



Staff Report P2025-11

Committee 2025-04-28

Council 2025-05-12

Amendments ☐

Submitted To: Committee of the Whole | Council
Submitted By: Summer Valentine, Director, Growth and Development
Prepared By: Justin Teakle, Senior Planner
Subject: Proposed Zoning By-law Amendment – 180 Ontario Street
Town File Number PLZAMA2024125

Recommendation

THAT Report P2025-11, “Proposed Zoning By-law Amendment – 180 Ontario Street” dated April 28, 2025 be received;

AND THAT the amending Zoning By-law, attached as Appendix “A” to this Report be enacted and passed.

Amendments

None.

1. Executive Summary

The purpose of this Report is to provide Council with an analysis and recommendations regarding a proposed Zoning By-law Amendment for 180 Ontario Street to rezone the subject lands from Deferred Residential (DR) zone to a Holding Twenty-Three Residential Third Density Exception Seventy-Seven zone [(H23)R3-77] to permit an apartment building and to establish site-specific provisions for the apartment building use.

Due to the active appeals to the 2024 Official Plan, should Council pass the Zoning By-law Amendment, it would not come into full force and effect until such time as the Ontario Land Tribunal (OLT) approves the applicable appealed sections of the Town’s

2024 Official Plan. Per Section 24(2) of the *Planning Act*, Council may pass a by-law that does not conform with the Official Plan, but will conform when the amended Official Plan comes into effect.

There has been concurrent evaluation of the site plan, with details to be dealt with through a future Site Plan Control application.

Several changes have been made to the proposal since the public meeting to address technical and public comment as summarized below:

- Changing from a Residential Fourth Density Exception zone to a Residential Third Density Exception zone, resulting in maximum permitted height reduction from 18 metres to 15 metres;
- Enhanced Landscaped Open Space exception - 30% is proposed whereas 25% was originally requested;
- Requirement for a minimum parking space setback from the eastern interior lot line of 2.5 metres to allow for landscaping;
- Minimum and maximum front yard setbacks together with parking required to be located behind the front elevation of the main building to help ensure an attractive streetscape; and
- Parking space length that meets the minimum requirements.

Based on the land-use planning analysis and development review process, Planning Services confirms that the submitted proposal is in conformity to and consistent with the relevant land use planning instruments and has considered input from internal/external commenting agencies and that comments received from the public have been addressed. Therefore, it is recommended that the proposed Zoning By-law Amendment be enacted and passed.

2. Analysis

Background

The Owner, 2374515 Ontario Corporation, has made application to the Town for a Zoning By-law Amendment to permit a four-storey apartment building with 60 residential units together with site specific provisions related to:

- Minimum interior side yard (west);
- Minimum and maximum front yard;
- Minimum landscaped open space; and
- Parking setbacks relative to Ontario Street and the west lot line.

Property Description

Per Figure 1, the subject property is located on the south side of Ontario Street. The property is generally rectangular in shape and approximately 0.51 hectares (1.26 acres) in size with 43.29 metres of frontage along Ontario Street and currently contains a single storey building with a day care.

Surrounding land uses include:

- North: Community Service lands associated with the Ontario Provincial Police (OPP) Station and Residential Third Density associated with single-detached dwellings fronting Ontario Street and Callary Crescent;
- East: Residential Second Density lands associated with single detached dwellings fronting Minnesota Street;
- South: Residential Second Density lands associated with an EPCOR transformer and rear yards of single detached dwellings fronting Minnesota Street and Residential Third Density and Fourth Density lands comprised of two apartment buildings fronting St. Paul Street;
- West: The Train Trail immediately abuts the entire western lot line of the subject property. Additional lands owned by EPCOR are beyond along with a smaller parcel of land with a telecommunications tower. Further west fronting St. Paul Street are Community Service lands with the County Paramedic Station and Residential Second Density lands with a vacant warehouse building. Lands west

of St. Paul Street are generally designated and zoned Downtown Core Commercial.

The subject property is municipally addressed as 180 Ontario Street and legally described as Pt N1/2 Lt 43 Con 8 Nottawasaga Parts 1,2,3 And 4 51R26401; S/T RO1341473; Collingwood.



Figure 1: 2024 aerial image of the subject property. Source: Simcoe County GIS

Proposal

The proposed Zoning By-law Amendment (see Appendix “A”) would create a site-specific Holding Twenty-Three Residential Third Density Exception Seventy-Seven [(H23) R3-77] zone to permit a four-storey apartment building with surface parking (see Appendix ‘B’). The proposed site-specific requirements are related to the following:

Zoning Provision	Parent R3 Zone	Proposed R3-77 Zone	Rationale
Minimum Interior Side Yard (West)	7.5 metres	5.0 metres	A 5.0 metre setback allows the building to be built closer to the western lot line, which enables the building and parking to be as far from the eastern lot line shared with the existing low density dwellings as possible. 5.0 metres is also the minimum width required to facilitate a stormwater easement along the western property boundary. 7.5 metres would continue to apply to the eastern lot line.
Minimum Front Yard	7.5 metres	5.0 metres and Maximum Front Yard of 6.0 metres	A minimum 5.0 metres and maximum 6.0 metres setback allows the building to be built closer to the street to provide additional space for amenities and parking behind the building. 5.0 metres is also more consistent with the setback of existing buildings in this block of Ontario street.
Minimum Landscaped Open Space	40%	30%	30% Landscaped Open Space accommodates the proposed built form together with the required parking, while still providing sufficient landscaped open space for plantings and outdoor amenities. Staff consider the 10% reduction

			reasonable in the context of the infill site within walking distance to downtown and immediately abutting a major trail connecting to multiple public open spaces such as Friendship Gardens Park, the Museum, Central Park, and others.
Maximum Entrance (Driveway) Width	15.0 metres	8.0 metres	The maximum entrance (driveway) width of 8.0 metres which has been confirmed as technically sufficient for ingress and egress by Infrastructure Growth and Development staff and is more in keeping with the residential area and the adjacent sidewalk, bike lane, and multi-use trail.

