



BRIDGEWATER ON GEORGIAN BAY

Planning Justification Report
July 2018



BRIDGEWATER ON GEORGIAN BAY
PLANNING JUSTIFICATION REPORT

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TABLE OF CONTENTS

EXECUTIVE SUMMARY

1. PURPOSE	2
2. SITE DESCRIPTION	3
3. SURROUNDING LAND USES	5
4. PROPOSAL	5
4.1. Zoning By-law Amendment	6
4.2. Draft Approval Conditions Modification	8
5. BACKGROUND	8
5.1. Preconsultation	8
6. PLANNING ACT	9
7. POLICY CONSIDERATIONS	10
7.1. Provincial Policy Statement	10
7.2. Growth Plan	11
7.3. Simcoe County Official Plan	13
7.4. Town of Collingwood Official Plan	14
8. SUPPORTING STUDIES/REPORTS	18
Environmental – EIS Report	19
Engineering – Functional Servicing Report	19
Traffic – Traffic Impact Report	19
9. SUMMARY/CONCLUSION	20

FIGURES

- Figure 1 Location and Context
- Figure 2 Existing Approved Draft Plan
- Figure 3 Development Concept Plan 2018
- Figure 4 Existing Zoning
- Figure 5 County Simcoe Official Plan Schedule 5.1
- Figure 6 Collingwood Official Plan Schedule 'A', Land Use
- Figure 7 Collingwood Official Plan Schedule 'B', Environmental Protection
- Figure 8 Collingwood Official Plan Schedule 'C', Residential Density
- Figure 9 Collingwood Official Plan Schedule 'F', Urban Structure

APPENDIX 1 Proposed Zoning By-law Amendment

EXECUTIVE SUMMARY

The Bridgewater On Georgian Bay (Bridgewater) is located on the north side of Highway 26 West in the Town of Collingwood. The lands comprise 37.2ha and are designated “Medium Density Residential” and “Environmental Protection” in the Town’s Official Plan. The lands are currently zoned R3 (Residential Third Density) with exceptions reflecting specific uses, REC (Recreational) and EP (Environmental Protection).

This report presents and reviews an application to amend the Collingwood Zoning By-law to recognize an updated development concept plan by replacing the various residential zone exception provisions with one exception that will reflect an increase in permitted dwelling units. Under existing zoning provisions 328 dwelling units are allowed in a variety of housing forms that include: single detached, semi-detached, townhouse, group or cluster and, apartment dwelling types. The existing density is calculated at 27.5 units per ha (328u/11.92ha).

The subject proposal is to rezone the lands to allow 655 units comprising a similar range of unit types including single, semi, townhouse and apartment type dwellings. The resulting density is 55 units per ha (655u/11.92ha). No changes to the existing REC and EP zone boundaries or provisions are proposed. No changes to the Official Plan are proposed.

In addition to this planning report the application is supported by an environmental report, engineer servicing report and a traffic report. These reports are updates to previous extensive reports submitted in support of the original application that resulted in the existing approvals.

The result of the subject application will be an amendment to the Zoning By-law enabling medium density residential development along with concurrent minor amendments to the existing conditions of Draft Approval.

Upon review of the Provincial Policy Statement, the Growth Plan, the Simcoe County Official Plan and the Town of Collingwood Official Plan along with technical studies noted herein, it is concluded that the proposed amendments are consistent with Provincial policy, conform to the intent of the Simcoe County Official Plan and, conform to the intent of the Town of Collingwood Official Plan.

1. PURPOSE

In March, 2017 Travis & Associates was retained by The Preserve On Georgian Bay Inc (Consulate Developments, Ontario, Inc.) to provide planning advisory services for a land use proposal to amend the Town of Collingwood Zoning By-law in order to appropriately zone an updated land use development concept on the subject lands. In addition, the existing Draft Approval conditions would require a minor modification to reflect the scope of the updated concept plan. Retained services also included the preparation of a Planning Justification Report (PJR) and submission of applications to amend the Zoning By-law and conditions of Draft Approval.

