

Staff Report P2026-13

Committee 2026-04-20

Council 2026-05-04

Amendments

Submitted To: Committee of the Whole | Council
Submitted By: Summer Valentine, Director, Growth and Development
Prepared By: Claire de Souza, Housing Development Coordinator
Erica Rose, Community Planner
Subject: Proposed Zoning By-law Amendment – 4 Elm Street
Town File No. PLZAMA2025428

Recommendation

THAT Staff Report P2026-13, “Proposed Zoning By-law Amendment – 4 Elm Street”, dated April 20, 2026, 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 the lands municipally addressed as 4 Elm Street. The proposed Zoning By-law Amendment (see Appendix ‘A’) would rezone the subject property from Resort Commercial (C3) to Residential Second Density Exception Thirty-Seven (R2-37) to permit a residential building containing four (4) residential units, including one (1) main dwelling unit and three (3) Additional Residential Units (ARUs). The R2-37 Zone would also establish site-specific provisions to address a zoning conformity matter due to the phased construction of the proposed

development. These include increased maximum height and a reduced minimum interior side yard for a detached accessory building containing two (2) ARUs.

The Town's 2024 Official Plan was adopted by the County of Simcoe on September 24, 2024; however, the Ontario Land Tribunal (OLT) subsequently received sixteen (16) separate appeals. At this time, some of the appeals remain active, and the proposed Zoning By-law Amendment would not come into full force and effect until such time as the appeals are resolved. 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.

This development is being facilitated by the Town's Concierge Service, which offers elevated support for *Planning Act* applications that include affordable housing and/or purpose-built rentals. 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 recommends that the proposed Zoning By-law Amendment be enacted and passed.

2. Analysis

Background

The Owner, Gillian Anderson, has made an application to the Town for a Zoning By-law Amendment to permit and facilitate a residential building containing four (4) residential units, including one (1) main dwelling unit and three (3) Additional Residential Units (ARUs) on the subject property. It is the Owner's intent that the resulting residential units be offered as rentals.

Property Description

Per Figure 1, the subject property is located on the west side of Elm Street. The property is approximately 0.083 hectares (0.2 acres) in size and has approximately 20 metres of frontage on Elm Street. The property contains an existing single-detached dwelling with one (1) ARU.

Lands surrounding the subject property include a mix of Commercial and Residential properties to the north, Low-Density Residential properties to the east, Commercial properties and Harbourview Trail to the south, and Commercial properties to the west. The subject property is legally described as PLAN 73 PT LOTS 1 & 2.



Figure 1: 2025 Aerial Image of Subject Property

Source: Simcoe County GIS Maps

Proposal

The proposed Zoning By-law Amendment (see Appendix 'A') would rezone the subject property from Resort Commercial (C3) to Residential Second Density Exception Thirty-Seven (R2-37) to facilitate the construction of a residential building containing four (4) dwelling units, including one (1) main dwelling unit and three (3) ARUs. The R2-37 Zone would also establish site-specific provisions including increased maximum height and a reduced minimum interior side yard for a detached accessory building containing two (2) ARUs to address a temporary zoning conformity matter due to the phased construction of the proposed development.

Per Figures 2 and 3, the Owner is proposing to develop the site in two (2) phases. As noted, the subject property currently contains an existing two-storey single-detached dwelling with one (1) ARU. The first phase would include the construction of a new two-storey detached building in the rear yard with two (2) ARUs while maintaining the existing single-detached dwelling and ARU in the front yard. The second phase would involve the demolition of the existing single-detached dwelling and ARU and an addition to the building constructed in Phase 1, containing two (2) dwelling units. Once completed, the built form would be one residential building comprised of one (1) main dwelling unit and three (3) ARUs, for a total of four (4) dwelling units.

