



Staff Report P2026-11

Committee 2026-04-08

Council 2026-04-20

Amendments

Submitted To: Committee of the Whole | Council
Submitted By: Summer Valentine, Director, Growth and Development
Prepared By: Justin Teakle, Senior Planner
Subject: Proposed Concurrent Official Plan and Zoning By-law
Amendments – Gateway Centre (853 and 869 Hurontario Street;
7564 Poplar Sideroad)
Town File PLOPN22024374

Recommendation

THAT Staff Report P2026-11, “Proposed Concurrent Official Plan and Zoning By-law Amendments – Gateway Centre (853 and 869 Hurontario Street; 7564 Poplar Sideroad)”, dated April 8, 2026 be received;

AND THAT Official Plan Amendment 2 attached as Appendix “A” to this Report, be adopted and submitted to the County of Simcoe for approval;

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

Tree By-law Option:

AND THAT Council provide relief to certain provisions of the Tree Permit under By-law 2012-084 that would allow for permit issuance prior to the County of Simcoe rendering a decision on the Official Plan Amendment, with appropriate conditions as outlined in Report P2026-11.

Amendments

At the Committee of the Whole meeting, Committee members requested additional information regarding how compensation securities for trees proposed to be removed would be calculated. In accordance with best-practice advice from the Town’s Forestry Coordinator, securities are to be calculated based on tree size and ecological service or value informed by the size of the tree. The table below outlines the compensation ratio:

Diameter at Breast Height (1.4 metres)	Tree Compensation Ratio
15-29	1:1
30-49	2:1
50-74	3:1
75 or greater	4:1

Dead or extremely high-risk trees, invasive species, and untreated Ash trees would be exempt from compensation calculations. The compensation dollar value for security purposes would include the costs to purchase, plant, and maintain the trees for 3 years. It should be noted that securities to cover compensation collected at the time of permit issuance would only be drawn upon for planting on-site or elsewhere in Town in the event the development does not proceed in a timely manner (i.e. Conditional Site Plan Control Approval within one year of permit expiration). Separate securities would also be obtained through a future Site Plan Control Agreement to ensure planting and maintenance of approved landscaping works including tree plantings.

In addition to the collection of securities for compensation, staff also anticipate applying conditions to the Tree Permit for the following matters:

- Based on guidance from the NVCA:
 - No tree removals from the swamp portion of the wetland;
 - Tree removals by hand only (no heavy equipment) from the marsh portion; of the wetland; and

- Siltation fence protection of the entire regulated wetland feature onsite be installed prior to any tree removal and maintained until the NVCA or any successor thereto issues a Permit for approval/site alteration;
- Compliance with the *Migratory Birds Convention Act*, including undertaking of nest surveys prior to any tree removals and any other required activities to be undertaken by a qualified ecologist, with a copy of the documentation provided to the Town;
- Compliance with applicable species at risk legislation, including undertaking bat surveys prior to any tree removal and any other required activities to be undertaken by a qualified ecologist, with a copy of the documentation provided by the Town;
- Prior to any tree removals, installation of tree protection hoarding and signage in accordance with the Town's Development Standards for all trees to be protected;
- Posting of the permit in clearly visible locations on the subject property adjacent to Hurontario Street and Poplar Sideroad;
- Permit expiration within 12 months of issuance;
- Should conditional Site Plan Control approval not be granted within one year of permit expiration, securities will be drawn upon by the Town to undertake new plantings; and
- It is the responsibility of the applicant to ensure compliance with all other applicable legislation including, but not limited to, the *Migratory Birds Convention Act*, *Species at Risk*, and the *Forestry Act* (boundary trees).

In addition to the above, Appendix 'D' has been amended to correct a formatting error that excluded pictures and added blank bullet points to one comment and to include written public comments received since this Report was presented at Committee of the Whole on April 8, 2026 and prior to posting of the amended Report for Council's consideration.

1. Executive Summary

The purpose of this Report is to provide Council with an analysis and recommendations regarding proposed concurrent Official Plan Amendment (OPA) and Zoning By-law Amendment (ZBA) to permit a mixed-use commercial and residential development known as the Gateway Centre comprised of six, single-storey commercial buildings; one, three-storey commercial building; one, 12-storey mixed-use building; and surface and underground parking.

The Gateway Centre development applications have proceeded in accordance with applicable policy, technical, peer and stakeholder review requirements and the proposed OPA and implementing ZBA are viewed as constituting good planning and being consistent with or conforming to all relevant Provincial and Municipal planning instruments:

- the lands are appropriately located and designated for mixed-use growth;
- the south-end of town is underserved by commercial uses and the development would bring daily needs within easier walking and biking distance of more residents contributing toward the achievement of a complete community;
- the proposed location of the 12-storey maximum height mixed-use building together with zoning provisions regulating height and massing represent compatible development;
- the development would provide additional housing supply;
- zoning provisions are proposed to support appropriate build-out of the development proposal and the achievement of a high quality of urban design for a prominent gateway site; and
- Holding provisions are proposed to address Town servicing constraints, water balance of the off-site wetland, merging of the lots, and future Site Plan Control.

Based on the land-use planning analysis and development review process, Planning Services confirms that the submitted proposal is in conformity to or consistent with the

relevant land use planning instruments and recommends that OPA 2 be adopted and the ZBA be enacted and passed. 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 an official plan amendment comes into effect.

Staff are also seeking Council direction in relation to relief from certain provisions of the Town's Tree By-law 2012-084 in response to the applicant's request for issuance of a permit to remove trees from the subject lands prior to final approval of the OPA by the County of Simcoe, whereas By-law 2012-084 would otherwise restrict permit issuance until the subject applications have received final approval.

2. Analysis

Background

The Owner, Charis Developments Ltd., has made application to the Town for concurrent OPA and ZBA to redesignate and rezone the subject properties to permit a mixed-use commercial and residential development known as the Gateway Centre on lands at the northeast corner of Hurontario Street and Poplar Sideroad.



Figure 1: 2025 Aerial Image of the subject lands outlined in red. Source: Simcoe County GIS

Property Description:

Per Figure 1, the subject lands are comprised of four properties with a total area of 3.76 hectares. The lands are generally vacant with the exception of a single detached dwelling on the northwest property addressed as 853 Hurontario Street. Surrounding land uses include:

- North: Environmental protection (Hamilton Drain watercourse and trail), highway commercial (vacant lands and a non-conforming single detached dwelling at 839 Hurontario Street), and community services (New Life Church);
- West: Highway commercial (Walker’s Engine Repair, multi-unit commercial building with various tenants, MacEwen gas station, and Tim Hortons);
- East: Residential lands associated with the Pretty River Estates subdivision (single, semi-detached, and townhouse dwellings); and
- South: Agricultural and rural lands within the Township of Clearview.

The lands are municipally addressed and legally described as follows:

- 853 Hurontario Street: PT S1/2 LT 40 CON 8 NOTTAWASAGA AS IN RO706547; COLLINGWOOD;
- 869 Hurontario Street: PT S1/2 LT 40 CON 8 NOTTAWASAGA BEING PTS 1 & 2 51R32487 EXCEPT PTS 1 & 2 51R37017 TOWN OF COLLINGWOOD;
- 7564 Poplar Sideroad: PT S1/2 LT 40 CON 8 NOTTAWASAGA PT 1 51R3533 EXCEPT PT 1 51R4531 & EXCEPT PT 4 51R37017; COLLINGWOOD; and
- Unaddressed parcel: PT S1/2 LT 40 CON 8 NOTTAWASAGA AS IN RO515907 (SECONDLY); COLLINGWOOD (Unaddressed parcel).

Proposal

Per Figure 2, the concurrent OPA and ZBA would establish the principle of development for a mixed-use commercial and residential development known as the Gateway Centre. The Official Plan Amendment (See Appendix “A”) proposes to redesignate the subject lands from Mixed-Use Corridor I and Mixed-Use Corridor II to Mixed-Use Corridor I - Area Specific Policy (Area 13A) and Mixed-Use Corridor II - Area Specific Policy (Area 17A). The proposal would also slightly increase the area of the Mixed-Use Corridor II designation toward the west to avoid the boundary between the two designations cutting through proposed buildings.



Figure 2: Conceptual Site Plan and proposed building numbers. Source: Richard Ziegler Architect Inc.

Policies proposed specific to the Mixed-Use Corridor I – Area 13A, include:

- Permitting low-rise buildings;
- Permitting a senior’s residence, retirement home, and/or nursing home;

- Prohibiting various auto-oriented uses such as motor vehicle gas stations and/or washes, service centres, repair shops, automotive dealerships, and recreation vehicle sales and services;
- Establishing a minimum building height of 7.0 metres; and
- Permitting a mixed-use building containing a minimum of 45% at-grade non-residential (commercial) Gross Floor Area.

Policies proposed specific to the Mixed-Use Corridor II - Area 17A, include:

- Permitting one supermarket having a Gross Floor Area of up to 2,880 square metres; and
- Prohibiting various auto-oriented uses such as motor vehicle gas stations and/or washes, service centres, repair shops, automotive dealerships, and recreation vehicle sales and services.

The Zoning By-law Amendment (See Appendix “B”) proposes to rezone the subject lands from Highway Commercial (C5) and Deferred Residential (DR) to Holding Twenty-Nine Mixed-Use Commercial Exception Seven [(H29)C4-7] zone.