The purpose of this PJR is to present and assess the proposed amendments to the Town of Collingwood Zoning By-law. In particular, this report will:

1. Describe the existing land use context
2. Explain the planning approvals proposal
3. Identify applicable land use planning policy considerations
4. Review supporting technical documents
5. Provide a professional planning analysis
6. Summarize findings

2. SITE DESCRIPTION

The subject lands have a municipal address of 11644 Highway 26, Collingwood, Ontario. Legally, the lands are referred to as comprising Part Lots 48, 49 and 50 Concession 11, Town of Collingwood, County of Simcoe (see **Figure 1: Location and Context**, below).

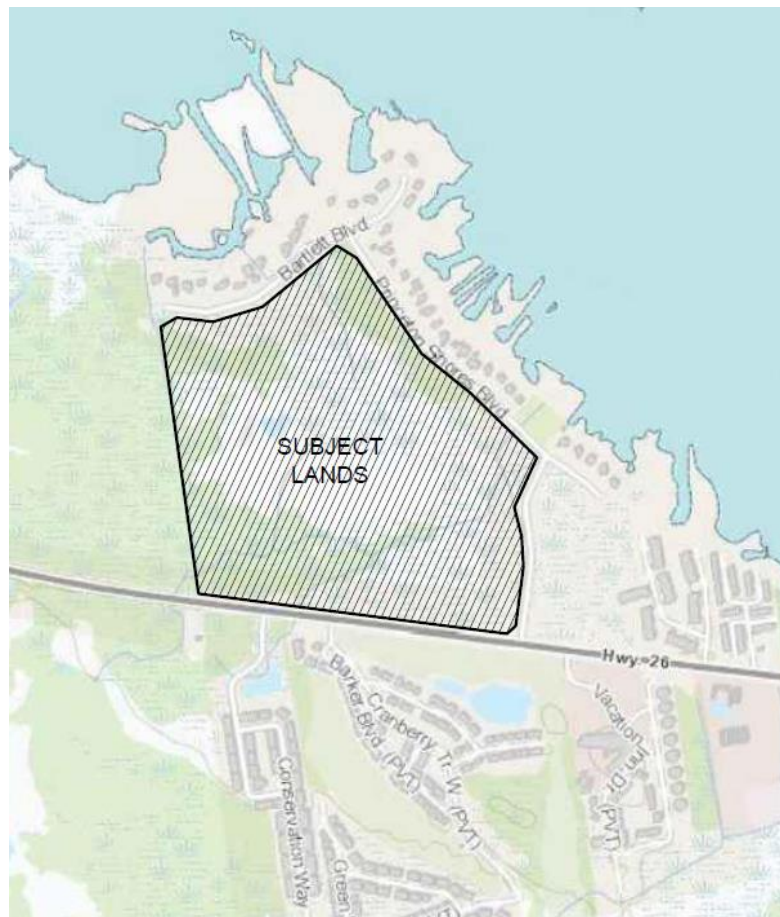


Figure 1: Location and Context

The subject lands are currently vacant and comprise approximately 37.2ha with a 603m frontage along the north side of Highway 26. The lands are generally flat and consist of open fields, treed areas and wetlands.

More specifically, the subject lands comprise 19 blocks in an approved Draft Plan of Subdivision (**Figure 2**, below). The development area is primarily Block 1. However, for purposes of calculating density, the following Blocks are identified as comprising the non-environmental lands (EP):

Block 1	Variable Residential	11.08ha
Block 3	Greenland Channel	0.54ha
Block 14	Woodlot Open Space	0.30ha
TOTAL		11.92ha