Further to the above, the following two site-specific provisions are also proposed:

- 1) Parking shall be located no closer to the front lot line than the front elevation of the main building.
 - This provision ensures that all parking is setback from the street and that the building will address the street without interceding parking areas.
- 2) A parking space shall be setback a minimum of 2.5 metres from the east interior lot line.
 - This provision ensures that parking spaces are setback from the eastern lot line shared with the existing low density residential dwellings and allows for landscaping to be required through site plan control within the setback area.

The effect of the proposed Zoning By-law Amendment is to permit a four-storey apartment building with 60 residential units (See conceptual rendering in Figure 2 and conceptual Site Plan as Figure 3). The proposal would comply with all other provisions of the parent R3 zone. While not presently envisioned by the applicant as part of the redevelopment, the proposed zoning would permit an accessory day care centre on the first-storey of an apartment building to a maximum of 25% of the Gross Floor Area of the first-storey. The property is currently Zoned Deferred Residential (DR). Deferred zoning applies to lands where the final zone classification is pending the enactment of a Zoning By-law Amendment to the satisfaction of Council.



Figure 2: Conceptual rendering of proposed apartment building as seen from the northeastern corner of the site near Ontario Street. Source: Cusimano Architect

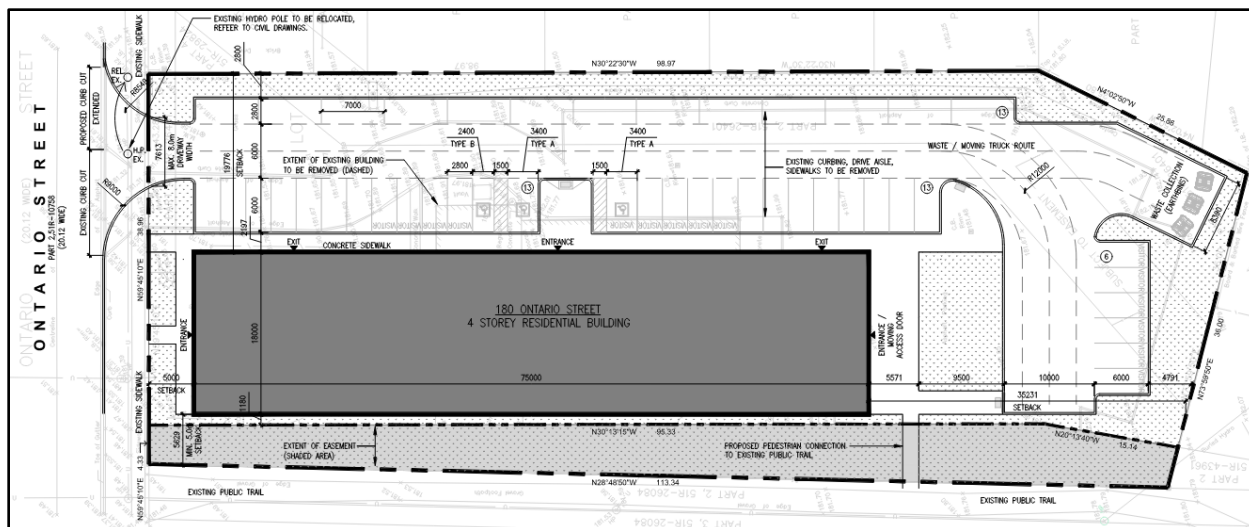


Figure 3: Conceptual Site Plan. Source: Cusimano Architect

At the time of the public meeting, the applicant's request was for a Residential Fourth Density Exception (R4-X) Zone with site-specific provisions for a reduced minimum interior side yard (west); minimum landscaped open space; maximum entrance (driveway) width; minimum number of resident and visitor parking spaces; and minimum parking space length.

Through technical review, it was determined that a Residential Third Density (R3-X) Exception Zone with site-specific provisions would be more appropriate for the subject property. Both zones have similar provisions for an apartment building use, however, the R4 zone permits a maximum height of 18.0 metres whereas the R3 zone permits a maximum height of 15.0 metres, which is in keeping with a four-storey building as proposed and addressing neighbourhood compatibility in part.

As noted by staff at the public meeting, between the application being submitted and the public meeting, Council enacted and passed an amendment to the Zoning By-law that, among other matters related to housing affordability, reduced the minimum required parking for apartment dwelling units anywhere in the Town. This amendment came into force and effect upon County Council approval of the Town's 2024 Official Plan shortly after the public meeting. As a result, no exception to the minimum number of parking spaces is required. The applicant has also amended the proposal to remove the request for a reduced minimum parking space length subsequent to the public meeting.

Further, the conceptual site plan was technically evaluated in parallel with the current Zoning By-law Amendment application, to ensure that matters required to be addressed through zoning to facilitate the future conditional approval of the site plan have been addressed. It should be noted that zoning is not a tool that can be used to control the details of site design, such as fencing, landscaping, waste bins, street furniture, etc. However, these matters will be dealt with through the future Site Plan Control application and should Council have any comments on these elements, staff would encourage their feedback.