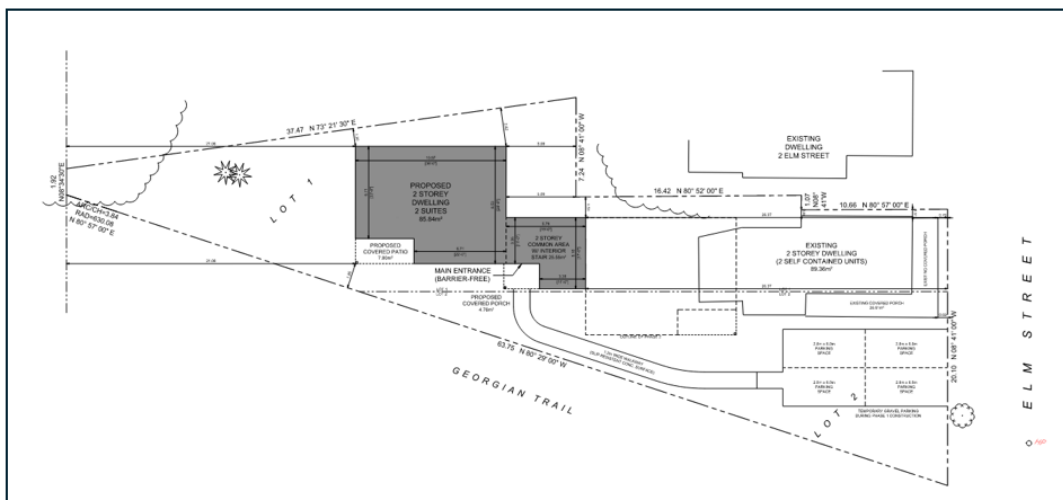


Figure 2: Phase One of the proposed development
Source: Westsmith Design

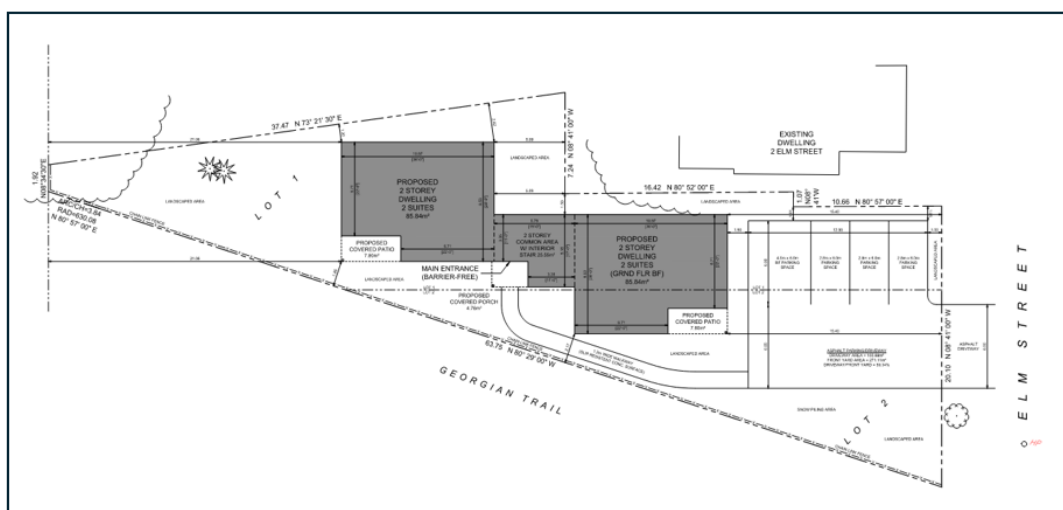


Figure 3: Phase Two of the proposed development
Source: Westsmith Design

Further details regarding the proposed Zoning By-law Amendment are available in the Planning Analysis section of this Report, and the Concept Plan is attached for information purposes only as Appendix 'B'.

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;*
- (p) the appropriate location of growth and development; and,*
- (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,
 - (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.

While the proposed development would not meet the Town's definition of affordability, it adds to the overall market rental housing stock in the Town. The Town's Affordable

Housing Master Plan (AHMP) identifies market-rate rentals as the second prioritized housing type after affordable rentals. As the proposed development represents infill and intensification within an existing neighbourhood serviced by municipal water and wastewater, and near transit, roads, trails, and stormwater management infrastructure, it also meets the intent of the Province's interests in the orderly, efficient, safe, and sustainable development.

Planning Services is satisfied that the proposed development complies with the applicable provisions of the *Planning Act*.

