contractors,*
- *building supply and home furnishing retail and wholesale outlets,*
- *farm machinery,*
- *hotel/motel,*
- *lodging facilities,*
- *garden centres and nurseries,*
- *warehousing,*
- *wholesaling and distribution centres;*

*ii) Retail stores, factory outlets and business offices that require large land areas and/or have large parking and/or outdoor storage or display requirements not consistent with the compact nature of downtown commercial cores*

*(iii) Medical clinics, rental outlets, garden centres, education and training facilities, industrial and business services, research and development facilities, computer, electronic or data processing establishments, scientific or technological establishments, communication and information establishments;*

*(iv) **Light Industry (Class I) and Medium Industry (Class II)** as defined in the Industrial section of this Plan.*

Section 3.7.5.1(i) describes Light Industry (Class I) uses:

*A place of business for a small scale, self-contained plant or building that produces, manufactures, assembles or warehouses a product which is contained in a package and has a low probability of fugitive emissions e.g. noise, odour, dust and vibration. Such industries generally operate in the daytime only with infrequent movement of products and/or heavy trucks and no outside storage.*

*Examples may include:*

- *electronics manufacturing and repair,*
- *high technology industries,*
- *furniture repair and refinishing,*
- *beverage bottling,*
- *package and crafting services,*
- *small scale assembly, parts supply.*

Section 3.7.5.1(ii) describes Medium Industry (Class II) uses:

*“A place of business for medium scale process and manufacturing with outdoor storage of wastes or materials (e.g. it has an open process) and where there are periodic or occasional outputs of fugitive emissions e.g. noise, odour, dust and/or vibration. Shift operations occur and there is frequent movement of products and/or heavy trucks during daytime hours.*

*Examples may include:*

- *dry cleaning services,*
- *printing establishments,*
- *paint spray booths,*
- *welding shops, courier and transport services,*
- *heavy vehicle repairs,*
- *bulk fuel storage,*
- *raw product storage (aggregates, logs/lumber),*
- *warehousing, and*
- *contractors’ yard.”*

A portion of the Business Park designated lands is located within the one-kilometer buffer of an Abandoned Mine, as per Appendix A2, which contains 'Constraints'. This should not have any impacts on the proposed uses listed in this staff report.

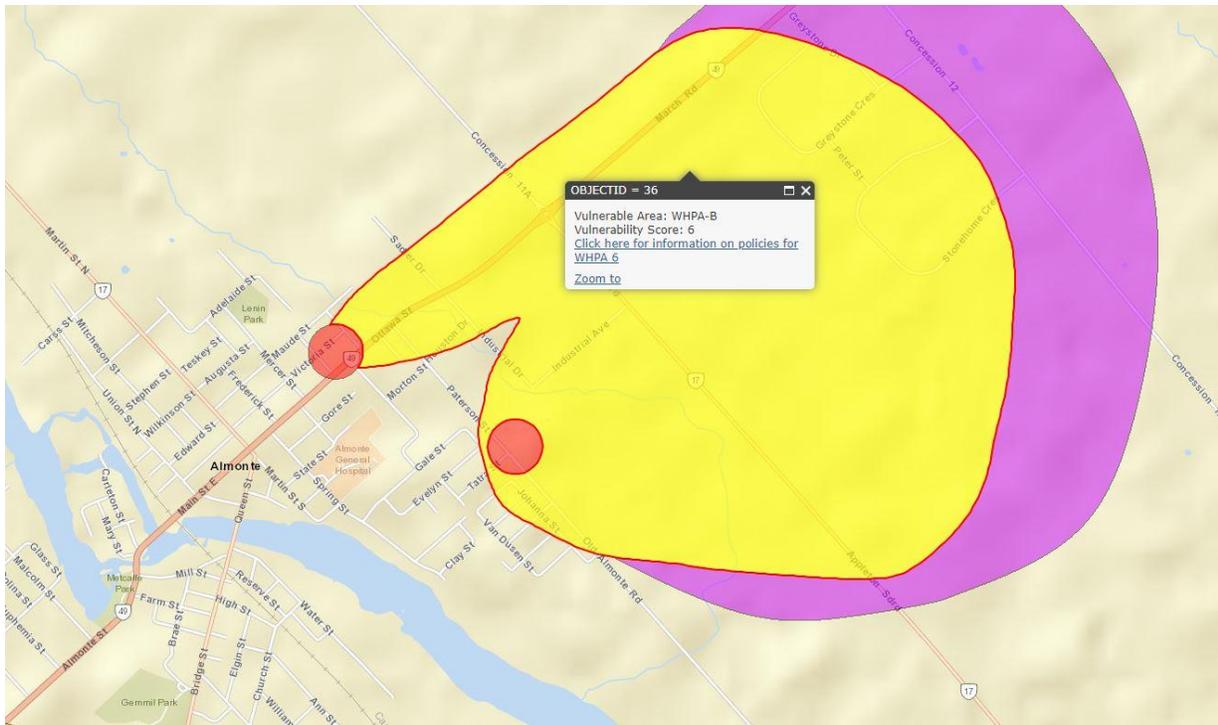
There are also known Wellhead Protection Areas within range of the Business Park, as per Schedules D1 of the Official Plan, Wellhead Protection Areas are areas where certain activities have the potential to adversely affect the groundwater that supplies a municipal well. Section 3.1.8 of the Municipality's COP provides the goals and policies that aim to protect vulnerable areas within the municipal boundaries.