Holding Twenty-Three (H23)

Holding Twenty-Three (H23) is an existing Holding Zone symbol in the Town's Zoning By-law that is proposed for the subject property to require the following to be satisfactorily addressed prior to being removed:

- 1) Confirmation and commitment of water and wastewater servicing capacity and allocation to the satisfaction of the Town, including the execution of any required agreement(s); and
- 2) The execution of a site plan agreement to address technical matters, to the satisfaction of the Town.

Delayed Force and Effect (2024 Official Plan Appeals)

Due to the active appeals to the 2024 Official Plan, should Council pass the Zoning By-law Amendment, it would not come into full force and effect until such time as the Ontario Land Tribunal (OLT) approves the applicable appealed sections of the Town's 2024 Official Plan. Further discussion is provided below.

Planning Analysis

The analysis section of this Report provides a review of the proposed Zoning By-law Amendment relative to the planning policy framework and regulatory instruments as follows.

Matters of Provincial Interest

The *Planning Act* provides that Council in carrying out their responsibilities under the *Act* shall have regard to matters of provincial interest.

Planning Services is satisfied that the proposed development has regard to the applicable matters of provincial interest and, more specifically, supports the following principles:

- (f) the adequate provision and efficient use of communication, transportation, sewage and water services and waste management systems;
- (h) the orderly development of safe and healthy communities;
- (j) the adequate provision of a full range of housing, including affordable housing;
- (o) the protection of public health and safety;
- (p) the appropriate location of growth and development;
- (q) the promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians; and
- (r) the promotion of built form that,
 - (i) is well-designed,
 - (ii) encourages a sense of place, and
 - (iii) provides for public spaces that are of high quality, safe, accessible, attractive and vibrant.

Staff would note that the proposed residential units are not necessarily intended to meet the Town or Province's definition of affordable housing, but would add to the overall market rental housing stock in the Town and include units that tend to be smaller in size and more attainable in price-point. The Town's Affordable Housing Master Plan lists market-rate rentals as the second prioritized housing type after affordable rentals.

Per Section 24(2) of the *Planning Act*, Council may pass a by-law that does not conform with the Official Plan, but will conform when the amended Official Plan comes into effect. As outlined in detail below, the proposal conforms with the 2024 Official Plan.

Provincial Planning Statement (2024)

The *Planning Act* provides that a decision of the Council of a municipality in respect of the exercise of any authority that affects a planning matter shall be consistent with the policy statements issued by the Province and shall conform with the provincial plans that are in effect or, at minimum, shall not conflict with them.

Section 3 of the *Planning Act* requires that decisions affecting planning matters shall be consistent with policy statements issued under the Act. The Provincial Planning Statement (PPS) was issued under Section 3 of the Act and came into effect on October 20, 2024. It replaces the Provincial Policy Statement (2020) and A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020). The intent of the PPS is to provide policy direction on matters of provincial interest related to land use planning and development. The 2024 PPS applies to any land use planning decision made after the effective date, regardless of when the application(s) was submitted.

The PPS states that Settlement Areas shall be the focus of growth and development. Development within Settlement Areas shall be based on densities and a mix of land uses which efficiently use land and resources, optimize existing and planned infrastructure, support active transportation, and are transit and freight supportive. The subject property is located in the Town of Collingwood which is a Settlement Area.

The PPS further notes that planning authorities shall support general intensification to promote the achievement of complete communities. Complete communities accommodate an appropriate range and mix of housing options including promoting densities that efficiently use land, infrastructure, public service facilities, support the use of active transportation. Requiring transit-supportive housing development and prioritizing intensification in proximity to transit is also addressed by the PPS.

The proposed development would contribute to the mix of housing options within the community. Most notably, market rental apartments are considered as the second most important development type to address housing affordability in accordance with the Affordable Housing Master Plan. The development would be located on three transit routes, there is a bike lane on Ontario Street in front of the subject property, and a multi-use trail (Train Trail) immediately abutting the subject property to the west. Further, the

subject lands are within easy walking distance of downtown businesses and services. The proposal represents transit and active transportation-supportive housing development.

Planning Services is satisfied that the proposed development is consistent with the **PPS. County of Simcoe Official Plan**

The subject property is designated ‘Settlement’ within the County of Simcoe Official Plan. The County of Simcoe Official Plan contains policies relating to the orderly development of those areas that are designated as Settlement, and particularly an emphasis on development directed to Primary Settlement Areas. The Town of Collingwood is identified as a Primary Settlement Area.

The County’s Official Plan growth management strategy is based on four themes:

- Direction of a significant portion of growth and development to settlements where it can be effectively serviced, with particular emphasis on primary settlement areas;
- Enabling and managing resource-based development including agriculture, forestry, aggregates, and tourism and recreation;
- Protection and enhancement of the County’s natural heritage system and cultural features and heritage resources, including water resources; and
- Development of communities with diversified economic functions and opportunities, and a diverse range of housing options.

The County’s Official Plan identifies the need for a wide range of land uses in Settlements to provide an opportunity for people to live, work, shop and find recreation in one compact community and for Primary Settlement Areas to develop as complete communities that are transit-supportive and accessible through active transportation networks.

Furthermore, the Plan states *‘Intensification, or directing of development to the built-up area and serviced areas within settlement areas, contributes to compact development form’, ‘...local municipalities shall promote and facilitate intensification and efficient use of land in built-up areas...’*

Settlements are to be the focus of population and employment growth with development in a compact urban form that promotes the efficient use of land and provision of water, sewer, transportation and other services. Settlement areas are encouraged to develop as complete communities with a diverse mix of land uses, a range of employment and housing types, high quality public open space and easy access to local stores and services.