Proposed site-specific provisions include:

- Permitting additional uses including a Food Supermarket, Pharmacy, and Retail Commercial Establishments;
- Prohibiting auto-oriented uses including Motor Vehicle Repair Garage, Motor Vehicle Wash, Motor Vehicle Gasoline Station, and Motor Vehicle Supply Outlet;
- Establishing a minimum building height requirement of 7.0 metres for all buildings;
- Establishing a minimum ground floor height requirement of 4.25 metres for all buildings;
- Permitting a mixed-use building in the northwest corner of subject lands in accordance with the following:
 - Maximum building height of 39.0 metres or 12 storeys (whichever is the lesser);

- Maximum of 165 dwelling units or suites or beds (in the case of a retirement home);
- Requirement that the building shall not project into a 45 degree angular plane measured from the centreline of a public street (e.g. Hurontario St.);
- Requirement that the building shall not project into a 45 degree angular plane measured from any lot line that abuts a Residential Zone;
- Requirement that the building façade at/or along the north interior lot line and the front lot line shall step back at the 5th storey and above a minimum of 3.0 metres from the 4th storey façade below;
- Requirement that a minimum of 45% of the Gross Floor Area at-grade shall be commercial and address Hurontario Street;
- A minimum 0.0 metre setback for an underground parking garage from the front lot line; and
- Required parking for residential uses within a mixed-use building in accordance with the following, which is the existing standard for apartment residential units:
 - 0.5 spaces per dwelling unit, plus 0.25 spaces for visitor parking.
- The following clarifications for interpretation purposes:
 - Hurontario Street is deemed to be the front lot line; and
 - For the purposes of determining zoning conformity, the lands within the proposed exception zone shall be considered one contiguous lot.

Planning Services notes that the OPA and ZBA establish the principle of development. The most recent conceptual site plan drawing for the proposed development is attached for information purposes only as Appendix “C”. Technical details regarding the proposed development would be further reviewed through a future Site Plan Control application(s), pending Council’s decision on the OPA and ZBA and the County of Simcoe’s approval of the OPA. However, the conceptual site plan was used in the technical review of the proposal to ensure that matters required to be dealt with through

policy or regulation were captured in the proposed OPA and ZBA to ensure the future Site Plan Control application results in the intended outcome.

Planning Analysis

The analysis section of this report provides a review of the proposed OPA and ZBA 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 proposal has regard to the applicable matters of provincial interest and, more specifically, supports the following principles:

- (a) the protection of ecological systems, including natural areas, features and functions;
- (d) the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest;
- (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;
- (k) the adequate provision of employment opportunities;
- (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;
- (r) the promotion of built form that, is
 - (i) 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 housing stock in the Town.

The provisions of Sections 22 and 34 of the *Planning Act* were applied to the proposal and satisfied, as applicable.

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 of 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. 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 and within Settlement Areas, growth should be directed, where applicable, to Strategic Growth Areas. 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 lands are located in the Town of Collingwood, which is a Settlement Area and

further, the Town's 2024 Official Plan also identifies the lands as a Strategic Growth 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, and support the use of active transportation. Requiring transit-supportive housing development and prioritizing intensification in proximity to transit is also addressed by the PPS. Planning authorities are encouraged to identify and focus growth and development in Strategic Growth Areas.

Planning authorities shall support economic development and competitiveness by providing an appropriate mix and range of employment, institutional, and broader mixed uses to meet long-term needs.

The PPS also states that natural heritage features and areas shall be protected for the long term. The PPS defines "Natural heritage features and areas" to include significant wetlands and further defines "significant wetlands" as those identified as provincially significant. There is a wetland feature in the northeast corner of the subject property and extending onto adjacent residential properties. This feature has not been identified as provincially significant.

The proposed OPA and ZBA would facilitate a mixed-use, residential and commercial development that would contribute toward the achievement of a complete community by providing additional housing options and adding important commercial services including a supermarket and pharmacy to the south end of town where nearby options are currently limited. While not presently located directly on a transit route, the subject lands are adjacent to two arterial roads (Hurontario Street and Poplar Sideroad) which are likely to have transit service in the future. The development would also extend the

public sidewalk network on adjacent streets and connect to the Hamilton Drain Trail to the north of the properties. The proposal represents a transit and active-transportation supportive development appropriately located in a Strategic Growth Area and would contribute toward achieving a complete community in the south end of town.

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 (County OP). The County OP contains policies relating to the orderly development of those areas that are designated as Settlement, and particularly an emphasis on development being directed to Primary Settlement Areas. The Town of Collingwood is identified as a Primary Settlement Area.

The County OP 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 OP 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 OP also identifies the need to enable and encourage the development of a wide range of business and employment opportunities to meet the needs of a growing population and changing global economics. The County OP identifies that a wide range of employment enables settlements to better withstand economic challenges and that such employment opportunities arise from, among others, a service sector that provides a wide range of services to County residents and tourists. The County OP policies provide for and encourage multi-use development and expansion of employment opportunities to help achieve complete communities.

The County OP designates Poplar Sideroad/County Road 32 as a Primary Arterial road with a required basic right-of-way width of 36.0 metres in the County Transportation System. The policies plan for through-traffic vehicle movements, support multimodal use where feasible by prioritizing walking/cycling, and require dedication of road widenings to achieve the ultimate desired right-of-way width.

The County of Simcoe Planning and Transportation divisions did not have any significant concerns with the development proposal and will be involved in the technical review of a future Site Plan Control application(s).

The County OP also states that water resource systems including natural heritage features and areas shall be identified in local official plans and included in their policies for protection, improvement or restoration including maintaining linkages and related functions. The County OP further defines natural heritage features and areas as including significant wetlands. Significant wetlands are those identified as such by the Ministry of Natural Resources or through a site-specific evaluation. As noted above, the wetland feature in the northeast of the subject lands is not a significant wetland.

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 OP. The County of Simcoe was circulated the proposed OPA and ZBA and did not note any conformity concerns with the County Official Plan.

Town of Collingwood Official Plan (2004)

The subject applications were received shortly before the County of Simcoe approved the Town's 2024 Official Plan (2024 OP). As such, the subject applications are technically subject to review against the policies of the 2004 Official Plan (2004 OP), which was in force at the time of the applications being made. However, the OPA relies on and proposes site-specific amendment to the 2024 OP. Therefore, the application has been reviewed primarily against the content of the 2024 OP as the current land use planning vision for the community. The one exception is the Natural Heritage Policies as the 2024 policies remain under appeal. The 2004 OP policies are also helpful in providing context for the current proposal and resulted in some areas of compromise based on existing development rights for the property under the 2004 Official Plan and 2010 Zoning By-law. While the applicant was not required to conform to the 2024 OP, there was a strong willingness to achieve the desired objectives from that document instead of relying stringently on the 2004 OP.

Schedule “A” of the 2004 OP designates the western portion of the subject lands (853 and 869 Hurontario Street) as Highway Commercial and the eastern portion of the subject lands (7564 Poplar Sideroad) as Residential. The Residential lands were previously contemplated as an extension of the Pretty River Estates subdivision to the east while the Highway Commercial lands were planned to accommodate some commercial uses with large footprints and uses oriented to automobile traffic such as automotive dealerships, gas stations, and restaurants. Dwelling units and a supermarket are not permitted uses in the Highway Commercial designation.

Schedule ‘B’ *Environmental Protection Map* does not identify any natural heritage features on the subject lands. The 2024 OP does identify the subject property as adjacent to the Hamilton Drain watercourse. An Environmental Impact Study (EIS) prepared by Azimuth Environmental was submitted in support of the application. The EIS was peer reviewed on behalf of the Town by Natural Resource Solutions Inc. (NRSI) and the Nottawasaga Valley Conservation Authority (NVCA) with specific focus on their area of jurisdiction related to regulated wetlands. A wetland within the northeastern portion of the property and extending onto adjacent lands is the only natural heritage feature identified in the EIS. This feature is not a provincially significant wetland in accordance with the PPS. The EIS recommended monitoring to understand how water interacts with the wetland. The NVCA also requested additional monitoring work. The monitoring work has been completed and reviewed by the NVCA. Additional design work is required to ensure that the proposal does not impact the water balance of the portions of the wetland feature on the neighbouring properties, which will be addressed through the proposed Holding Provision in the ZBA to ensure that the necessary work is completed prior to development occurring. The NVCA has agreed to a wetland offsetting plan that would provide cash-in-lieu in accordance with the NVCA’s Net Gains for Ecological Offsetting Guideline. The NVCA has indicated that they are supportive of the proposed OPA and ZBA.

Town of Collingwood Official Plan (2024)

- Schedule '1' Growth Management Plan identifies the subject lands as a Strategic Growth Area.
- Schedule '2' Land Use Plan designates the subject lands as Mixed-Use Corridor I (853 and 869 Hurontario Street) and Mixed-Use Corridor II (7564 Poplar Sideroad)
- Schedule '3' Natural Heritage System includes the northern portion of the subject lands in the Adjacent Lands Overlay.
- Schedule '5' Active Transportation Plan identifies a Multi-Use Pathway (Hamilton Drain Trail) to the north of the subject lands and along Hurontario Street to the west
- Schedule '6' Transportation Plan identifies Hurontario Street as an Arterial Road under Town jurisdiction and Poplar Sideroad as an Arterial Road under County jurisdiction.

Ensuring High Quality Built Spaces

The 2024 OP contains general policies to ensure high quality built form, which are to be achieved through:

- Development consistent with the Town's Urban Design Manual;
- Development compatible with surrounding built form and context;
- Consistency with Crime Prevention Through Environmental Design (CPTED) considerations;
- Barrier free design in accordance with application Provincial standards; and
- Transit supportive development.

Compatible development is defined as development that may not necessarily be the same as, or even similar to the existing buildings/development in the vicinity, but, nonetheless, enhances an established community and coexists with existing

development without causing any undue, adverse impact on surrounding properties. Compatible Development is an overarching principle of good planning and is applicable throughout the Town and for major development project, compatibility is evaluated within 120 meters of the subject site.

Compatible development must enhance an established community, including new and significant investment within an established community and demonstrate coexistence without undue adverse impacts including shadow, privacy, traffic, and parking.

