

THE CORPORATION OF THE TOWN OF GEORGINA

REPORT NO. DS-2025-0028

**FOR THE CONSIDERATION OF
COUNCIL
May 7, 2025**

**SUBJECT: PROPOSED SITE ALTERATION AGREEMENT
BALDWIN AIRPORT
5714 SMITH BOULEVARD, BALDWIN**

1. RECOMMENDATIONS:

1. That Council receive Report No. DS-2025-0028 prepared by the Development Engineering Division, Development Services Department dated May 7, 2025, respecting the execution of a proposed Site Alteration Agreement for the Baldwin Airport;
2. That Council authorize the Director of Development Services to execute a proposed Site Alteration Agreement between 2686570 Ontario Inc. o/s IPCF Baldwin Airport, as Owner, and The Corporation of the Town of Georgina; and,
3. That Council authorize staff to make minor revisions to the proposed Site Alteration Agreement included as Attachment 2 to Report No. DS-2025-0028.

2. PURPOSE:

The purpose of this report is to seek Council's approval to finalize and enter into a proposed Site Alteration Agreement between 2686570 Ontario Inc. o/s IPCF Baldwin Airport (the "Owner"), and The Corporation of the Town of Georgina (the "Town"), related to the proposed importation of fill material and related site alteration of the Baldwin Airport. A general location map is included for reference as Attachment 1.

3. BACKGROUND:

The Baldwin Airport, municipally known as 5714 Smith Boulevard, Baldwin, Ontario (the "Site"), is located east of Highway 48 and is bounded by Old Homestead Road to the north and Smith Boulevard to the south (refer to Attachment 1). The Site encompasses approximately 36 hectares. Access to the Site is provided via a single driveway connection from Smith Boulevard.

The Owner operates a federally registered aerodrome on the Site, which is regulated under the provisions of the Aeronautics Act, R.S.C. 1985, c. A-2, as amended, and the Canadian Aviation Regulations SOR/96-433.

The Owner proposes to raise the elevation of the runway by up to 4.5 metres to improve drainage and obstacle clearance, making it a safer operation. In addition, the Owner intends to pave the runway and construct supporting infrastructure, including taxiways, aprons, hangars, and hangar pads (refer to drawings in Attachment 3). To facilitate these works, it is estimated that approximately 603,743 cubic metres of fill material will be imported to the Site.

A Stormwater Management Report (Attachment 4) was prepared and reviewed as part of this application. The report outlines the proposed stormwater management and drainage design, addressing both water quantity control and water quality treatment. The design is intended to manage runoff and reduce environmental impacts through several strategies, including native revegetation, collection of runoff in swales, detention in a stormwater basin, use of an underground storage tank, and installation of an oil-grit separator.

4. ANALYSIS:

4.1 Understanding the impact of the Site Alteration Bylaw on airport lands:

Airports in Canada fall under federal jurisdiction and are regulated by the Aeronautics Act, with Transport Canada overseeing aviation safety, airport operations, and related infrastructure. As a result, airports are generally exempt from local planning requirements such as zoning and site plan control, which would ordinarily fall within municipal authority. However, this exemption does not apply to all municipal bylaws.

In the Town of Georgina, Site Alteration Bylaw No. 2022-0038 (REG-1), as amended by Bylaw No. 2024-0036 (REG-1), applies to major site alterations on aerodrome lands. Site alterations are regulated by the Town's Site Alteration Bylaw, and most major site alterations within the Town are generally prohibited. However, since aerodromes are exempted from that prohibition, the Town may regulate grading, drainage modifications, and the placement or removal of fill on aerodrome sites, and may enforce these provisions as long as they do not conflict with the core operational requirements of the aerodrome, or unduly impinge upon the federal government's jurisdiction over matters relating to aeronautics. Accordingly, while the Town cannot impose planning approvals on federally regulated aerodromes, including determining where in the municipality they may be located, it retains authority to regulate site alteration activities to ensure sound environmental and stormwater management practices.

4.2 Soil quality and environmental protection requirements:

Prior to commencing any work at the Site, the Owner is required to adhere to a range of provincial and municipal regulatory obligations. Specifically, under Bylaw 2022-0038 (REG-1) and O. Reg. 406/19 (On-Site and Excess Soil Management), the Owner must retain a professional engineer in good standing with the Professional Engineers of Ontario and designate a Qualified Person (QP) under O. Reg. 153/04 to oversee soil quality compliance. All imported fill must meet applicable industrial standards set

by the Ontario Ministry of the Environment, Conservation and Parks and be free of prohibited materials such as cement fines, petroleum products, and organics. Monthly and final compliance reports must be submitted to the Town, and erosion and sediment control measures must be inspected and approved by the Town's Development Engineering Division before any excavation or material importation begins. These measures are intended to ensure environmental protection and regulatory accountability in the execution of airport improvements.