The County of Simcoe Official Plan views intensification within settlements as a way to revitalize neighbourhoods, provide for efficient housing supply, promote a compact form, and contribute to environmental sustainability. Active transportation is to be supported to improve air quality, promote energy conservation, encourage healthy lifestyles, facilitate alternatives for the movement of goods and people, reduce vehicle trips and lengths, and improve connectivity.

Planning Services is satisfied that the proposed development would contribute towards the achievement of complete communities and compact urban form envisioned for Settlements. The proposal therefore conforms to the general intent and purpose of the County of Simcoe Official Plan. The County of Simcoe was circulated the proposed Zoning By-law Amendment and did not note any conformity concerns with the County Official Plan.

Town of Collingwood Official Plan (2024)

- Schedule '1' *Growth Management Plan* designates the subject lands as "Residential Community Areas"
- Schedule '2' *Existing Neighbourhood Plan* designates the subject lands as 'Existing Neighbourhood'
- Schedule '3.1' *Natural Hazards* identifies the subject lands as within the 'Floodplain Limits (NVCA Jurisdiction)' and 'Pretty River Flood Fringe – Two Zone Concept'

Existing Neighbourhoods Policies

The Existing Neighbourhoods designation is intended to accommodate attractive neighbourhoods with a variety of residential forms as well as neighbourhood facilities such as elementary schools, parks, places of worship and convenience commercial uses supportive of a residential environment. It is the intent of the Plan to protect and enhance the existing neighbourhoods within Collingwood, while managing their ongoing evolution, including opportunities for sensitive and compatible intensification. It is also the intent of the Town to recognize existing neighbourhoods as areas that consist of primarily low-rise residential house forms that have limited potential to accommodate significant levels of intensification, but that are prime candidates for the introduction of Additional Residential Units and home-based businesses, and intensification of an appropriate form and scale. Permitted uses include residential units in low-rise and mid-rise buildings.

The Existing Neighbourhoods designation also provides general development policies for intensification which are provided below along with staff's rationale as to how the proposed development satisfies these policies:

General Development Policies for Intensification	Proposed Development Conformity
Intensification initiatives will focus primarily on residential infill, small scale redevelopment, and additional/accessory residential units, in accordance with the policies of this Plan and consistent with the associated Urban Design Manual	While the proposal is not small-scale, it is infill that is appropriately scaled for the size of the subject property and its location on a collector road. There are two other apartment buildings (three and two storeys in height) in proximity fronting St. Paul Street.
Avoid parking, driveways and garages along street frontages, including designs that would lead to parking on the boulevard; shall be located away from	No parking is proposed along the street frontage any closer than the main building and the maximum width of the driveway will be restricted to 8.0 metres.

public view and preferably internal to the site, screened by buildings and active transportation infrastructure shall be provided where possible or justifiable by the use and scale of development	
Buildings shall be placed to create a continuous street wall; the setback distance shall be determined with reference to the setback distances of adjacent buildings and provide sufficient transition from private front yards to the public street	The proposed minimum 5.0 metres and maximum 6.0 metres front yard setback will ensure that the building is consistent with the streetscape of the block, while still providing a sufficient transition to the street.
The massing and scale of the development shall be compatible with the existing and planned context	The proposed four-storey building is compatible with the area context. The massing falls outside 45-degree angular planes from the centreline of Ontario Street and the eastern property line abutting existing residential dwellings.
Main entries shall be located on the front of the building/unit and shall be highlighted in the architectural design	A main building entrance facing Ontario Street is indicated on the conceptual site plan and will be required through a future Site Plan Control application.
Ensure that end/corner units display the same level of architectural detail and articulation as that of the main front elevation	The conceptual rendering indicates an intent to provide the same level of architectural treatment on all sides of the building. Planning staff will encourage architectural treatment that considers the existing character of the area in

	accordance with the Town's Urban Design Manual but note the <i>Planning Act</i> no longer permits municipalities to control exterior design through Site Plan Control.
<p>The interface between the front yard and the sidewalk shall be designed with a combination of low fencing, stone walls and/ or hedges and shrubs that enhance the character of the streetscape</p> <p>Detailed landscape treatments shall be coordinated with the main building materials and create a year-round visually appealing presence along the street.</p>	The conceptual site plan provides space for these features which will be required through Site Plan Control.

The Existing Neighbourhoods designation also has compatibility policies that encourage development which is consistent with the Urban Design Manual and that is regulated by suitable provisions in the Zoning By-law to ensure that it is compatible with existing development in the area. Where appropriate, this can include maintenance of existing building heights, setbacks, and separations. While the proposal represents a modest height increase compared to adjacent zones, as outlined above, Planning Services staff are of the opinion that, in accordance with the proposed site-specific provisions, the proposal represents compatible development.

Land Use/Built-Form Specific Policies

Mid-Rise Buildings shall be a minimum height of 3 storeys and a maximum height of 8 storeys, or 27 metres, whichever is less. Built forms that are Mid-Rise include apartment buildings. The proposed development is a 4-storey building approximately 12.6 metres in height (with the proposed R3 zoning permitting a maximum height of 15 metres). As such, the proposal is considered a Mid-Rise building.