To determine compatibility, the following points are to be considered:

- The use, height, massing, orientation and landscape characteristics of nearby properties are properly considered and appropriate transitions between the built forms and uses shall be ensured;
- On-site amenity space is provided and is reflective of, or enhances, the existing patterns of private and public amenity space in the vicinity; and
- Streetscape patterns, including block lengths, setbacks and building separations are generally maintained.

Planning staff are of the opinion that, subject to detailed review through Site Plan Control, the proposal would result in high quality built form that is compatible, barrier free, transit supportive, consistent with the Urban Design Manual, and adhere to CPTED considerations. Full rationale for how the proposal represents high quality and compatible built form are outlined in greater detail below.

Growth Management Policies

The Strategic Growth Areas are to be the focus for intensification and accommodate mixed-use forms of development. The Strategic Growth Areas are expected to be supportive of an enhanced transit system throughout the Town and include the Mixed-Use Corridor I and II designations.

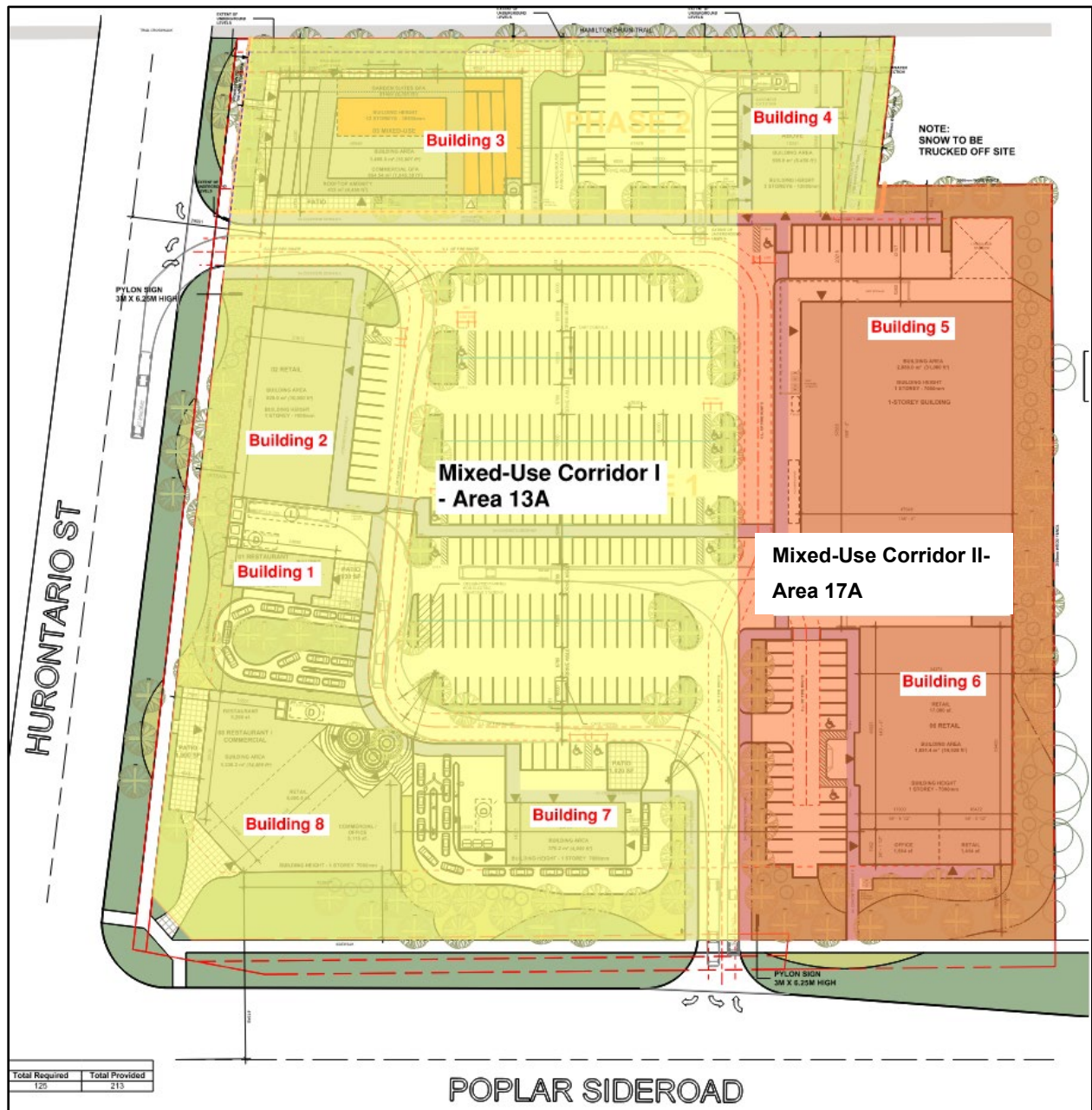


Figure 3: Proposed Official Plan designations relative to proposed development. Mixed-Use Corridor I (Area 13A) highlighted in yellow and Mixed-Use Corridor II (Area 17A) highlighted in orange. Source: Richard Ziegler Architect Inc.

Mixed-Use Corridor I Policies:

In contrast to the 2004 Official Plan designations, which required separated land uses on the subject lands in accordance with the two designations, the 2024 Official Plan envisions integrated mixed-use development with commercial uses at grade and residential uses above.

The lands within the Mixed-Use Corridor I Designation are the connective spines of the Town and are envisioned to develop as mixed-use and transit supportive corridors, with the development of Mid to High-Rise buildings that include opportunities for retail and service commercial uses, as well as a full range of residential, office, recreational, cultural, entertainment, and community uses and facilities. The lands within the Mixed-Use Corridor I Designation are intended to strengthen existing and future transit routes, and to be connected to the Active Transportation Network. Permitted uses within Mid to High-Rise buildings include, among others, retail and service commercial uses, restaurants, offices, and residential apartments. Figure 3 illustrates the extent of the proposed Mixed-Use Corridor I exception designation over the subject lands relative to the development proposal.

The Mixed-Use Corridor I designation provides general development and designation-specific design policies, which are assessed below relative to the proposal:

General Development and Designation-Specific Design Policies	Development Conformity
<i>Comprehensive Planning</i>	
Buildings and sites may develop as individual sites or comprehensively planned centres, consisting of individual or multiple buildings generally in a multi-unit format.	The proposed development is a planned centre of multiple buildings. 6 of the proposed 8 buildings are within the Mixed-Use Corridor I designation (Buildings 1, 2, 3, 4, 7 and 8). Of those 6, 3 buildings are multi-unit format and the balance are single unit intended for individual end users.
<i>Compatibility</i>	
Compatible development that conforms with the policies of the	Amendments are sought to the policies of the Official Plan and Zoning By-law. The amendment to the 2024

<p>Official Plan, Zoning By-law, and Site Plan Control.</p>	<p>Official Plan is largely seeking to carry forward site-specific permissions from the 2004 OP with regard to low-rise buildings and prohibiting the limited auto-oriented uses that are permitted in the 2024 OP. The Zoning By-law has not yet been updated to implement the 2024 Official Plan and as such requires amendment to implement the Official Plan Amendment. Site Plan Control will be required prior to development occurring.</p>
<p>Where a property within the Mixed-Use Corridor I Designation abuts the Existing Neighbourhood Designation, appropriate mechanisms shall be established through Zoning to ensure compatibility, sensitive integration and an appropriate transition to those abutting properties.</p>	<p>The Mixed-Use Corridor I designation only abuts the Existing Neighbourhoods designation in the northeast corner of the subject lands. The parent C4 zoning of the proposed C4-7 zone requires an enhanced setback adjacent to a residential zone of 9.0 m, 3.0 m of which is required to be reserved for landscaping. In this proposal, landscaping is proposed within all 9.0 metres, which will be implemented through Site Plan Control. The footprint for the 12-storey maximum height building (Building 3) will be fixed to the western portion of the property and it would be prohibited from projecting into a 45 degree angular plane from a residential zone. The parent C4 zoning of the proposed C4-7 zone permits a maximum height of 15 metres for the 3-storey building (Building 4) in the northeast of the subject lands and no relief is being sought.</p>
<p><i>Building Height</i></p>	
<p>Minimum floor to ceiling building height of the ground floor of 4.25 metres.</p>	<p>All buildings would conform to this requirement through the implementing Zoning By-law Amendment.</p>

<p>Minimum building height of 3 storeys or 10.5 metres, whichever is greater.</p>	<p>One High-Rise building (Building 3) is proposed with a maximum height of 39.0 metres or 12 storeys, whichever is less. One Mid-Rise (Building 4) is proposed with a maximum height of 3 storeys or 12.7 metres. The Amendments requested seven Low-Rise (single storey) buildings, which would conform to the 2004 OP resulting in a compromise between the objectives of the two Plans.</p>
<p><i>Mix of Uses</i></p>	
<p>Stand-alone, non-residential buildings are permitted. Stand-alone residential buildings are prohibited. Residential development requires a minimum of 75% of the at-grade Gross-Floor-Area (GFA) to be non-residential.</p>	<p>Mostly non-residential buildings are proposed. One mixed-use residential and commercial building is proposed with a minimum 45% of the at-grade GFA proposed to be non-residential (commercial) uses addressing Hurontario St. Staff find the reduction in at-grade GFA reasonable because 1) the exception is limited to one building, 2) all other buildings are proposed to be fully commercial, and 3) the commercial GFA in the mixed-use building will address and activate Hurontario Street as well as most of the south side of the building facing the other proposed commercial uses.</p>
<p><i>Design Policies – Specific to Mixed-Use Corridor I</i></p>	
<p>Mixed Use Corridor I is expected to be a focus of residential intensification. Development intended to be transit supportive and incorporate the active transportation network.</p>	<p>The 12-storey building (Building 3) proposes a maximum of 165 dwelling units or suites or rooms resulting in significant residential intensification. “Suites or rooms”, is intended to apply to a rest home, retirement home, or nursing facility. Site location on two arterial roads can be serviced by future transit and will be integrated with the surrounding active transportation network including the</p>

	Hamilton Drain Trail to the north and sidewalk extensions.
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Mixed-Use Corridor II Policies

The Mixed-Use Corridor II designation provides opportunities for creating vibrant, pedestrian-oriented places through residential intensification, infill, and redevelopment. It is envisioned as a transit supportive corridor with Low to Mid-Rise mixed-use buildings with access to nearby jobs and services connected to the Active Transportation Network. Mixed-Use Corridor II lands are to be a destination for surrounding neighbourhoods. Permitted uses within Low to Mid-Rise buildings include, among others, retail and service commercial uses, restaurants, and office uses. Figure 3 illustrates the extent of the proposed Mixed-Use Corridor II exception designation over the subject lands.