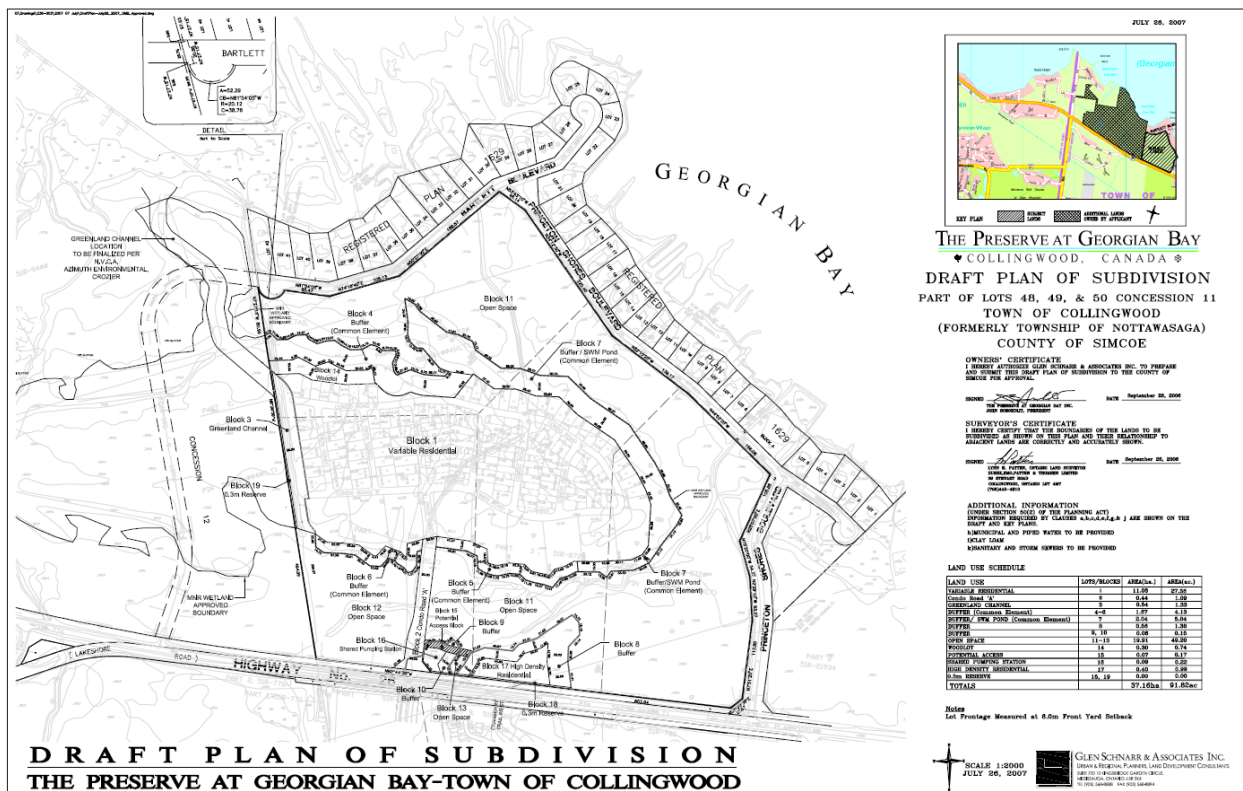


Figure 2: Existing Approved Draft Plan of Subdivision

The subject lands are capable of being on full municipal services. The lands are designated in the Town's Official Plan for "Medium Density Residential" and "Environmental Protection" uses. Land uses in the immediate area include single detached, townhouse and mid-rise apartment condominium dwelling units, golf course and associated recreational uses, landscape nursery, private school and environmental open space.

Princeton Shores Boulevard and Bartlett Boulevard are situated to the north. The proponent also owns adjacent property to the west of the subject lands.

3. SURROUNDING LAND USES

The subject lands are bordered on the north by well-established lower density residential dwellings along Princeton Shores and Bartlett Boulevard. To the east is an environmental protection area and the relatively new medium density development referred to as Wydewood Cove. South of the subject lands are medium density residential developments primarily associated with the Cranberry Golf Course and, the Georgian Bay Hotel and Conference Centre complex. To the west are environmental lands and a future potential development block (owned by the proponent). These surrounding lands uses are shown in **Figure 1**.

Overall, the subject lands are situated in a neighborhood dominated by medium density residential condominium developments to the east and south, environmental lands and open space lands associated with the Cranberry Golf Course. The neighborhood can be characterized as comprising a range of residential types and densities interspersed with various environmental and recreational open space uses.

4. PROPOSAL

The proposal is to amend the Zoning By-law to enable development of the lands more in keeping the upper range of the existing Official Plan “Medium Density Residential” land use designation. The maximum density under provisions of the Town of Collingwood Official Plan is 55 units per ha.