When a site-specific Zoning By-law is under consideration to permit new Mid-Rise Buildings, the proposed development must meet the following criteria, to the satisfaction of the Town:

Mid-Rise Building Criteria	Proposed Development Conformity?
Compatible and sensitively integrated with surrounding land uses. Special measures, such as angular planes, increased building setbacks, or enhanced landscaped buffer strips may be required in order to ensure sensitive integration.	Yes – Angular planes have been provided and reviewed and a minimum parking setback is proposed to facilitate landscaping along the eastern lot line.
Site of suitable size for the proposed development, and provide adequate landscaping, amenity features, buffering, on-site parking and garbage pickup and recycling services;	Yes – Conceptual site plan demonstrates adequate landscaping, amenities, parking, and waste collection.
Be located in proximity to parks, open space and other community facilities, services and amenities;	Yes – The subject property is within walking distance of downtown businesses, services, and amenities. Friendship Gardens Park, the Museum open space, and Central Park are all

	in proximity and linked to the site by the Train Trail.
Have access to utilities and municipal service infrastructure adequate to serve the proposed development;	Yes – utilities and municipal services are available.
Have frontage on a collector or arterial road; and	Yes - Ontario Street is a collector road.
Have convenient access to an existing or planned public transit stop.	Yes –transit stop on the north side of Ontario Street near Minnesota Street which is serviced by the East route, Crosstown route, and the Simcoe County LINX route to Wasaga Beach.
Maximum Density of 3.5 Floor Space Index (FSI)*	Yes - FSI of 3.5 = Maximum Gross Floor Area of approximately 8,150 m ² . Approximately 5,400 m ² Gross Floor Area proposed.

*FSI means the Gross Floor Area of all buildings on a lot divided by the lot area as illustrated in Figure 4 and is a tool to regulate density.

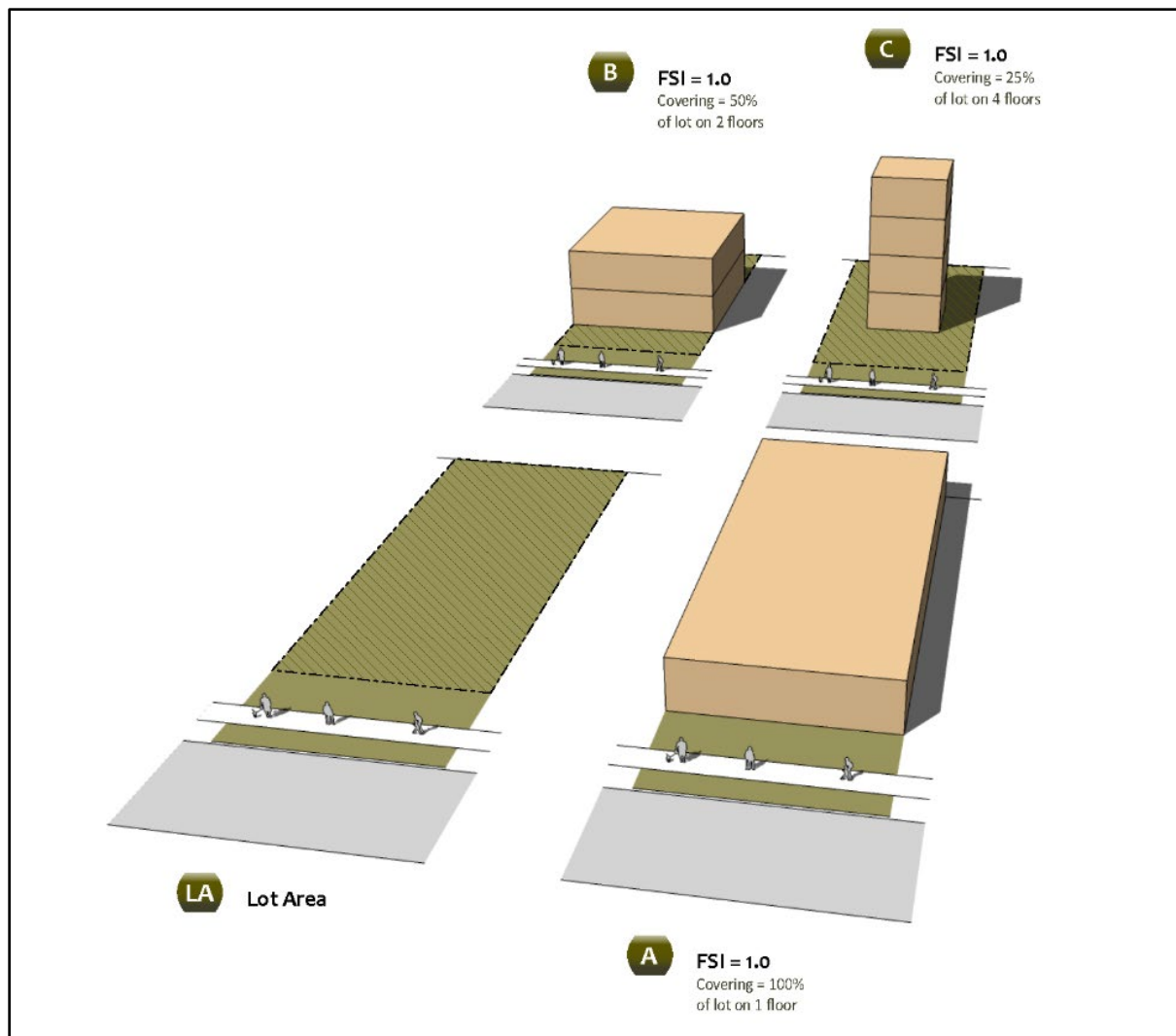


Figure 4: Illustration of what an FSI of 1.0 could look like in three different built forms on the same lot. Source: City of Toronto

Official Plan Appeals:

The proposed Zoning By-law Amendment requires the Mid-Rise and Existing Neighbourhoods policies of the 2024 Official Plan to be in force and effect in order to conform with the Town's Official Plan. All of those policies have been appealed to the Ontario Land Tribunal (OLT). As such, until appeals to those policies are resolved, the Zoning By-law Amendment would not come into force and effect.