The Mixed-Use Corridor II designation provides general development policies and designation-specific design policies, which are assessed below relative to the proposal:

General Development and Designation-Specific Design Policies	Development Conformity
<i>Comprehensive Planning</i>	
Buildings and sites may develop as individual sites or comprehensively planned centres, consisting of individual or multiple buildings generally in a multi-unit format.	The proposed development is a planned centre of multiple buildings. 2 of the 8 buildings are within the Mixed-Use Corridor II designation. Of those 2, 1 building is multi-unit format (Building 6), with the other being single unit for an individual end user.
<i>Compatibility</i>	
Compatible development that conforms with the policies of the Official Plan, Zoning By-law, and Site Plan Control.	Amendments are sought to the policies of the 2024 OP and Zoning By-law. The OPA proposed permitting one supermarket with a GFA of up to 2,880 square metres and prohibiting auto-oriented uses. The Zoning By-law has not yet been updated to

	implement the 2024 OP and as such requires amendment to implement the OPA. Site Plan Control will be required prior to development occurring.
Where a property within the Mixed-Use Corridor II Designation abuts the Existing Neighbourhood Designation, appropriate mechanisms shall be established through Zoning to ensure compatibility, sensitive integration and an appropriate transition to those abutting properties.	The Mixed-Use Corridor II designation abuts the Existing Neighbourhoods designation to the east of the subject lands. The parent C4 zoning of the proposed C4-7 zone requires an enhanced setback adjacent to a residential zone of 9.0 m, 3.0 m of which is reserved for landscaping. In this proposal, landscaping is proposed within all 9.0 metres, which will be implemented through Site Plan Control.
<i>Mix of Uses</i>	
Permitted retail and service commercial uses, restaurants and office uses are permitted in stand-alone buildings, or a part of a mixed-use building and shall be moderately scaled at generally less than 2,000 square metres of Gross Floor Area (GFA) per use.	Buildings 5 and 6 are both within the Mixed-Use Corridor II designation. Building 5 is a standalone supermarket with a maximum GFA proposed of 2,880 square metres specific to that use. Building 6 is a standalone multi-unit building with three units for retail and office uses. The submitted Commercial Market Impact Study and peer review thereof are supportive of the commercial uses including the supermarket and its proposed GFA.
<i>Design Policies - Specific to Mixed-Use Corridor II</i>	
Mixed Use Corridor II is expected to be a focus of residential intensification and modest mixed-use development. Development is intended to be transit supportive and incorporate the active transportation network.	No residential units or mixed-use development is proposed within the Mixed-Use Corridor II designation, however stand-alone commercial uses are permitted in the 2024 OP. The site is located on two arterial roads, can be serviced by future transit and will be integrated with the

	surrounding active transportation network, including sidewalk extensions.
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Mixed-Use Corridors I and II also have a number of generally common design policies that are assessed below relative to the proposal:

Design Policies for Mixed-Use Corridor I and II	Development Conformity
Individual driveway access to adjacent roads shall be limited.	Two driveways/vehicular access points are proposed for the subject lands. One on Hurontario Street and one on Poplar Sideroad, which are supported by a Traffic Impact Study, peer review thereof, and County Transportation staff.
Adequate parking, loading and garbage collection/storage facilities for all permitted land uses shall be provided on-site. Where any parking, loading and/or garbage facility is located between a building(s) within the Mixed-Use Corridor I or II Designation and any Existing Neighbourhood Designation, any undue, adverse impacts created by those facilities on adjacent properties shall be appropriately mitigated.	<p>The conceptual plan shows parking that meets zoning requirements. More loading and delivery spaces than are required by the Zoning By-law are proposed to serve all of the proposed buildings. The conceptual site plan has also identified locations for waste enclosures. Building 4 (retail and office) is the only building in the Mixed-Use Corridor I designation that abuts the Existing Neighbourhood Designation. Both its proposed waste enclosure and loading space are sited on the west side of the building, away from the Existing Neighbourhoods Designation.</p> <p>Within Mixed-Use Corridor II, the conceptual plan provides the required parking, loading, and garbage facilities for Buildings 5 and 6 that meet or exceed zoning provisions. The conceptual site plan also identifies locations for waste enclosures. Shared loading and waste facilities for Buildings 5 and 6 are on the west side of the buildings, away from the Existing Neighbourhoods Designation to the east.</p> <p>Within the required 9.0 metre building setback from the Existing Neighbourhoods designation, only landscaping is proposed.</p>

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	Waste collection, loading, and associated fencing and landscaping will be addressed through Site Plan Control.
Loading and garbage facilities shall not be located between the building(s) and any Arterial Road or Collector Road right-of-way. Parking facilities are discouraged between the building(s) and any Arterial Road or Collector Road right-of-way.	No loading, garbage facilities, or parking is proposed between any buildings and the adjacent streets. Similar to the above, the location of waste and loading facilities will be further addressed through Site Plan Control.
Access to parking shall be defined through clearly designated entrances and exits.	Two clearly defined entrances and exits are proposed. One on Hurontario St. and one on Poplar Sideroad. Internal drive aisles extending from the site entrances will connect to buildings and parking areas. Access to two proposed drive-throughs would be well distanced from site entrances and accessed from drive aisles (not streets) and exceed the required number of queuing spaces in the Zoning By-law.
Parking lots shall be organized to minimize the number of potential pedestrian vehicle movement conflicts.	Continuous pedestrian routes though the site are proposed in the concept plan, providing connections between adjacent trails and public sidewalks to building entrances in a way that minimizes drive-aisle crossings. Additional detailed review will occur through Site Plan Control.
Bicycle parking shall be provided in accordance with the requirements of the Zoning By-law. Bicycle parking shall be provided in locations that are close to building entrances, but situated to avoid any conflicts for movement along pedestrian routes.	Conceptual site plan identifies a number of bicycle parking locations generally in conformity with this policy. Staff have no concerns with the site being able to accommodate the minimum number of required bicycle parking spaces and no relief is being sought. Additional detailed review will occur through Site Plan Control.

Land Use/Built-Form Specific Policies (Height)

The Town's 2024 OP contains policies for built form within the categories of Low-Rise, Mid-Rise, and High-Rise. Low-Rise Buildings are those with a maximum height of 3 storeys or 11 metres, whichever is greater. As noted above, the Mixed-Use Corridor I designation does not permit Low-Rise buildings. As such, Buildings 1, 2, 7, and 8 which are all proposed as single storey require a site-specific amendment to permit the Low-Rise built form within the Mixed-Use Corridor I designation. While a generally lower built form is requested for four of the buildings within the Mixed-Use Corridor I designation, as noted above, the minimum ground floor ceiling height of 4.25 metres will be maintained and required through the proposed zoning. Further, the proposed zoning would require a minimum building height of 7.0 metres, consistent with the Town's Urban Design Manual, to ensure built form along arterial streets is appropriately scaled to the context. As noted previously, permissions for some Low-Rise Buildings represent a compromise between the development rights for the site under the 2004 OP and the objectives of the 2024 OP that seeks intensification and tall built form in strategic growth areas.



Figure 4: Conceptual west elevation of Building 4. Source: Richard Ziegler Architect Inc.

Mid-Rise Buildings are those with a minimum height of 3 storeys and a maximum height of 8 storeys or 27 metres, whichever is greater. Per Figure 4, one 3-storey Mid-Rise Building is proposed (Building 4) within the Mixed-Use Corridor I designation where they are permitted as-of-right, subject to compatibility criteria. Mid-Rise Buildings shall be developed at a maximum density of 3.5 Floor Space Index (FSI). FSI is the ratio of gross floor area of the proposed development to the net land area of the development site. The proposed Mid-Rise Building is well below a FSI of 1.0. A conservative estimate for the FSI for the entire development is approximately 1.0. As noted above, the proposed Mid-Rise building is setback the required 9.0 metres from the lot line of adjacent residential uses to the east.



Figure 5: Conceptual south elevation of Building 3. Source: Richard Ziegler Architect Inc.