The proposal is based on a revised development concept plan (Guthrie Muscovitch Architects June 2018) as shown in **Figure 3**, below. This updated development concept plan is the result of several months of internal review and study of the Collingwood market and the design and configuration of a viable neighborhood within the confines of available development lands defined in the approved Draft Plan (**Figure 2**) and achieving the maximum allowable density.

The subject application seeks to rezone the lands to allow 655 units and to allow the same range of units types as permitted currently. The resulting density is 55 units per ha (655u/11.92ha). No changes to the existing REC and EP zone boundaries or provisions are proposed. No amendment to the Official Plan is proposed. It is proposed however, to assign a maximum 116 apartment types.

The unit types envisaged are 3 storey townhouse units located around the perimeter of the site and, 3 storey back to back townhouse dwelling types in the interior of the site. The proposed 4 storey apartment building is more or less centered in the west portion of the site and oriented to provide an important visual anchor feature at the entry. The apartment building on the subject lands is strategically positioned in order to balance the neighborhood design benefit of a visual focal point upon entry to the

site with a recognized design intent to have the building appropriately centralized in the west portion of the development block (**Figure 3**). Again, the concept plan is intended to illustrate the maximum density.

Additional site plan detail will be developed as part of a subsequent site plan review and approval process.

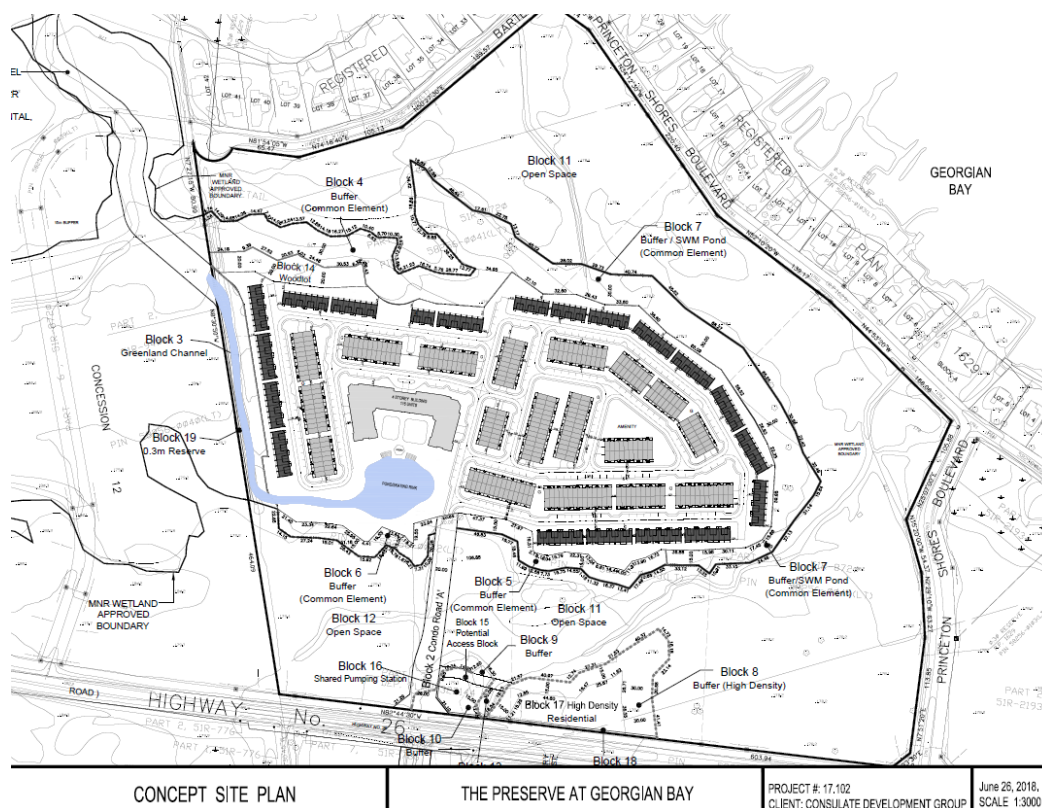


Figure 3: Development Concept Plan, 2018

4.1 Zoning By-law Amendment

Town of Collingwood Zoning By-law 2010-42 zones the subject lands “R3” with four exceptions, “REC” and “EP” (**Figure 4**). The subject application does not seek to amend the “REC” or “EP” zone boundaries or provisions. The four exceptions apply to five distinct portions of the subject lands.