**Figure 3** below shows that while the WHPA-A (VScore 10) is located in the southwest direction just outside the Business Park (red area) a significant portion of the subject lands reside within the WHPA-B (VScore 6).

In the WHPA-6, the Mississippi-Rideau Source Protection Plan:

- Prohibits the future commercial use of a certain class of chemicals that are considered to pose a high level of risk here;
- Ensures safeguards are in place if these chemicals are already in use by an existing business here; and
- Encourages voluntary good stewardship actions by governments, businesses and residents to better protect the groundwater here and region wide

In accordance with the policies contained in Section 3.1.8.2 of the COP, the Risk Management Official (RMO) at the Mississippi Valley Conservation Authority (CA) should be consulted prior to finalizing the list of proposed uses to be included through the potential rezoning. The goals provided in Section 3.1.8.1 of the COP generally support cooperation between the Municipality and the Conservation Authority in the review of development applications in these vulnerable water protection areas.



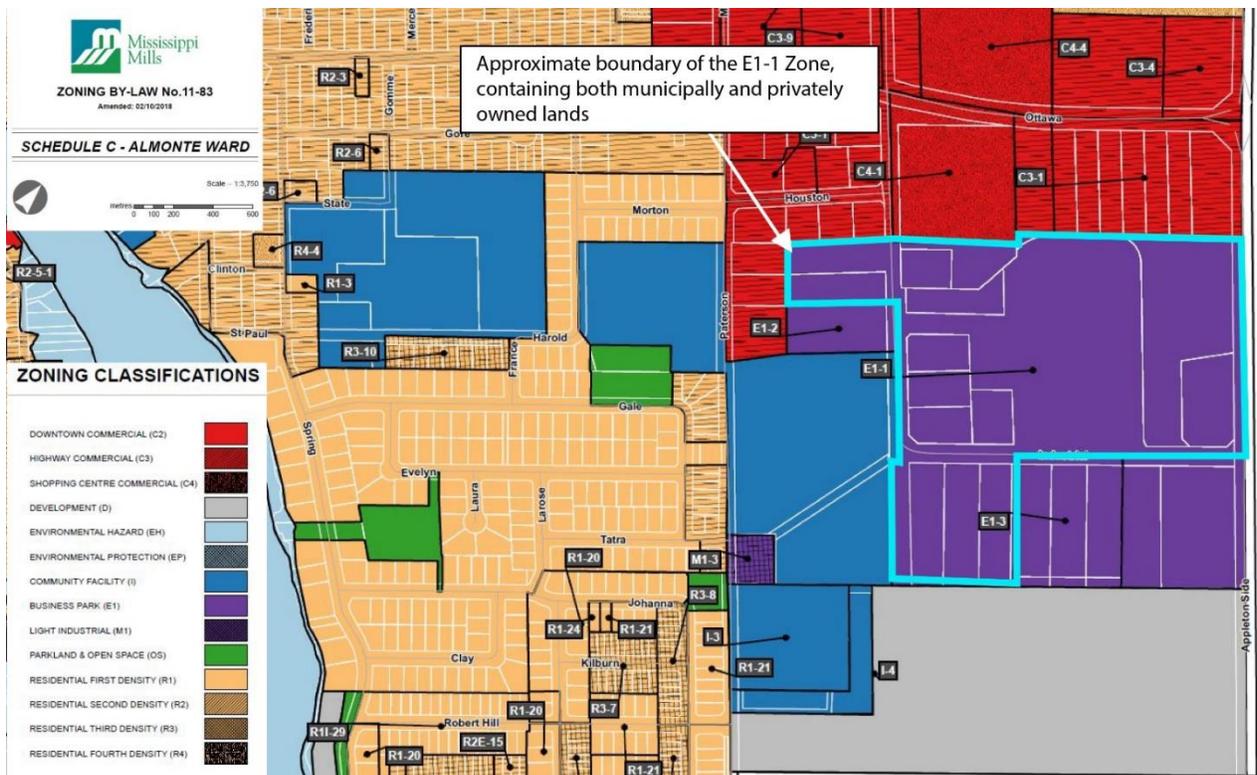
**Figure 3:** WHPA-A (Vscore 10) shown in red and WHPA-B (Vscore 6) shown in yellow