4.3 Associated Municipal Service and Application Fees:

The application will generate several fees. The main one is the Municipal Services Fee of \$0.75 per cubic metre of fill, which will, based on an estimated 603,743 m³, total \$452,807.25. This amount may change depending on the actual volume of fill placed. The Owner must also pay a non-refundable \$12,000 Application Fee and a \$6,150 fee for the preparation of the Site Alteration Agreement.

4.4 Securities are held to ensure environmental protection:

A refundable Security Deposit of \$477,807.25 [being \$25,000.00 + (\$0.75 x 603,743)] is also required to cover the Municipal Services Fee and any costs the Town incurs beyond day-to-day monitoring and administration of the site alteration. The Town can use this deposit to pay for audits (\$2,000 each), regular inspections (\$800 each), and spot-inspections (\$800 each if needed). If any of the deposit is used, the Owner must top it up to its original figure before the next season of fill placement.

4.5 Work is scheduled to take three years, with possible six-month extensions:

The proposed Site Alteration Agreement allows for work to be completed within three (3) years of issuance, with the Agreement terminating thereafter unless extended. If the Work remains unfinished by the deadline, the Director of Development Services and the Owner are authorized to conduct a full review and mutually agree to a six (6) month extension, with potential for additional six-month extensions.

Although the Owner intends to complete the Work within twenty-four (24) months, seasonal constraints, such as winter stoppages and spring half-load restrictions, could reduce productive working days, potentially necessitating more time, or possibly extensions, as mentioned above. Proactive planning and regular progress reviews are recommended to mitigate delays and align with the intended timeline.

4.6 Estimated annual working days are 224:

The work schedule faces some significant constraints when accounting for realistic working conditions. After excluding Sundays, 9 statutory holidays, and about 50 days affected by rainfall or snow melt events, there are approximately 254 working days per year.

Half-load restrictions are in place from March 1 to May 15 to protect road infrastructure. Approximately 60 working days are impacted. However, since some light work may still occur during this period, it is assumed that about half of these days,

or about 30 working days, will not be productive. As a result, the total number of full-capacity equivalent working days in a year is approximately 224.

4.7 Material volume requires an average of 90 truck loads per day:

To import 603,743 cubic metres of material over a three-year period, with each truck carrying 10 cubic metres per load, approximately 90 truck loads per day would be required. This is based on a schedule of 224 working days per year for a period of three years.

If the schedule is compressed to two years, the daily average increases to approximately 135 truckloads per day.

4.8 Early rehabilitation of Smith Boulevard infrastructure anticipated:

Access to the Site is via Highway 48 and a 408-metre stretch of Smith Boulevard, which includes three municipally owned culverts (diameters ranging from 400mm to 800mm).

The anticipated increase in truck traffic is expected to accelerate the deterioration of this road section and associated infrastructure. The Owner will be obliged under the proposed Site Alteration Agreement to restore the road to the condition existing at the commencement of the site alteration work.

5. RELATIONSHIP TO STRATEGIC PLAN:

Ensuring balanced growth - Execution of this proposed Site Alteration Agreement will promote and ensure responsible growth.

6. FINANCIAL AND BUDGETARY IMPACT:

There is no anticipated financial or budgetary impact, as the Municipal Services Fee and the Security Deposit should be sufficient to ensure that the Town's expenses relating to administering the Site Alteration Agreement are met. As well, the Owner will be obliged to restore Smith Boulevard to the condition existing before site alteration work is commenced.

7. PUBLIC CONSULTATION AND NOTICE REQUIREMENTS:

Public consultation is not required respecting the proposed Major Site Alteration Agreement.

8. CONCLUSION:

It is respectfully submitted that it is appropriate to approve the proposed Site Alteration Agreement, and that Council authorize the Director of Development Services to execute the proposed Agreement on behalf of the Town with 2686570 Ontario Inc. respecting the Baldwin Airport.

APPROVALS

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Reviewed By:	Ben Pressman, P.Eng. Supervisor of Development Engineering
Reviewed By:	Mike Iampietro, P.Eng. Manager of Development Engineering
Reviewed By:	Michael Bigioni Director of Legislative Services
Recommended By:	Denis Beaulieu, MCIP, RPP Director of Development Services
Approved By:	Ryan Cronsberry Chief Administrative Officer

Attachments:

Attachment 1 - General Location

Attachment 2 - DRAFT Site Alteration Permit and Agreement

Attachment 3 - Proposed Site Alteration Drawings

Attachment 4 – Preliminary Stormwater Management Brief