Existing residential Zoning Exceptions are summarized as follows:

- R3-5 71 units: singles, semis, duplex dwelling types
- R3-12 95 units: townhouse, group, cluster dwelling types
- R3-23 54 units: apartment, group, cluster dwelling types
- R3-24 108 units: apartment, group, cluster dwelling types

Under existing zoning, a maximum of 328 units are permitted which consist of a variety of low and medium density dwelling types.

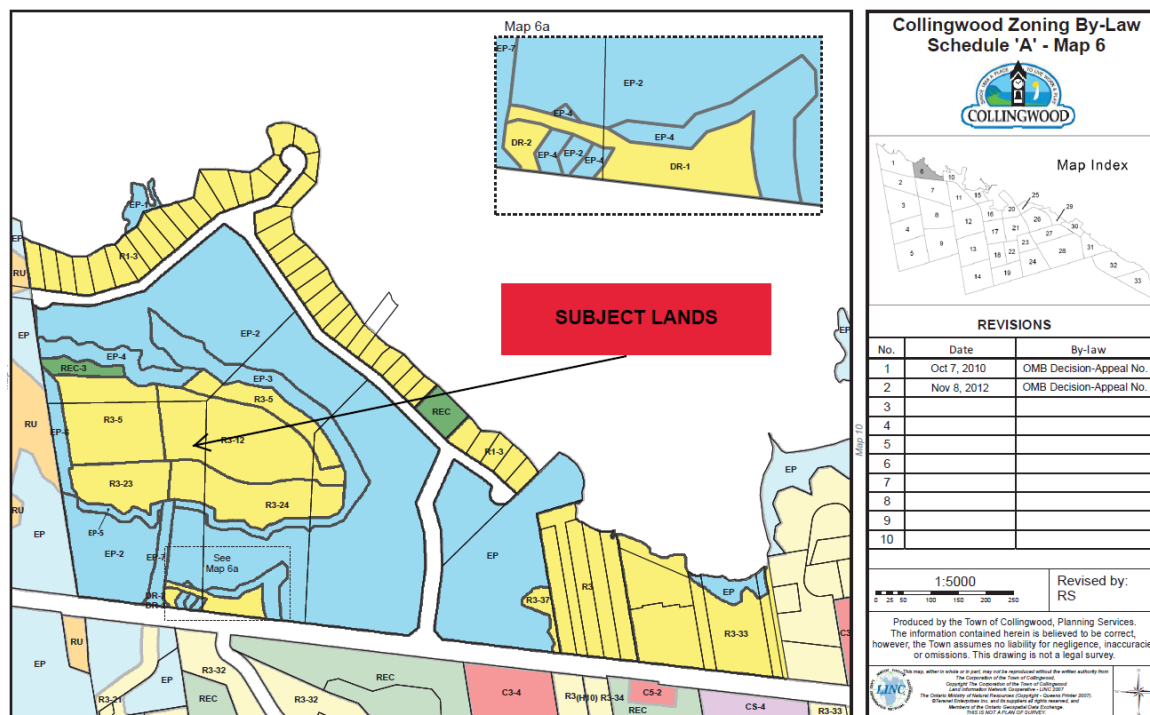


Figure 4: Existing Zoning – Map 6

The proposal is to amend the Zoning By-law provisions by deleting the current four exceptions and replacing with one exception that will allow for a maximum of 655 units comprising townhouse and apartment type dwelling units. The proposed Amendment is included in Appendix 1 herein and includes the following proposed regulations:

- Uses shall be limited to single detached, semi-detached, townhouse, group or cluster dwellings and one apartment building.
- The number of dwelling units in the entire area within this zone shall not exceed six hundred and fifty-five (655).
- The following zoning exceptions shall apply;
- For an apartment dwelling;
 - Minimum front yard 6.0m
 - Minimum interior and exterior side yard 6.0m
 - Minimum rear yard 6.0m
 - Maximum height 15.0m & 4 storeys
 - Minimum setback from the EP zone 55m