The Pretty River Sub-Watershed - Two-Zone Concept Policies

Within the Pretty River sub-watershed, the Two-Zone Concept will be employed. As a result, the floodplain associated with the Pretty River shall consist of two zones: the floodway and the flood-fringe. The subject lands are within the flood-fringe. Permitted land uses in the flood-fringe are those identified in the underlying designation (Existing Neighbourhoods). Furthermore, all major development permitted in the flood-fringe shall be subject to Site Plan Control and all uses shall be flood-proofed to the regulatory flood standard.

The Nottawasaga Valley Conservation Authority (NVCA) has reviewed the proposal as the Town's Natural Hazards peer review expert and have no objection to the proposed Zoning By-law Amendment. Further technical details pertaining to natural hazards will be addressed through Site Plan Control and the NVCA's regulatory permitting process. The proposed zoning includes a Holding Symbol, requiring the execution of a Site Plan Agreement before the Symbol can be lifted and a building permit issued. This process provides the safeguard to ensure that flood hazard matters are addressed through detailed site design.

Based on the above, the proposal would conform with the general intent and purpose of the Town's 2024 Official Plan.

Town of Collingwood Zoning By-law

The Town of Collingwood Zoning By-law 2010-040, as amended, zones the subject property as Deferred Residential (DR). Deferred zoning applies to lands where the final zone classification is pending the enactment of a Zoning By-law Amendment to the satisfaction of Council.

The Zoning By-law Amendment proposes to establish a site-specific Residential Third Density Exception Seventy-Seven Zone together with a Holding Twenty-Three Zone [(H23) R3-77] to permit a four-storey apartment building with 60 residential dwelling units. Site specific exceptions and their rationale were previously outlined in the 'Proposal' section of this Report.

With regard to permitted height, the R3 zone permits a maximum height of 15.0 metres, whereas the R4 zone originally sought by the applicant permits a maximum height of 18.0 metres. Per Figure 5, the proposed concept has a height of approximately 12.6 metres. The 15.0 metres permitted in the parent R3 zoning provides some flexibility without encroaching into the 45-degree angular plane. A 45-degree angular plane is a tool used to manage height and building massing in relation to the public spaces and adjacent properties. Keeping building massing within a 45-degree angular plane ensures that taller buildings do not cast excessive shadows on lower buildings or public spaces and also helps to facilitate an appropriate transition between different built forms.



Figure 5: Conceptual building elevations and angular planes Source: Cusimano Architect

For context, the single detached dwellings fronting Minnesota Street and St. Paul Street are zoned Residential Second Density (R2) and single detached dwellings fronting Ontario Street in the same block as the subject property are zoned Residential Third Density (R3). In both the R2 and R3 zones, single and semi-detached dwellings have maximum permitted height of 12.0 metres. Therefore, the requested height for the subject property is 3.0 metres more than what is permitted as-of-right on adjacent

residential lots and the concept currently only proposes a height that is 0.6 metres more than what is permitted on adjacent residential lots.

As noted above, an apartment building use is permitted to have an accessory day care centre on the first-storey to a maximum of 25% of the Gross Floor Area of the first-storey. While a day care is not currently proposed as part of the redevelopment, should the concept change, an accessory day care would be permitted on-site.

Parking Provisions:

As outlined in the following table the proposal provides the minimum number of required parking spaces:

Required	Number of Parking Spaces Proposed
Minimum 0.5 spaces per unit plus an additional 0.25 spaces per unit for visitor parking: 0.5 x 60 units = 30 spaces 0.25 x 60 units = 15 spaces 45 spaces total	45 spaces

Financial Impacts

Maintaining an adequate, appropriate and orderly supply and mix of residential, commercial, and industrial units in anticipation of future development and servicing conditions provides a long-term foundation for stable community growth and results in the generation of growth-related revenue associated with building permit fees, development charges, taxes, and other related fees.

Conclusion

Due to the active appeals to the 2024 Official Plan, should Council pass the Zoning By-law Amendment, it would not come into full force and effect until such time as the Ontario Land Tribunal (OLT) approves the applicable appealed sections of the Town's 2024 Official Plan. Per Section 24(2) of the *Planning Act*, Council may pass a by-law that does not conform with the Official Plan, but will conform when the amended Official Plan comes into effect.

There has been concurrent evaluation of the site plan, with details to be dealt with through a future Site Plan Control application as outlined in this Report.

Several changes have been made to the proposal since the public meeting to address technical and public comment as summarized below:

- Changing from a Residential Fourth Density Exception zone to a Residential Third Density Exception zone, resulting in maximum permitted height reduction from 18 metres to 15 metres;
- Enhanced Landscaped Open Space exception - 30% is proposed whereas 25% was originally requested;
- Requirement for a minimum parking space setback from the eastern interior lot line of 2.5 metres to allow for landscaping;
- Minimum and maximum front yard setbacks together with parking required to be located behind the front elevation of the main building to help ensure an attractive streetscape; and
- Parking space length that meets the minimum requirements.

Based on the land-use planning analysis and development review process, Planning Services confirms that the submitted proposal is in conformity to and consistent with the relevant land use planning instruments and has considered input from internal/external commenting agencies and that comments received from the public have been addressed. Therefore, it is recommended that the proposed Zoning By-law Amendment be enacted and passed.