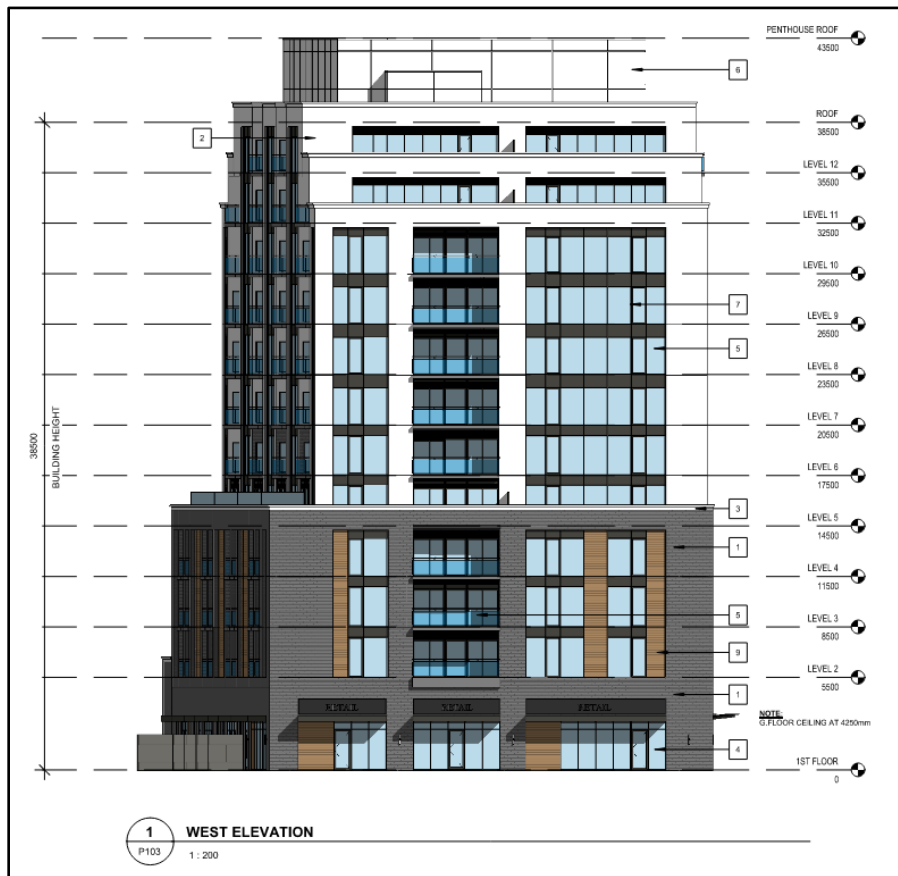


Figure 6: Conceptual west (Hurontario St.) elevation of Building 3. Source: Richard Ziegler Architect Inc.

High-Rise Buildings are those that are taller than 8 storeys or 27 metres, whichever is greater. The maximum height of a High-Rise Building is 12 storeys, or 45 metres, whichever is less. Per Figures 5 and 6, one High-Rise Building (Building 3) is proposed on the northwest corner of the subject lands within the Mixed-Use Corridor I designation and fronting Hurontario Street to the west and the Hamilton Drain Trail to the north. The proposed building is a maximum of 12-storeys and more specifically a maximum of 39.0 metres, which is less than the 45 metres permitted in the 2024 OP. At the time of the public meeting, the proposed height was 12-storeys or 42.5 metres and this was subsequently decreased based on public and agency comments received. The Zoning By-law measures height at the top of any roof deck and excludes architectural features and mechanical rooms from the maximum height.

Where a Zoning By-law Amendment is required to permit a new High-Rise Building, the proposed development must meet the following criteria:

Criteria	Conformity
Be compatible with, and can be sensitively integrated with the surrounding land uses and built forms	The High-Rise Building is proposed to be sited well away from single detached dwellings to the east with 3 and 1 storey commercial buildings along with landscaping proposed in between to provide an appropriate transition.
Be on a site of suitable size for the proposed development, and provide adequate landscaping, amenity features, buffering, on-site parking and garbage pickup and recycling services	The subject lands are a large site. Conceptual plans include two levels of underground parking for the proposed 12-storey building, exceeding the number of spaces required in the Zoning By-law. An at-grade outdoor amenity area is proposed at the northeast corner of building and rooftop amenities are also indicated on the concept plan. A dedicated delivery space for the building is proposed to assist with deliveries and waste collection.
Be located in proximity to parks, open space and other public service facilities, services and amenities	The Hamilton Drain Trail is adjacent to the proposed High-Rise Building and would connect to the planned “Triangle Park” approximately 80 metres along the trail to the east. The mixed-use nature of the site will ensure that the High-Rise Building is in close proximity to commercial and office uses for shopping and employment.
Have access to utilities and service infrastructure that can adequately serve the proposed development	Subject to further technical review through Site Plan Control, the site can be adequately serviced. A Holding provision is proposed that would require several aspects of municipal servicing to be addressed prior to

	development, along with an executed Site Plan Control Agreement.
Have frontage on a Collector or Arterial Road	Hurontario Street is an Arterial Road and the High-Rise Building would be oriented to and gain access from Hurontario Street.
Be located at highly accessible locations, generally within 250 metres of an existing or planned public transit stop and, where possible, within 500 metres of schools, commercial facilities and/or parks, open space and/or other community facilities, services and amenities	The subject development is likely to contain a future transit stop. At this time, the front of the proposed supermarket is intended as the stop location. Currently, the closest transit stop is approximately 590 metres meters north of the site, which is still within a 10-minute walk. There are some existing commercial uses on the west side of Hurontatio Street and more are proposed as part of the subject development proposal. The Hamilton Drain Trail is adjacent and would connect to the planned “Triangle Park” approximately 80 metres along the trail to the east. One school (Notre-Dame-De-La-Huronie) is within approximately 472 metres and Collingwood Collegiate Institute is within approximately 550 metres. Two other public elementary schools are less than 1.0 km away.

In addition to the above criteria, High-Rise Buildings shall have a maximum density of 7.0 FSI. The proposed building has a FSI of less than 1.0. A conservative estimate for the FSI for the entire development is approximately 1.0. It also requires that to achieve a maximum height, the Town must be satisfied that the building is compatible and can be sensitively integrated with the surrounding abutting land uses with regard to matters such as appropriate transition to adjacent built forms, shadows, stepbacks, angular planes, and landscape buffers.

The High-Rise Building is proposed to be setback from the adjacent residential lots by approximately 80 metres, with the closest dwellings themselves an approximate additional 44 metres away. An 80-metre setback is over twice the proposed maximum height (39 metres) of the High-Rise Building. Between the High-Rise Building and the eastern lot line is a 3 storey Mid-Rise Building and a single storey commercial building followed by a 9.0 metre landscape buffer. Planning staff are of the opinion that the proposal provides an appropriate transition to neighbouring residential uses to the east. Lands to the north and west are also within the Mixed-Use Corridor I designation and commercially zoned. As such, these lands are intended to redevelop over time as Mid-Rise and High-Rise Buildings. Additional zoning provisions have been added to the proposal since the public meeting to further ensure compatibility of the High-Rise Building with surrounding uses. These include:

- Capping the maximum building height at 39.0 metres, rather than the permitted Official Plan maximum height of 45 metres;
- Ensuring the High-Rise Building is not within a 45-degree angular plane from the centreline of any public street (e.g. Hurontario Street) and any residential zone to regulate massing and ensure that the built form does not overwhelm Hurontario Street and low-density residential uses;
- Requiring a building stepback at/or along the north interior lot line and the front lot line at the 5th storey and above a minimum of 3.0 metres from the 4th storey façade below. This will ensure that the west and north elevations facing the public realm of Hurontario Street and the Hamilton Drain Trail present a human-scaled building massing at the building base of 4 storeys.

The 2024 OP encourages the use of underground parking for High-Rise Buildings. Two levels of underground parking are proposed.

The urban design, including shadow studies, for the proposed development was peer reviewed with particular focus on the compatibility of the High-Rise Building with surrounding uses. No shadow impacts to the future Triangle Park are anticipated. Given

the location of the building, there will be unavoidable shadows on Hurontario Street and the Hamilton Drain Trail at certain times of day and year. The angular plane and stepback requirements are intended to reduce these impacts but won't prevent shadows altogether. Shadow impacts on the rear yards of dwellings on the west side of Hughes Street are minimal. By the time there are shadows from the High-Rise building extending that far east in the evening, proposed Low-Rise Buildings (and likely also trees) along the east side of the property are already casting shadows on these rear yards, which are not further exacerbated by the High-Rise Building shadow. Even when the sun is at its lowest on December 21st, the rear yards of the Hughes Street dwellings will still receive three hours of sunlight with sunset occurring before the shadow of the High-Rise can impact rear yards.

A Noise Study and Traffic Impact Study were also submitted and peer reviewed with no concerns identified. This further ensures that the overall development is compatible and can be sensitively integrated with neighbouring uses.

Multi-Modal Transportation System Policies

The 2024 OP contains policies to encourage active transportation facilities that are safe, comfortable, and create a continuous network. The OP also directs locating higher density housing and commercial and mixed-use development along major transit routes (both existing and planned) and including transit facilities in consideration of development proposals. The proposed mixed-use development would be integrated with adjacent trails and sidewalks and located on a planned transit route. Vehicular entrances on public roads shall protect the existing or planned function of the road. Major commercial developments are to be located in proximity to arterial roads to minimize impacts of heavy trucks in residential neighbourhoods. The subject lands are adjacent to two arterial roads (Hurontario Street and Poplar Sideroad). Access to arterial roads shall be discouraged and only considered where alternate access to a collector or local road is not possible or a Traffic Impact Study (TIS) justifies an access is required. Access to County arterial roads is subject to the County's Entrance By-law.

A TIS was submitted in support of the proposal and peer reviewed on behalf of the Town. Subject to upgrades at the expense of the owner (see Section 3 – Input from Other Sources – Traffic of this Report for more details) and further technical review through Site Plan Control, the proposed entrances are supported by Development Engineering and County Transportation staff. The subject lands do not have technical frontage on a collector or local road, however the Pretty River Estates Subdivision to the east does include a block reserved for a potential road connection through to the subject lands. This block was created in anticipation of a future residential development on the east side of the subject lands and is not proposed as an access point for the proposed mixed-use development. Given the major commercial nature of the proposal, an entrance via Hughes Street would direct significant traffic, including delivery trucks, onto local roads. These local roads were not designed to accommodate traffic volumes that would be generated by this development and it is anticipated that directing traffic via Hughes Street would be disruptive to the established residential area.