4.2 Draft Plan Approval Modification

In addition to amending the Zoning By-law, the subject proposal seeks a minor change to the existing conditions of Draft Approval. Condition 1. j. k. and l. refer to specific unit types as follows:

- j. 71 – Single Detached Dwellings (Block 1)
- k. 87 – Townhomes (Block 1)
- l. 162 – Three Storey Walk-up Apartment Units (Block 1)

In order to implement the requested Zoning By-law amendment, Condition 1 will need to be modified by deleting j. k. and l. and replacing with one reference to

“j. a maximum of 539 townhouse and 116 apartment type dwelling units”

and, re-numbering existing “1.m.” to “1.k”.

In addition, the Draft Approval is set to lapse on February 26, 2019 (see section 5. Background). It is also requested that on the basis of this application the Draft Approval be extended a further three years.

5. BACKGROUND

Development of the subject lands was subject to an appeal to the Ontario Municipal Board. Draft Plan approval was granted through OMB Order No. 2517 on September 14, 2007. Zoning on the subject land was also approved through the same Board Order. These zoning provisions were carried forward in the comprehensive town wide zoning review resulting in Zoning By-law 2010-040.

Since 2007 the Town has granted four extensions to this Draft Approval: August 2010; June 2013; June 2016, and; January 2018. The more recent extensions have followed on the basis of the Owner’s ongoing design refinements and development partnership arrangements. The current Draft Approval lapses February 26, 2019.

5.1 Preconsultation with Town

In addition to meetings with Planning Staff throughout 2017 and 2018 to review project status, design reviews and various file update matters, the following formal consultations were held.

In May 2016 a formal Preconsultation meeting was held with the Town’s Development Technical group. In this process, the Owner introduced an updated development concept designed to maximize the allowable density on the subject lands. In summary, the result of that process were the following main points:

1. The existing Official Plan maximum density of 55 upha must be respected (Town).
2. The EP land boundaries as defined in the Zoning By-law must be respected (Town).
3. Updates to the previous servicing, drainage and traffic studies should be undertaken (Town).

4. The proposal would contribute towards the Town's density target (Simcoe County).

A second meeting with the Development Technical group was held on November 30, 2017 primarily to address the matter of the Owner's request for an extension to Draft Approval. The above-noted points were reiterated along with the following additional main points:

1. Staff could support a limited extension in order for the Owner to update the required studies and concept plans (Town).
2. Natural hazards, natural heritage and stormwater management matters of interest can be addressed through conditions of Draft Approval (NVCA).

The preconsultation process resulted in soliciting responses from key agencies that assisted in the scoping and preparation of the supporting documents to be submitted with the applications. Based on the information circulated for these consultations, no major objections were identified through this process.

6. PLANNING ACT

The *Planning Act* is the legislated basis for land use planning in Ontario. It provides for policy and regulatory direction and permissions for how land use is controlled. Section 1 provides for the legislated purposes of the *Planning Act*. In particular, Subsections 1.1 (a) and (b) note that among others, two purposes of the Act are to “*promote sustainable economic development in a healthy natural environment*” and, to “*provide for a land use planning system led by provincial policy*”. ***It is submitted that the subject proposal is aligned with and implements the stated purposes.***

Sections 2 and 3 of the Planning Act require that planning decisions shall have regard to “*matters of provincial interest*”, as well as “*be consistent with*” provincial policy statements and, “*conform with*” provincial plans. The proposed Official Plan and Zoning By-law Amendments that are the subject of this PJR are more specifically governed by Sections 16 (1), 22, 22 (4), 34 (1) and 34 (10.1) of the *Planning Act*.