3. Input from Other Sources

The subject application was circulated to Town Departments, third-party peer reviewers, and external agencies for review and comment. All concerns related to the proposed Zoning By-law Amendment have been satisfactorily addressed.

The following supporting documents were provided in support of the application and confirmed and/or reviewed by the applicable experts:

- Planning Justification Report [April 2024], [KLM Planning];
- Draft Zoning By-law Amendment [April 2024, last March 2025], [KLM Planning];
- Conceptual Site Plan [April 4, 2024, last revised November 6, 2024], [Cusimano Architect];
- Flood Hazard Study [April 10, 2024], [Crozier & Associates Inc.];
- Functional Servicing and Preliminary Stormwater Management Report [March 2024], [Crozier & Associates Inc.];
- Parking Justification Study [April 2024], [Crozier & Associates Inc.];
- Phase I Environmental Site Assessment [April 9, 2024], [Crozier & Associates Inc.];
- Transportation Impact Study, [April 2024], [Crozier & Associates Inc.];
- Conceptual 3D Rendering, [August 19, 2024]; [Cusimano Architect];
- Angular Plane Diagrams, [March 7, 2025]; [Cusimano Architect]; and
- Property Survey, [Patten & Thomsen Limited].

Third-party peer review was undertaken for traffic, landscape architecture, and natural hazards. The following peer review reports were provided:

- Traffic [June 12, 2024], [R.J. Burnside & Associates Limited];
- Landscape Architecture [June 21, 2024, last revised December 6, 2024], [SGL Planning & Design Inc.]; and
- Natural Hazards [September 24, 2024], [NVCA].

The Town held a Statutory Public Meeting regarding the proposed Zoning By-law Amendment on September 23, 2024. Fourteen people provided oral submissions at the

public meeting. The Public Meeting minutes are attached to this Report as Resource '1'. Furthermore, ten people submitted written comments (see Appendix 'C'), including two comments in support of the proposal noting the proposal would be a good use of the lands and that there is a high demand for additional housing, specifically apartments in the community. The oral and written comments raised by the public cited concerns generally related to height, parking/traffic, noise, community character/architecture, soil contamination, flooding, drainage, loss of the existing day care, environmental impacts, impacts to light/views, and radiation levels from the existing telecommunications tower. In response to the concerns raised, staff offer the following:

Height: The proposal meets the requirements of the 2024 Official Plan for compatibility of a mid-rise building. The proposal has also been changed from a R4 exception zone (permitting a maximum height of 18.0 metres) to a R3 exception zone (permitting a maximum height of 15.0 metres). Angular plane diagrams submitted in support of the proposed development demonstrate the proposal does not impact the 45-degree angular planes from the eastern lot line or the centreline of Ontario Street. The proposed zoning would permit a maximum height that is 3.0 metres more than the permitted as-of-right height on adjacent properties, with the current concept being only 0.6 meters greater.

Parking/Traffic: The proposal demonstrates that the minimum required parking can be provided on-site. The original application required site-specific parking exceptions, however Council subsequently reduced the minimum required parking for apartment dwellings Town-wide since that time and the proposal now complies with the Zoning By-law, as amended. The original proposal also included shorter parking spaces, which is no longer being requested. The proposed parking spaces satisfy the minimum 6.0 metres in length. A Traffic Impact Study was submitted and peer reviewed by R.J. Burnside and Associates Limited, and no concerns were identified. The location also provides ample opportunity for the use of public transit and active transportation to reach community amenities and services.

Noise: The proposal is fully residential and currently there is no accessory commercial or other non-residential uses proposed. There is no reason to suspect that the use would cause incompatible noise levels for existing residents in the area. Waste collection would likely occur once per week which is consistent with the County of Simcoe weekly curbside collection services. The property (like all others) would be subject to compliance with the Town's Noise By-law. A Noise Impact Study will be required in support of the future Site Plan Control application, which will be peer reviewed by the Town's third-party noise consultant to confirm acceptable noise levels associated with HVAC equipment. Any pertinent noise abatement requirements would be incorporated into the Site Plan Agreement.

Community Character/Architecture: A number of site-specific provisions outlined above are intended to ensure that the proposal is appropriate to the existing neighbourhood context. The proposal complies with the compatibility criteria in the Town's 2024 Official Plan for Mid-Rise Buildings and intensification within the Existing Neighbourhoods designation and will be subject to further review against the Town's Urban Design Manual as part of a future Site Plan Control application process. While architectural style can no longer be controlled for development on properties that are not subject to a heritage designation, staff will continue to encourage an architectural style that aligns with the Urban Design Manual through Site Plan Control. It should also be noted that there are two existing apartment buildings on St. Paul Street in close proximity to the subject property.

Soil Contamination: A Phase I Environmental Site Assessment (ESA) was submitted in support of the application and reviewed by Infrastructure Growth and Development staff to the satisfaction of the Town. While no evidence of actual environmental contamination was found, a Phase II ESA will be required in support of the future Site Plan Control application, in accordance with the Phase I recommendations, to confirm the site is clear of any potential sources of contamination. As previously noted, development cannot proceed before a Site Plan Agreement is executed and the Holding Symbol lifted, ensuring that site contamination will be examined and if necessary, addressed.

Flooding: As noted above, the site is located within the Pretty River Flood Fringe. A Flood Hazard Study was submitted in support of the application. The NVCA has reviewed the proposed Zoning By-law Amendment as the Town's Natural Hazards peer review expert and they have no concerns with the proposal. Similarly, Site Plan Control and Conservation Authority permits are requirements for this proposal and will ensure that flood hazard matters are addressed.