### ZONING BY-LAW 11-83

The lands found within the Business Park are zoned differently, as shown on **Figure 4**. All lands within the Business Park share the parent zoning of the Business Park (E1) Zone.

According to Section 27 of the Zoning By-Law, the purpose of the Employment Park (E1) Zone is to:

- (1) permit a wide range of commercial and industrial uses in accordance with the Business Park designation of the Community Official Plan;*
- (2) promote high quality and consistent development standards for the Mississippi Mills Business Park;*
- (3) develop in accordance with business park design guidelines which set out a unified master plan approach.*



**Figure 4: Zoning Schedule C – Business Park Zones**

The following uses are permitted in the E1 Zone (Section 27.1):

- business offices
- communication and information establishments
- computer, electronic or data processing establishments
- drive-through facility
- education and training facilities
- factory outlets
- home furnishing retail
- hotel
- light industrial uses
- lodging facilities
- medical facility
- motel
- equipment rental outlet
- repair and service establishment
- research and development centre
- restaurants
- retail stores
- training centre
- warehousing

- wholesale outlets
- wholesaling and distribution centre

A section of the Business Park (including both municipally owned lands and privately-owned lands) were rezoned Business Park Special Exception 1 (E1-1) Zone, which prohibits some uses and permits additional uses not currently permitted in the E1 Zone.

In addition to the uses of Section 27.1, the following uses are permitted on the lands zoned E1-1 [Section 27.3.1(2)]:

- medical facility
- showroom
- equipment rental outlet
- garden centre
- education or training facilities
- research and development facilities
- computer, electronic or data processing establishments
- scientific or technological establishment
- communication and information establishment
- business and government services
- public use
- parking lot

As per Section 27.3.1(1) of the Zoning By-Law, the following uses shall not be permitted on the lands zoned E1-1:

- an open storage area
- residential uses, and
- commercial storage

### **What uses could be added to the E1-1 (Business Park) zone?**

The Municipality of Mississippi Mills is interested in adding some uses currently permitted in the Light Industrial (M1) Zone in the Business Park Exception 1 (E1-1) Zone.