With regards to land use controls, Section 34 provides the basis for Zoning By-laws. Addressing Subsection 34(1), it is submitted that the proposed ZBA appropriately regulates and restricts the “*use of land*” as well as the “*erection, locating or using of buildings*”. Subsection 34 (10.1) requires provision of prescribed information. This prescribed information is specified under provisions of Ontario Regulation 545/06. It is submitted that the prescribed information is provided through this PJR, the completed Application for a Zoning By-law Amendment and, the supporting Reports and Studies reviewed in Section 8 herein. ***It is submitted that the proposed ZBA provisions in addition to applicable provisions of the comprehensive By-law 2010-040 complies with the direction and policies of Section 34 of the Planning Act.***

In summary, the subject application complies with the purpose of the Planning Act and with applicable provisions concerning Zoning By-laws.

7. PLANNING POLICY CONSIDERATIONS

The Lands are located in Collingwood, Ontario and are therefore subject to several layers of policy direction. The two provincial level policy instruments are the Provincial Policy Statement, 2014 (the “PPS”) and, the Growth Plan for the Greater Golden Horseshoe, 2017 (the “Growth Plan”). The two municipal policy instruments are the County of Simcoe Official Plan (the County Official Plan) and, the Town of Collingwood Official Plan (the Town Official Plan). This Section considers the subject applications in the context of these hierarchical policy instruments.

7.1 Provincial Policy Statement

The Provincial Policy Statement, 2014 (the “PPS”) is a province wide planning policy directive on matters of provincial interest related to land use planning and development.

Under Part I the PPS explains that provincial plans and municipal official plans “provide a framework for comprehensive, integrated, place-based and long-term planning that supports and integrates the principles of strong communities, a clean and healthy environment and economic growth”. Part II summarizes the legislative authority for the PPS. The PPS is issued under authority of Section 3 of the *Planning Act*. Accordingly, decisions affecting planning matters “shall be consistent with” the PPS. Part III provides direction on how to read the PPS including that it PPS be read in its entirety. In Part IV, the vision for Ontario’s planning system is detailed and includes the ideal that strong communities along with a clean and healthy environment and a strong economy are “inextricably linked”. Part V provides a series of policies under three key approaches to sound land use planning, namely: Building Strong Communities; Wise Use of Management of Resources, and; Protecting Public Health and Safety.

The entire PPS has been reviewed. The following summarizes Part V policies that are specific to the subject application by way of being land use and “place-based”.

Section 1: Policies are geared to “Building Strong Healthy Communities”. Under Subsection 1.1.1 policies are directed at sustaining “Healthy, liveable and safe communities”. In this regard efficient development and land use patterns are to be promoted along with provision of a range and mix of residential housing with employment, institutional, recreational, parks and open space uses (1.1.1 a) and b)). In addition, development and land use patterns which may cause environmental or public health concerns are to be avoided (1.1.1 c)). Cost-effective development patterns are to be promoted in order to minimize land consumption and servicing costs are to be promoted (1.1.1 e)). This Section also directs that within settlement areas, sufficient land shall be made available to accommodate an appropriate range and mix of land uses for needs to a time horizon of up to 20 years through intensification and redevelopment (1.1.2). *The subject application seeks to enable a more efficient development pattern contributing to a range of medium density type residential dwellings while providing ample protected open space. It is submitted that the proposal is consistent with Section 1 PPS policy directions.*

Section 1.1.3: Directs that Settlement areas shall be the focus of growth and development with their vitality and growth to be promoted. Furthermore, this policy states that land use patterns shall be based

on density and mix of uses that, among other objectives, can efficiently use land and public services as well as support active transportation. *The subject application apply to lands within an existing settlement area that is fully serviced. The subject proposal represents a land use pattern that is an efficient use of land and public services. In this respect, the proposal is consistent with Section 1.1.3 PPS policy.*

Section 1.4: In Section 1.4 the PPS requires planning authorities to provide for an appropriate range and mix of housing types and densities in a manner that, among other matters, efficiently uses land resources as well as public infrastructure. *The subject proposal would result in a medium density housing form and, will enable development of a relatively large vacant parcel of land on full municipal services. The proposal is consistent with these PPS directions.*

Section 1.6: This Section speaks to promotion of intensification and redevelopment in serviced settlement areas. *The subject proposal is consistent with this direction, in particular Section 1.6.6.2. as the subject application represents an opportunity for intensified development on full municipal services.*