Drainage: A preliminary stormwater management report was submitted in support of the application and reviewed by Infrastructure Growth and Development staff to the satisfaction of the Town. A final stormwater management report will be required in support of the future Site Plan Control application to ensure that appropriate drainage will be provided for the proposed development and that any existing conditions, such as drainage onto the property from adjacent properties is addressed without negative impacts. The Town will also be relocating the existing Minnesota Drain storm sewer, which currently crosses the eastern side of the property into a proposed easement on the western side of the property, adjacent to the Train Trail. This work is anticipated to be completed this year and as noted in other sections, will be required to be addressed in the Site Plan Control agreement in advance of any redevelopment.

Loss of the Existing Day Care: It is recognized that the existing day care is an important community asset. While the Town can permit the use of a day care through the proposed zoning on the subject property (an accessory day care would continue to be permitted under the proposed zoning), the Town can't require a day care to continue to operate on-site. The Town's Economic Development staff have been connected with the existing day care operators, should they require assistance in seeking another suitable location. The developer does not have a specific timeline for the continued operation of the existing day care on site. Staff understand that the applicant considered incorporation of the day care into the redevelopment, but were challenged to accommodate the use in accordance with Ministry requirements such as appropriate outdoor space.

Trees and Environmental Impacts: There are no identified natural heritage features on the subject property. Landscaping with native species will be required and a 30% tree canopy coverage at maturity will be sought through the future Site Plan Control application, supported by an arborist report and landscape plan to evaluate the health of existing trees for preservation and new plantings. A minimum 2.5 metre setback from the eastern lot line to the proposed parking area will ensure there is suitable space for landscaping along the eastern lot line. The proposal has macro environmental benefits, representing intensification in an existing built-up area and would provide additional dwellings in close proximity to transit, active transportation routes, and community services and amenities, reducing vehicle reliance and urban sprawl.

Impacts to Light/Views: Further to the height commentary above, the proposal would permit a height that is 3.0 metres more than adjacent properties. Additionally, the submitted angular plane diagrams demonstrate the building massing is appropriate and outside the 45-degree angular plane from the eastern lot line, which would minimize shadows on the existing, adjacent residential properties. Planning staff are of the opinion that the proposal represents compatible development and will not adversely impact neighbouring residential properties. There are no policies or planning tools to protect views from one private property to another.

Telecommunication Radiation Levels: There is an existing telecommunications tower on Ontario Street near the subject lands and west of the Train Trail. Telecommunication towers and radiation levels are regulated by the Federal Government, specifically Innovation, Science and Economic Development Canada (ISED). There are no changes proposed to the existing telecommunications tower as a result of the proposed development.

In addition to the above public comments, at the Public Meeting members of Council inquired about the proposed location of the waste bins and whether they could be relocated closer to the Train Trail, the size and type of dwelling units, and whether electric vehicle charging stations are proposed. These specific matters of site layout and design would be confirmed and addressed through the future Site Plan Control

application. Staff have heard Council's concerns and will take them into account when reviewing the Site Plan Control application.

Report P2025-11 was forwarded to Department Heads on April 22, 2025, and the content of this Report responds to the feedback received.

4. Applicable Policy or Legislation

- *Planning Act* (1990, as amended)
- Provincial Planning Statement (2024)
- Simcoe County Official Plan (2016)
- Town of Collingwood Official Plan (2024)
- Town of Collingwood Zoning By-law 2010-040

5. Considerations

2024-2028 Community Based Strategic Plan: Advances pillar(s) below:

- | | | | |
|--|--|---|--------------------------------------|
| <input checked="" type="checkbox"/> Sustainable | <input checked="" type="checkbox"/> Connected | <input checked="" type="checkbox"/> Vibrant | <input type="checkbox"/> Responsible |
| <input type="checkbox"/> Services adjusted if any | Not applicable | | |
| <input checked="" type="checkbox"/> Climate Change / Sustainability: | The proposed development represents intensification within an existing built-up area near active transportation routes, transit, and community services and would contribute toward a compact and complete community and reducing vehicle reliance and urban sprawl. | | |
| <input checked="" type="checkbox"/> Communication / Engagement: | Public Engagement has occurred

The proposed development has been posted on the Town's website and the Notice of Complete Application and Public Meeting for the Zoning By-law Amendment was published in the Collingwood Today online newspaper and circulated to property owners within 120 metres of the subject property. A Public Meeting was held on September 23, 2024. | | |
| <input type="checkbox"/> Accessibility / Equity, Diversity, Inclusion: | Not Applicable | | |

☐ Registered Lobbyist(s) relating to content: Not Applicable

Next steps and future action required following endorsement:

- Notice of Passing By-law prepared and circulated/published
- 20-day appeal period
- Will not come into force or effect until the appeals to the 2024 Official Plan are resolved
- Future Site Plan Control application
- Future Removal of Holding Zone application

6. Appendices and Other Resources

Appendix A: Zoning By-law Amendment

Appendix B: Preliminary/Conceptual Site Plan

Appendix C: Written Public Comments

Resource 1: [Public Meeting Minutes](#)

7. Approval

Prepared By:

Justin Teakle, MICP, RPP
Senior Planner

Reviewed By:

Lindsay Ayers, MCIP, RPP
Manager, Planning

Submitted By:

Summer Valentine, MCIP, RPP
Director, Growth and Development

CAO Comments:

☒ Endorsed by CAO Skinner on April 23, 2025 to proceed to COW.