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, 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 2024 PPS applies to any land use planning decision made after the effective date, regardless of when the application 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 proposed development would contribute to a mix of residential densities in the Town and optimize the use of existing municipal infrastructure. The subject property is fully serviced by municipal water and sanitary sewage works. The subject property is also in close proximity to the Collingwood public transit Crosstown, West Route, and Blue Mountain Transit Link, with several transit stops located approximately 200 metres from the property on Balsam Street, First Street, and High Street, thereby representing transit supportive development.

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. The proposed development would contribute to the mix of housing options within the community. Most notably, market rental units are considered the second most important development type to address housing affordability in accordance with the AHMP. The development is in close proximity to three transit routes, and a multi-use trail (Harbourview Trail) immediately abuts the subject property to the south. Further, the subject property is within walking distance of businesses and services located within the First Street corridor. The proposal represents transit and active transportation-supportive housing development.

In consideration of the above, Planning Services is satisfied that the proposed development is consistent with the PPS.

County of Simcoe Official Plan

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

The County's Official Plan identifies four themes of the planning growth management strategy, including:

- 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 that a wide range of land uses in Settlements shall provide an opportunity for people to live, work, shop and find recreation in one compact community, and that Primary Settlement Areas are required to develop as complete communities. 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'* and *'...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 2024 Official Plan

- Schedule “1” *Growth Management Plan* designates the subject lands within a Residential Community Area;
- Schedule “2” *Land Use Plan* designates the subject lands Existing Neighbourhood;
- Schedule “3” *Natural Heritage System* identifies the subject lands within the Adjacent Lands Overlay;
- Schedule “5” *Active Transportation* identifies the subject lands adjacent to a Multi-Use Pathway;
- Schedule “6” *Transportation Plan* identifies Elm Street as a Local Road.

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 ARUs and home-based businesses, and intensification of an appropriate form and scale.

Residential units in Low-Rise and Mid-Rise Buildings and ARUs are permitted built form/uses in the Existing Neighbourhoods designation. The Existing Neighbourhoods designation provides general development policies for intensification, which are summarized below along with staff’s assessment of how the proposed development satisfies these policies. The proposed development conforms to the intensification policies of the Existing Neighbourhoods designation.

General Development Policies for Intensification	Proposed Development Conformity
<p>Intensification initiatives will focus primarily on modest 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</p>	<p>The proposed development is a small-scale residential infill project comprised of one building with four dwelling units, and more specifically one main unit with three ARUs.</p>
<p>Avoid parking, driveways and garages along street frontages, including designs that would lead to parking on the boulevard; these shall be located away from 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</p>	<p>Due to the irregular shape of the lot and the proposed construction phasing, parking is located in the front yard. Though landscaping cannot be controlled through zoning, the concept plan indicates that a planting strip has been included in the front yard to screen the parking area from the street frontage. Planning Services opines that this is acceptable given the scale of the proposal.</p>
<p>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</p>	<p>The proposed building will be setback 15 metres to accommodate the parking area and the irregular shape of the lot. Given the scale of development and the low-rise built form of the surrounding neighbourhood, this is an appropriate setback.</p>

General Development Policies for Intensification	Proposed Development Conformity
<p>The massing and scale of the development shall be compatible with the existing and planned context</p>	<p>The proposed 2 storey building is compatible with surrounding development and satisfies the maximum height provisions for single-detached dwellings in the Residential Second Density (R2) zone.</p>
<p>Main entries shall be located on the front of the building/unit and shall be highlighted in the architectural design</p>	<p>Though zoning cannot control architectural design, this policy has been addressed by the proposal through submission of the concept plan. Due to the irregular shape of the lot, the primary building entrance is oriented toward Harbourview Trail at the centre of the site rather than toward Elm Street. The units located closest to the front lot line feature a covered ground-floor patio and a second-floor deck, with a separate exterior entrance provided for the unit nearest Elm Street, along the building's frontage. All entrances have been further defined through the incorporation of a roof overhang to enhance their architectural prominence.</p>
<p>Ensure that end/corner units display the same level of architectural detail and articulation as that of the main front elevation</p>	<p>The conceptual rendering indicates an intent to provide the same level of architectural treatment on all sides of the building. See zoning tool limitations noted above.</p>