Based on the above, Planning Services is satisfied that the proposed development would conform to the general intent and purpose of the Town's 2024 OP.

Town of Collingwood Zoning By-law

The Town of Collingwood Zoning By-law 2010-040, as amended, zones the western portion of the subject lands Highway Commercial (C5) and the eastern portion as Deferred Residential. 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 proposed Zoning By-law Amendment seeks to rezone the subject lands to Holding Twenty-Nine Mixed-Use Commercial Exception Seven [(H29)C4-7]. Holding Twenty-Nine (H29) would require the following provisions be satisfied prior to development occurring:

- Confirmation and commitment of water and wastewater servicing capacity allocation to the satisfaction of the Town, including execution of any required agreement(s);
- Confirmation of sufficient pressure and fire flows in Pressure Zone 2 to support the proposed development to the satisfaction of the Town;
- Confirmation that all of the lands are legally merged in title and cannot be conveyed separately to the satisfaction of the Town;
- Confirmation of no off-site impacts to the water balance of the wetland feature located on 29 Hughes Street (PLAN 51M945 BLK 170) and 31 Hughes Street (PLAN 51M945 BLK 169) to the satisfaction of the NVCA or its successor;
- Execution of a site plan agreement to address technical matters, to the satisfaction of the Town.

A number of site-specific zoning provisions are proposed to facilitate the proposed development and ensure that the concept is implemented as currently presented. The proposed site-specific requirements requested for the entirety of the subject lands relate to the following:

Zoning Provision	Parent C4 Zone	Proposed C4-7 Zone	Rationale
Permitted uses	Does not permit Food Supermarket, Pharmacy, and Retail Commercial Establishments	Would permit additional uses including a Food Supermarket, Pharmacy, and Retail Commercial Establishments	The south end of Town is underserved by commercial uses. The addition of the requested uses would provide more day-to-day essentials closer to south end residents. This change is also supported by a peer reviewed Commercial Market Impact Study.
Permitted uses	Permits a number of auto-oriented uses	Would prohibit auto-oriented uses including Motor Vehicle Repair Garage, Motor	Auto-oriented uses are not considered desirable nor supportive of a modal shift away from personal vehicles and

		Vehicle Wash, Motor Vehicle Gasoline Station, and Motor Vehicle Supply Outlet	toward active transportation within a mixed-use development concept in a prominent gateway location. They present challenges with designing a transit and active transportation supportive place.
Minimum building height	N/A	7.0 metres	Required implementation of Urban Design Manual direction for a minimum 7.0 metres building height along arterial roads.
Minimum ground floor to ceiling height	N/A	4.25 metres	Implements 2024 OP requirement for the Mixed-use Corridor I designation. Ensures commercial spaces can accommodate a variety of uses over the long term.

Two site-specific provisions are requested to provide clarification to zoning interpretation. The first is to deem Hurontario Street as the front lot line to avoid confusion since the Poplar Sideroad lot line is a similar length and the shortest lot line adjacent to a street is otherwise considered the front on a corner lot. The second clarification provision is to deem the lands to be one contiguous lot for zoning purposes, which would avoid further by-law amendments or minor variances to facilitate an integrated mixed-use development concept on the site.

In addition to the exception provisions to apply across the entire site, further site-specific requirements are proposed related to the maximum 12-storey mixed use building (Building 3) and its location in the northwest corner:

Zoning Provision	Parent C4 Zone	Proposed C4-7 Zone	Rationale
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Maximum building height	15.0 metres	39.0 metres	Implements the High-Rise policies of the 2024 OP scoped to the proposed building design.
Angular plane	N/A	45-degree angular plane requirement from the centreline of a public street and any Residential zone.	Implements compatibility criteria of the 2024 OP for High-Rise Buildings.
5 th Storey Stepback	N/A	Stepback requirement of 3.0 metres for the west (Hurontario St.) and north (Hamilton Drain Trail) elevations at the 5 th storey and above.	Implements compatibility criteria of the 2024 OP for High-Rise Buildings.
Minimum Commercial GFA	N/A	Requirement that a minimum 45% of the ground floor GFA be commercial and address Hurontario St.	2024 OP requires a minimum of 75% commercial GFA on the ground floor in the Mixed-Use Corridor I designation. This requirement aims to implement the intent of the 2024 OP to have commercial at grade that activates streets and recognizes all other proposed buildings are 100% commercial at grade.
Minimum front lot line setback for an underground parking garage	3.0 metres (half of building minimum front yard)	0.0 metres	Allows the owner to maximize space for underground parking without going under Building 4. Development Engineering has confirmed no concerns

			provided all shoring is located on private property, which will be addressed through Site Plan Control.
Required Parking	Dwelling unit portion of a non-residential building 1-space per unit.	0.5 spaces per unit, plus 0.25 space per unit for visitor parking.	Requested parking ratio for the residential units is consistent with the requirement for apartment dwelling units on residential lands. Parking currently proposed exceeds this ratio (125 spaces required and 213 proposed), but the proposal balances minimum requirements with flexibility. No site-specific relief is requested for a home for the aged, rest home, retirement home, or nursing facility.

While there are several exception provisions, many are necessary because the proposal is grounded in the land use planning vision of the 2024 OP, but the Zoning By-law has not yet been updated to implement the 2024 OP. With the exception of the proposed Zoning By-law Amendment noted above, the proposed development would otherwise comply with the provisions of the Town’s Zoning By-law.

Tree By-law 2012-084 Relief Request

The applicant is eager to start site works this year, including tree removals, and has filed a Tree Permit application with the Town to seek approval to remove trees. In accordance with the Town’s Tree By-law 2012-084, the issuance of permits to remove trees from applicable properties is a decision of the Director of Growth and

Development. The By-law states that a permit shall not be issued where, “an application to amend the Official Plan, for rezoning or for site plan approval related to the lands on which the tree is located has been submitted to the municipality, and has not received final approval.” The County of Simcoe is the approval authority for the OPA and their decision will only occur following Town Council’s decision on adoption of the OPA. The applicant is concerned that, should a permit to remove trees not be issued until after the County makes a decision on the OPA, that they will be limited in their ability to undertake site works in 2026. As the By-law is clear that staff cannot issue a permit until after the subject applications receive “final” approval, staff are seeking Council’s direction regarding the potential to consider permit issuance following Council’s decision on adopting the OPA and passing and enacting the ZBA, but prior to the County’s final decision on the OPA, which necessitates relief from those by-law provisions. For greater clarity, Council is not being requested to render a decision on issuance of a permit to facilitate tree removals, only to consider relief from certain provisions of By-law 2012-084 with respect to timing of permit issuance relative to the County’s OPA decision and the subject application receiving “final” approval. Issuance of Tree Permit prior to the County making a final OPA decision would allow the applicant to commence site works potentially this spring. There is a risk that if the County or the Ontario Land Tribunal (in the case of an appeal) does not approve the OPA or modifies the OPA to an extent that impacts development outcomes, that a Tree Permit will have been issued prematurely. Staff are aware of at least one similar request in 2019 where relief was granted by Council for Tree Permit issuance to occur while a property had an active Site Plan Control application. Staff would apply appropriate conditions to any permit including for erosion control and securities for replanting to be used should development not proceed in a timely manner.

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

The Gateway Centre development applications have proceeded in accordance with applicable policy, technical, peer and stakeholder review requirements and the proposed OPA and implementing ZBA are viewed as constituting good planning and being consistent with or conforming to all relevant Provincial and Municipal planning instruments:

- the lands are appropriately located and designated for mixed-use growth;
- the south-end of town is underserved by commercial uses and the development would bring many daily needs within easier walking and biking distance of local residents contributing toward the achievement of a complete community;
- the proposed location of the maximum height 12-storey mixed-use building together with zoning provisions regulating height and massing represent compatible development;
- the development would provide additional housing supply;
- zoning provisions are proposed to support appropriate build-out of the development proposal and the achievement of a high quality of urban design for a prominent gateway site; and
- Holding provisions are proposed to address Town servicing constraints, water balance of the off-site wetland, merging of the lots, and Site Plan Control.

Based on the land-use planning analysis and development review process, Planning Services confirms that the submitted proposal is in conformity to or consistent with the relevant land use planning instruments and recommends that OPA 2 be adopted and the ZBA be enacted and passed. 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 an official plan amendment comes into effect.

Staff are also seeking Council direction in relation to the provisions of the Town's Tree By-law 2012-084 in response to the applicant's request for issuance of a permit to remove trees from the subject lands prior to final approval of the OPA by the County of Simcoe, whereas By-law 2012-084 would otherwise restrict permit issuance until the subject applications have received final approval.

3. Input from Other Sources

The subject applications were circulated to Town departments, applicable third-party peer reviewers, and external agencies for review and comment. The following supporting documents were provided, updated, amended, confirmed and/or reviewed by the applicable experts and can be found on the [major development page](#).