Based on all of the information provided above, a conformity check list was developed:

<b>Use Check List</b> <b>(Check mark indicates 'Yes')</b>	
<b>List of Proposed Uses (from M1 Zone) currently not permitted in the E1-1 Zone.</b>	<b>Is the proposed use compatible with the range of uses suitable for the Business Park land use designation?</b> (Section 3.7.4.1)
Commercial storage	✓
animal care establishment	
animal clinic	
automobile body shop	✓
automobile car wash	✓
automobile care	✓
building supply outlet	✓
contractor's or trade establishment	✓
custom workshop	✓
funeral establishment	
office	✓
place of assembly	
post office	✓
recreational and athletic facility	
recreational vehicle sales	✓
service and repair shop	✓
taxi station	✓
Bulk sales establishment	✓
Catering establishment	
Consumer outlet propane/ compressed natural gas transfer facility	
Crematorium	
Dry cleaning establishment	✓
Fairgrounds	
Gas cylinder handling facility	
Industrial Mall	
Printing establishment	✓
Technology Industry	✓
Automobile dealership	✓

The E1-1 Zone could be amended as follows:

- to keep the Residential Use as the only prohibited use;
- retain all uses permitted by the parent zone, as well as additional uses currently permitted by the exception; and
- add the following uses to the E1-1 Zone:

- Commercial storage
- automobile body shop
- automobile car wash
- automobile care
- building supply outlet
- contractor's or trade establishment
- custom workshop
- office
- post office
- recreational vehicle sales
- service and repair shop
- taxi station
- bulk sales establishment
- dry cleaning establishment
- printing establishment
- technology industry
- automobile dealership
- automobile rental establishment

### **What are the next steps?**

This report is being circulated to Lanark County, the Risk Management Official (RMO) at the Mississippi Valley Conservation Authority (MVCA), Tiffany Maclaren, Economic & Cultural Coordinator, and Ken Kelly, Chief Administrative Officer (CAO).

The following steps will need to be taken in order:

1. Staff receive Council direction and feedback on the proposed uses.
2. Consultation with the Risk Management Official at Mississippi-Rideau Source Water Protection, the Mississippi Valley Conservation Authority to confirm the suitability of the proposed uses in terms of whether there are any potential environmental impacts on wellhead protection areas. The proposed uses will need to be confirmed by the RMO at the MVCA prior to the preparation of any proposed Amendments that will ultimately require Council's approval.
3. Consultation with Lanark County and internal review of proposed uses at the Municipality of Mississippi Mills.
4. Confirmation of the required Amendments
5. A Zoning By-Law Amendment, which will be necessary, will require the following steps to be undertaken by the Municipality:
  - a Notice of Public Meeting
  - a Public Meeting;

- a Staff Report and Draft By-Law;
- a Council Reading(s) & Adoption of By-Law; and
- a Notice of Adoption with appeal period

Where any of the proposed uses are deemed incompatible with the Official Plan designation, or conflict with any other Official Plan policy, including those related to wellhead protection areas, an Official Plan Amendment to the Municipality's COP will be required. An Official Plan Amendment will require the approval of Lanark County.

**FINANCIAL IMPACTS:**

When an individual landowner wishes to change the zoning for a parcel of land or amend the zoning bylaw there is a process and an associated fee structure that applies. If the Municipality proceeds with this change it will mean that individual landowners will not need to initiate the process or pay fees. So, some loss of planning revenue will occur.

**SUMMARY:**

The Municipality of Mississippi Mills remains committed to assessing and planning for a diverse and adaptive array of employment and light industrial uses in the business park.

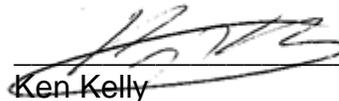
In coordination with the County of Lanark, the Risk Management Official, the MVCA, as well as our community partners, the Municipality evaluates and establishes policies to ensure that there are a variety of employment and light industrial opportunities made available to landowners, business owners and future employees of those businesses.

The role of the Municipality in the Business Park is that of part landowner and part strategic partner. Through the policy efforts outlined herein, Municipal staff believe there is an opportunity to provide a range of employment and industrial uses that will support the long-term economic vitality of the Municipality and the County more broadly speaking.

All of which is respectfully submitted,



Marc Rivet, MCIP, RPP  
Planning Consultant



Ken Kelly  
Chief Administrative Officer