General Development Policies for Intensification	Proposed Development Conformity
<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>The site plan includes a 1-metre landscaping strip along the front lot line to enhance the streetscape and screen the parking area from the street frontage. See zoning tool limitations noted above.</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>	<p>Similar to above, a 1-metre landscaping strip is provided along the front lot line to enhance the streetscape and screen the parking area from the street frontage, creating a visually appealing presence along the street. See zoning tool limitations noted above.</p>

In consideration of the foregoing, it is the opinion of Planning Services that the proposed development meets the general intent and purpose of the intensification policies of the Existing Neighbourhoods designation.

The Existing Neighbourhoods designation also has compatibility policies that encourage development which is consistent with the Town’s Urban Design Manual where it is feasible to regulate through suitable provisions in the Zoning By-law to ensure compatibility with existing development in the area. This can include maintenance of existing building heights, setbacks, and separations. The proposed development represents a minor infill development, creating four dwelling units in a proposed residential building on a residential lot. Infill development of this nature is permitted as-of-right on urban residential parcels of land in the Town’s Zoning By-law and it is the opinion of Planning Services that the proposed development is compatible with the surrounding built form and meets the general intent and purpose of the applicable policies. The subject Zoning By-law Amendment is primarily required to facilitate the proposed development in advance of the Town’s comprehensive Zoning By-law Update, which will implement the 2024 Official Plan.

Land Use/Built-Form Specific Policies

Low-Rise Buildings shall have a maximum building height of 3 storeys or 11 metres, whichever is less. Built forms that are considered to be Low-Rise Buildings include single detached, duplex and semi-detached dwellings, triplex and fourplex dwellings, and ARUs. The proposed development is 8.48 metres in height, which meets the Low-Rise Building maximum height policies.

The Low-Rise Buildings density policies are presumed to be currently under appeal. These density policies require a minimum density of 10 units per net hectare and a maximum density of 40 units per net hectare, excluding ARUs. The proposed development is considered a single-detached dwelling with three ARUs. The proposed development has a density of 12 units per net hectare, meeting the minimum density requirements.

Additional Residential Units

Up to four residential dwelling units (1 dwelling unit and 3 ARUs) are permitted on any parcel of urban residential land that accommodates a 'house', including a single detached, semi-detached, or townhouse dwelling. The development of up to four dwelling units on a property can take different forms, including (in part):

- ii. A maximum of 4 residential dwelling units within a house provided that no building or structure ancillary to the house contains any residential units.
- iii. A maximum of 2 residential dwelling units within a building or structure ancillary to the house if the house contains no more than 2 residential units and no other building or structure ancillary to the house contains any residential units.

Furthermore, ARUs shall only be created and used in accordance with the Zoning By-law, which will establish matters such as height, minimum setbacks and parking requirements.

The proposed development will ultimately include one building with four (4) dwelling units, including one (1) primary unit and three (3) ARUs. Due to the phased construction approach, Phase 1 will include the creation of one ARU in a detached building, ancillary to the existing single detached dwelling on the property. Phase 2 will involve the

demolition of the existing single detached dwelling and an addition to Phase 1, creating a building with four (4) dwelling units total. The ARU provisions of the Zoning By-law have been met, save and except for the required minimum interior side yard and maximum building height for the 'interim' detached accessory building, due to the phased construction approach.

The Adjacent Lands Overlay

The lands are located within the Adjacent Lands Overlay due to the proximity of the subject property to the Environmental Protection Designation. Adjacent Lands may have ecological functions or linkages that are important to the long-term health of the features and functions of the Natural Heritage System. Proposed development within the Adjacent Lands overlay typically triggers the requirement for an Environmental Impact Study (EIS).

Where an application for development or redevelopment within the Adjacent Lands Overlay is minor in nature, the Town may scope or waive the requirements for an EIS. Due to the minor nature of the proposed development being a resultant four-unit residential structure within an established neighbourhood on a previously disturbed lot that currently contains an existing dwelling, and in consideration that no significant natural heritage features have been identified on or immediately adjacent to the subject property, Planning Services has waived the requirement for an EIS.