- Stage 1-3 Archaeological Assessment, [Archaeological Assessments Ltd.], [September 2007];
- Stage 4 Archaeological Excavation, [Archaeological Assessments Ltd.], [September 2007];
- Stage 1 and 2 Archaeological Assessment, [Earthworks Archaeological Services Inc.], [August 9, 2024];
- Archaeological Clearance Letter, [Ministry of Culture], [April 30, 2008];
- Archaeological Clearance Letter, [Ministry of Tourism, Culture, and Sport], [October 3, 2012];
- Phase One Environmental Site Assessment, [Shaheen & Peaker Limited], [December 16, 2003];
- Phase One Environmental Site Assessment, [Terraprobe Inc.], [October 27, 2024];
- Technical Memorandum re: Additional Geotechnical Investigation, [G2S Consulting Inc.], [September 6, 2024];
- Arborist Report, [C.F. Crozier & Associates], [September 2024];

- Commercial Market Impact Study, [Parcel Economics Inc.], [September 16, 2024, last revised July 11, 2025];
- Environmental Impact Study, [Azimuth Environmental Consulting Inc.], [September 2024, last revised July 2, 2025];
- Phase One Environmental Site Assessment, [Jacques Whitford Limited], [March 29, 2007];
- Phase One Environmental Site Assessment Update, [G2S Consulting Inc.], [November 19, 2021, last revised October 29, 2025];
- Phase Two Environmental Site Assessment, [G2S Consulting Inc.], [November 19, 2021];
- Phase Two Environmental Site Assessment, [G2S Consulting Inc.], [August 2024, last revised October 2025];
- Hydrogeological Investigation, [G2S Consulting Inc.], [September 2024, last revised July 2025];
- Preliminary Functional Servicing Report, [Tatham Engineering], [September 16, 2024, last revised December 22, 2025];
- Geotechnical Investigation, [G2S Consulting Inc.], [March 2022, last revised July 2025];
- Landscape Concept Plan, [Crozier Consulting Engineers], [September 17, 2024, last revised July 7, 2025];
- Noise Feasibility Study, [Howe Gastmeier Chapnik Limited], [September 11, 2024, last revised November 27, 2025];
- Planning Justification Report, [Loft Planning], [September 12, 2024, last revised January 2026];
- Draft Official Plan Amendment, [Loft Planning], [September, 2024, last revised January 2026];
- Draft Zoning By-law Amendment, [Loft Planning], [September, 2024, last revised January 2026];

- Shadow Studies, [Richard Ziegler Architect Inc.], [August 23, 2024, last revised November 18, 2025];
- Angular Plane Diagram [Richard Ziegler Architect Inc.], [May 21, 2025, last revised November 14, 2025];
- Building Elevations [Richard Ziegler Architect Inc.], [July 24, 2024, last revised January 23, 2026];
- Site Plan, [Richard Ziegler Architect Inc.], [September 17, 2024, last revised January 23, 2026];
- Underground Parking Plans, [Richard Ziegler Architect Inc.], [May 12, 2025 last revised November 26, 2025];
- Preliminary Stormwater Management Report, [Tatham Engineering], [September 16, 2024, last revised December 22, 2025];
- Traffic Impact Study, [Tatham Engineering], [September 17, 2024, last revised January 26, 2026];
- Urban Design Brief, [MHBC Planning Limited], [September, 2024, last revised July, 2025];
- Urban Design Brief [Crozier Consulting Engineers], [January 2026];
- Street Cross Sections, [Crozier Consulting Engineers], [July 28, 2025];
- Preliminary Feature-Based Water Budget, [Tatham Engineering], [June 9, 2025];

Third-party peer review was undertaken for urban design, landscape architecture, traffic, noise, environmental site condition, and hydrogeology. The following peer review reports were provided:

- Commercial Market Impact [Urban Metrics], [December 20, 2024, last revised October 16, 2025];
- Natural Heritage [Natural Resource Solutions Inc.],[December 6, 2024, last revised September 12, 2025];
- Geotechnical, Hydrogeological, Environmental Site Assessment [GEI Consultants], [December 2024, last revised March 17, 2026];

- Landscape Architecture, [SGL Planning & Design], [December 6, 2024, last revised February 20, 2026];
- Traffic [R.J. Burnside & Associates Limited], [November 28, 2024, last revised February 13, 2026];
- Urban Design [The Planning Partnership], [December 19, 2024, last revised February 26, 2026];
- Noise [R. Bouwmeester & Associates], [September 25, 2025, last revised February 4, 2026].

The Town held a Statutory Public Meeting regarding the proposed concurrent Official Plan and Zoning By-law Amendments on July 28, 2025. Four people provided oral submissions at the public meeting. The Public Meeting minutes are attached to this report as Resource “1”. Furthermore, 23 written comments were received (see Appendix “D”). Oral and written comments submitted by the public generally related to need for south end commercial uses, height/compatibility, buffering, environmental impacts/natural heritage, traffic, noise, odour, lighting, business brands, dwelling unit tenure, stormwater management, property values, and protection of downtown/other existing commercial businesses. At the public meeting, Council raised concerns about fire safety in a 12-storey building and protection of the downtown and other existing commercial businesses.

Support for south-end commercial uses: Several comments submitted indicated support for commercial uses, especially a supermarket and pharmacy, in the south end to provide a more walkable option for residents of this part of town.

Height/Compatibility/Buffering: The most common theme among submitted comments was concerns with the height of the proposed 12-storey mixed-use building and compatibility with community character. Planning staff recognize that the 12-storey building generally represents a new built form for the community, with only one other

building currently in Collingwood that would fall within the 2024 OP categorization of a High-Rise Building at 10 storeys (Bayview Tower at Rupert's Landing).

The Official Plan states that compatible development does not necessarily mean the same or similar to existing buildings in the vicinity, but nonetheless enhances an established community and coexists with existing development without causing undue adverse impacts on surrounding properties. Planning staff and peer reviewers have examined the proposal for undue impacts related to shadow, privacy, traffic, and parking. The massing, orientation and transition between built forms has also been reviewed. As outlined above, the 12-storey High-Rise Building is setback from the lot line with Hughes Street dwellings to the east by approximately 80 metres, which is more than twice the maximum height of the High-Rise Building of 39 metres. Further, between the High-Rise and existing Low-Rise dwellings are three-storey and single-storey commercial buildings providing a transition in height and intensity of use. The High-Rise Building is sited as far from existing Low-Rise residential as possible, with the building envelope limited through the proposed Zoning By-law Amendment.

Shadow impacts have also been examined and generally rear yards of existing Hughes Street dwellings will only be shadowed in the late afternoon/evening (time of year depending), but the shadows cast on yards by that time of day are more a result of the proposed single storey commercial buildings along the rear lot line than the High-Rise Building. The majority of the shadows from the High-Rise Building will be cast to the north on lands that are also intended for future Mid- and High-Rise development. To provide further protection from undue shadow impacts, the Zoning By-law Amendment proposes that the High-Rise Building must not project into a 45-degree angular plane measured from any Residential Zone. It should be noted that the proposed High-Rise Building is well outside of this angular plane measured from the lot line shared with the Hughes Street dwellings. Per Figure 7, an angular plane requirement will also be required on the Hurontario Street elevation, together with a 5th-storey setback on the

Hurontario Street and Hamilton Drain elevations to reduce the perception of building massing from the public realm and to create human scale design.

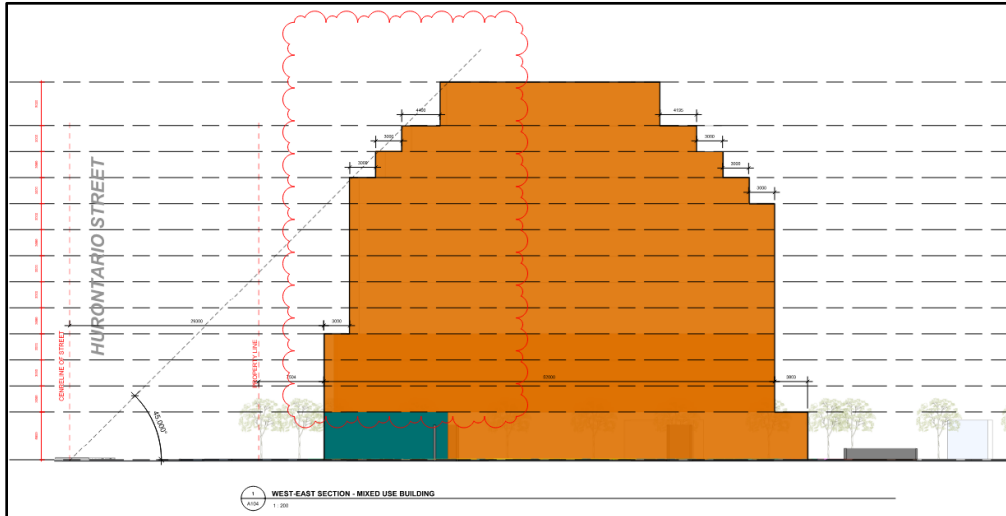


Figure 7: Angular plane diagram showing conceptual massing for proposed Building 3 as seen from the south relative to a 45 degree-angular plane applied from the centre of Hurontario Street at left. Source: Richard Ziegler Architect Inc.

Lastly, a 9.0 metre setback for any building is required along the rear lot line. This area is proposed solely for landscaping, with all parking, delivery, and waste collection activities occurring on the side furthest away from existing dwellings (a small parking area north of Building 5 is closer to the residential lots, but still setback approximately 8.0 metres and 24.5 metres respectively from adjacent residential lots). The development has also demonstrated provision or exceedance of required parking. The 2024 OP section of this report examines specific compatibility criteria in further detail.

In addition to height, some comments also claimed that this would be the first instance in Collingwood of single detached dwellings adjacent to commercial development. Planning staff would note that there are many examples of low-rise residential uses (including single detached dwellings) on residentially zoned lands, that are adjacent to commercial developments in town, including:

- R2 zoned dwellings south of the First Street commercial corridor zoned C4;

- R3 zoned townhouses on the northside of Side Launch Way in the Shipyards are across the street from commercial developments fronting First Street zoned C1;
- R2 zoned dwellings on the east side of Pine Street, south of Third Street, back onto commercial uses fronting Hurontario Street zoned C1;
- R2 zoned dwellings north and south of the Hume Street commercial corridor zoned C4; and
- R2 zoned dwellings on Stanley Street and Mary Street abut commercial development zoned C5.

A map of these examples is attached to this report as Appendix “E”.

Planning Staff are satisfied that the proposed development represents compatible development and good planning that can coexist with existing uses without undue impacts.

Fire Safety Related to Height: Very few Ontario municipalities have fire trucks that can reach higher than 9-10 storeys. In the event of a fire in a 12-storey building, the Town of Collingwood would call out for mutual aid immediately and contact the County Mutual Aid Coordinator for assistance. Any rescue would be attempted by using stairwells and/or fire service elevators, when possible. The Ontario Building and Fire Codes include provisions to ensure early detection and warnings, facilitate safe egress, and slow the spread of fire in large multi-unit buildings through construction materials and sprinkler systems.

Environmental Impacts and Natural Heritage: After height and compatibility, the second most frequent theme of concern among the comments received is related to environmental impacts and natural heritage. An Environmental Impact Study (EIS) was submitted in support of the proposal and peer reviewed on behalf of the Town. The EIS identified a wetland feature in the northeast corner of the subject lands. As the Town’s experts with regard to wetland hydrogeological features, the NVCA has agreed the

portion of wetland to be removed is eligible for a cash-in-lieu compensation approach in accordance with their Net Gains for Ecological Offsetting Guideline. The NVCA has also reviewed monitoring of ground and surface water interactions with the wetland feature to determine appropriate compensation and ensure that a wetland condition can continue to function on neighbouring properties that also contain the feature. To ensure there are no hydrological off-site impacts and water balance in the wetland feature on neighbouring properties is maintained, a proposed Holding Zone provision would require demonstration of such to the satisfaction of the NVCA prior to removal of the Holding Zone and development proceeding. There are no other identified natural heritage features on the property. Staff would also note that there are macro environmental benefits from the proposal representing intensification within a strategic growth area of a primary settlement area in close proximity to (future) transit and active transportation – compact growth reduces urban sprawl and allows large tracts of natural heritage areas and farmland to be preserved. The commercial uses would bring services within walking and cycling distance of more residents and the higher density residential development is transit supportive, leading to lower emissions and climate resiliency through the achievement of a complete community.

Traffic: A Traffic Impact Study was submitted in support of the proposal and peer reviewed on behalf of the Town indicating no concerns with the principle of development and traffic subject to the owner completing required upgrades to adjacent roads, which will be required through Site Plan Control. County of Simcoe Transportation and Engineering staff have indicated the owner will be responsible for upgrades to Poplar Sideroad and the Hurontario Street/Poplar Sideroad intersection, including:

- Westbound right turn lane on Poplar Sideroad for the site entrance;
- Two-way centre left turn lane on Poplar Sideroad across the extent of the site frontage from Hurontario Street to Hughes Street; and
- Southbound advanced turn lane at the intersection of Hurontario Street and Poplar Sideroad.

Line work changes on Hurontario Street to extend the centre turn lane north of the Hamilton Drain Trail crossing 100 metres to the south are also required.

Noise and Odour: A Noise Feasibility Study was submitted in support of the proposal and peer reviewed on behalf of the Town indicating no concerns with the principle of development subject to implementation of a number of mitigating measures related to limiting timing of most deliveries to the daytime and proper acoustical screening of commercial HVAC equipment. Further detailed technical review of noise and implementation of mitigating measures will occur through Site Plan Control when detailed designs are finalized. Construction activities will need to occur in accordance with a future construction management plan to the satisfaction of the Town and further adhere to the Town's Noise By-law.

Given the permitted uses, there is no reason for planning staff to have concern that the proposed uses would produce obnoxious odours that would have an undue impact on adjacent uses. There are many examples in Collingwood of restaurants operating in close proximity to dwelling units without reported issues. No restaurant uses are currently proposed in the units adjacent to the Hughes Street dwellings. Waste management would occur west of the proposed buildings, opposite the residential dwellings to the east and would be addressed through Site Plan Control.

Lighting: Through Site Plan Control, the applicant will be required to submit a photometric study and light fixture details demonstrating that there is no light spill from the proposed development onto adjacent properties while also ensuring that sufficient lighting is provided for safety and functionality. The parking, deliveries, and waste management functions are proposed to occur on the west side of the proposed commercial buildings, opposite the residential dwellings along Hughes Street to the east. As such, it is anticipated that lighting at the rear of the commercial buildings, which is intended to be exclusively landscaped, would be minimal. Headlights would not be directed into the rear yards and windows of adjacent dwellings.

Brands and Tenure: Zoning By-laws can regulate use, but they cannot control brands (e.g. No Frills vs. Metro) or tenure (e.g. condominiums vs. rental apartments). The owner determines what brands can operate on the subject lands in accordance with the permitted uses. Similarly, the owner can determine the tenure of the residential dwelling units.

Stormwater Management: A Stormwater Management Report was submitted in support of the application and reviewed by Development Engineering with no concerns identified. Stormwater quantity will be managed with an underground storage tank and rooftop controls on proposed Building 5 (i.e. supermarket) with the Hamilton Drain as the outlet. Drainage from the parking lot will also be subject to quality controls. Further review of stormwater management detailed design for the site will occur through Site Plan Control once designs are finalized.

Property Values: The Town cannot control real estate values, but with compatible development and mitigation of adverse impacts (e.g. through building placement, landscaping, sensitive location of waste or delivery facilities, etc.) there is little reason to expect that adjacent property values would be negatively impacted by the proposed development. Further, in absence of these applications, the owners could construct any uses permitted in the C5 zone as-of-right, which includes a wide variety of intensive commercial and related uses, through Site Plan Control and without public input. The zoning on the lands was in place at the time the neighbouring subdivision was constructed and publicly available to the purchasers.

Commercial Market Impacts: A Commercial Market Impact Study was submitted in support of the application and peer reviewed on behalf of the Town. The study and peer reviewers have concluded that there is local market demand to support an additional supermarket, pharmacy, and retail commercial establishments on the subject lands without adverse impacts to downtown retail, other supermarkets, and established retail

elsewhere in town. The Collingwood Downtown Business Improvement Area (BIA) was given the opportunity to review both the Commercial Market Impact Study and peer review comments and has not raised any concerns with the proposal. Economic Development staff have also provided comments noting the following:

- Construction and operation represent short and long-term employment opportunities;
- Additional residential units expand the customer base for neighbourhood and downtown businesses;
- The proposed uses are service and neighbourhood-oriented in contrast to the specialty and boutique retail that represents most downtown businesses; and
- Providing additional retail opportunities within Collingwood reduces retail leakage of residents to neighbouring municipalities.

Staff Report P2026-11 was also forwarded to Department Heads on March 24 and 31, 2026 and March 31, 2026 and the content of this report responds to the feedback received.

4. Applicable Policy or Legislation

- *Planning Act*;
- Provincial Planning Statement (2024);
- Simcoe County Official Plan (2016);
- Town of Collingwood Official Plan (2004, as amended);
- Town of Collingwood Official Plan (2024, as amended);
- Town of Collingwood Zoning By-law 2010-040, as amended; and
- Town of Collingwood Urban Design Manual (2010).

5. Considerations

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

Sustainable Connected Vibrant Responsible

Services adjusted if any

Not Applicable

- Climate Change / Sustainability: The proposal represents intensification in a strategic growth area within a primary settlement area adjacent to an existing neighbourhood and contributes toward creation of a complete community and the reduction of urban sprawl.
- Communication / Engagement: Public Engagement has occurred
The proposed development has been posted on the Town’s major development webpage and Notice of Complete Application and Public Meeting for the concurrent Official Plan and Zoning By-law Amendments were published in the *Collingwood Today* online newspaper and circulated to property owners within 120 metres of the subject lands. A public meeting was held on July 28, 2025. As a courtesy, members of the public that expressed interest in or requested notice related to the applications were emailed to advise of this staff report proceeding to Committee of the Whole.
- Accessibility / Equity, Diversity, Inclusion: Other:
The proposed development has been preliminarily reviewed in the context of *Accessibility for Ontarians with Disabilities Act* (AODA) regulations. Detailed review would occur through Site Plan Control.

- ☒ Registered Lobbyist(s) relating to content: David Finbow on behalf of Charis Developments Ltd. is a registered lobbyist related to development application discussions on May 25, 2023
- ☒ Rights of Indigenous Peoples ([UNDRIP](#)): The applications were circulated to First Nations and Metis known to have an interest in Collingwood development proposals. Submitted studies include archaeological assessments.

Next steps and future action required following endorsement:

- Notice of Adoption or Refusal for the Official Plan Amendment and Notice of Passing or Refusal for the Zoning By-law Amendment prepared circulated/published
- If adopted, Official Plan Amendment adoption record sent to the County of Simcoe for decision
- 20-day appeal period for the Zoning By-law Amendment following the decision of Town Council
- 20-day appeal period for the Official Plan Amendment following the decision of the County of Simcoe
- Future Application(s) for Site Plan Control
- Future application(s) for Removal of Holding Zone

6. Appendices and Other Resources

Appendix A: Proposed Official Plan Amendment

Appendix B: Proposed Zoning By-law Amendment

Appendix C: Conceptual Site Plan

Appendix D: Written Public Comments

Appendix E: Map of Example Areas with Low Rise Residential Adjacent to Commercial

Resource 1: [Public Meeting Minutes](#)

7. Approval

Prepared By:

Justin Teakle, Senior Planner, MCIP, RPP

Reviewed By:

Lindsay Ayers, Manager, Planning, MCIP, RPP

Submitted By:

Summer Valentine, Director, Growth and Development, MCIP, RPP

CAO Comments:

Endorsed by CAO Skinner on April 2, 2026 to proceed to COW.

Endorsed by CAO Skinner on April 15th to proceed to Council.