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

Official Plan Appeals

The proposed Zoning By-law Amendment requires the Existing Neighbourhoods and Land Use Built-Form Specific policies of the 2024 Official Plan to be in force and effect in order to conform with the Official Plan. While it is understood that the Existing Neighbourhoods policies are no longer under appeal, one of the Land Use/Built-Form Specific Policies for Low-Rise Buildings remains under appeal. As such, the Zoning By-law Amendment would not come into force and effect until the applicable appeal is resolved, should Council approve the proposed Zoning By-law Amendment.

Town of Collingwood Zoning By-law

The Town of Collingwood Zoning By-law 2010-040, as amended, zones the subject property Resort Commercial (C3). The existing single-detached dwelling was established prior to the current Zoning By-law coming into effect and is considered legal, non-conforming.

As previously noted in this Report, the Zoning By-law Amendment proposes to rezone the subject property to Residential Second Density Exception Thirty-Seven (R2-37) to facilitate a residential development containing four (4) dwelling units. The site-specific exceptions are required to address a zoning conformity matter due to the construction phasing the proposed development. The following exceptions will apply to a maximum of one (1) detached accessory building containing a minimum of two (2) Additional Residential Units:

- Maximum height (detached ARU): 8.48 m (increase of 0.98 m)
- Minimum interior side yard (detached ARU): 1.3 m (decrease of 0.2 m)

With the exception of the proposed site-specific exceptions noted above, the proposal otherwise complies with the provisions of the R2 Zone and the general provisions of the Town's Zoning By-law.

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

Based on the land-use planning analysis and the Town's development review process, Planning Services confirms that the submitted proposal is in conformity to or consistent with the relevant land use planning instruments and has considered input from internal/external commenting agencies. Further, Planning Services is of the opinion that the proposal to establish four (4) dwelling units on the subject property in two phases to

effectively create one residential building is appropriate given the findings of the submitted supporting reports, the Town's residential intensification policies to create ARUs, and based on the surrounding neighbourhood context with the lands to the east mostly being comprised of low-density residential development. 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 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 with the application and confirmed and/or reviewed by the applicable experts:

- Planning Justification Report, prepared by Plan Wells Associates, dated October 2025; and
- Functional Servicing Brief, prepared by Tatham Engineering, dated October 21 2025.

The Town held a Statutory Public Meeting regarding the proposed Zoning By-law Amendment on December 15, 2025. The Public Meeting minutes are included as Resource 1. No oral submissions were provided by members of the public at the public meeting, and no written submissions were received. Members of Council inquired about the impact the 2024 Official Plan appeals may have on the proposed Zoning By-law Amendment and Planning Services confirmed that the *Planning Act* allows Council to pass a by-law that does not conform with the Official Plan, but will conform when the amended Official Plan comes into effect.

Staff Report No. P2026-13 was forwarded to Department Heads on March 17, 2026, 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:

Sustainable Connected Vibrant Responsible

Services adjusted if any

Not Applicable

Climate Change / Sustainability:

Positive impact on climate

change/sustainability (decreases GHG emissions)

The proposal 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.

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 meters of the subject property. A Public Meeting was held on December 15, 2025.

Accessibility / Equity, Diversity, Inclusion: Not Applicable

Registered Lobbyist(s) relating to content: Not Applicable

Rights of Indigenous Peoples ([UNDRIP](#)):

The application was circulated to First Nations and Metis known to have an interest in Collingwood development proposals.

Next steps and future action required following endorsement:

- Notice of Decision prepared and circulated/published
- 20-day appeal period
- Zoning By-law Amendment would not come into force and effect until the applicable appeals to the 2024 Official Plan are resolved

6. Appendices and Other Resources

Appendix A: Zoning By-law Amendment

Appendix B: Preliminary Concept Plan

Resource 1: [Public Meeting Minutes](#)

7. Approval

Prepared By:

Claire de Souza, MCIP, RPP, Housing Development Coordinator

Erica Rose, MCIP, RPP, Community Planner

Reviewed By:

Lindsay Ayers, MCIP, RPP, Manager, Planning

Reviewed By:

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

CAO Comments:

Endorsed by CAO Skinner on April 15, 2026 to proceed to COW.