Section 2: This section provides policies addressing the wise use and management of the natural environment and resources. In particular polices in 2.1.4, 2.1.5 and, 2.1.8 direct that development and site alteration shall not be permitted. Environmental Impact Studies (EIS) were undertaken as part of the planning process leading up to the subject proposal. *The EIS concluded that development of the subject lands will not adversely affect the environments identified in this section.*

Section 3: Section 3 provides natural hazards policies. *The above noted EIS exercise concluded that there are no natural environmental hazards on the development component of the subject lands and that the previously established environmental protection area boundaries remain valid and appropriate. In this regard, proposed development of the subject lands can occur while being consistent with the PPS direction.*

In summary, the above demonstrate that the proposed Zoning By-law Amendment is consistent with key relevant PPS policy directives.

7.2 Growth Plan

The Town of Collingwood lies within the boundaries of the Growth Plan for the Greater Golden Horseshoe (the “Growth Plan”). The Growth Plan provides directions guiding the location, nature and, management of growth and development of land. **Schedule 8** to The Growth Plan (2017) designates the Town of Collingwood as a “Primary Settlement Area” within the “Simcoe Sub Area”. A population of 33,400 for Collingwood by 2031 – an increase of some 14,000 is provided for in Schedule 7. It is clear that the Province intends that growth be directed to identified areas within the Plan area, and the “Primary Settlement Areas” is one such category of focus. *Due to location within the Town of Collingwood, the subject proposal conforms to this overall direction.*

Section 1.2.1: Presents guiding principles that include, among other matters: supporting the development of complete communities; prioritizing intensification and higher densities to make more efficient use of

land and infrastructure; and; supporting provision of a range and mix of housing types. ***As the subject application results in enabling higher density residential on existing vacant land that can be serviced with municipal water and sewer, the subject application conforms to applicable key principles of the Growth Plan.***

Section 2: Provides policy directions on “Where and How to Grow”. Growth management policies in Section 2.2.1 2 specifically directs that the “vast majority” of growth shall be directed to settlement areas that: have a delineated built boundary; have existing or planned municipal water and sewer, and; can support the achievement of complete communities. The subject lands lie within Collingwood, can be serviced by municipal water and sewer and, are easily part of an integrated complete community as they have proximity and ready access to a wide range of public and private facilities and services. ***As the subject application relates to vacant lands that can be serviced and will result in a mix of medium density dwelling types, the proposal would conform to these Growth Plan directions.***

Section 3: Provides policy direction for “Infrastructure to Support Growth”. Transportation (3.2.2), Water and Waste Water Systems (3.2.6), and Stormwater Management (3.2.7) policies are primarily applicable in considering the subject application. Regarding transportation, the subject lands are accessed off the existing Highway 26 road system. On the matter of water and waste water, development of the subject lands can be serviced by treated municipal systems that have appropriate capacity. Regarding stormwater management, it is demonstrated through the supporting engineering work that the lands can meet stormwater management standards and not adversely affect the environment or adjacent lands. ***With regards to key servicing directives in Section 3, it is respectfully positioned that the subject proposal conforms to Growth Plan on the basis of location and availability of municipal services.***

Section 4: Provides policy direction on protecting natural systems among other matters. ***The Functional Servicing Report along with the EIS conclude that existing and proposed development can be maintained and achieved without adversely affecting natural systems so in this respect the subject application conform with the Growth Plan.***

Section 5: Addresses Implementation of the Growth Plan. Recognition is made to key implementation tools such as Official Plans and zoning By-laws (Section 5.1) and the need for a coordinated approach with upper and lower tier municipalities (Section 5.2.3). Recently approved policies in the Official Plans for both the County and Town take into account the directions sought through the Growth Plan. ***Establishing the conformity of the subject proposal with the County Official Plan and the intent of the Local Official Plan in Sections 7.3 and 7.4 to this report demonstrates conformity with the direction of Growth Plan implementation policies.***

Section 6: Provides growth policies specific to the Simcoe Sub Area. The policies direct significant growth to communities “where development can be most effectively serviced and where growth improves the range of opportunities for people to live, work, and play in their communities with particular emphasis on primary settlement areas”. ***Collingwood is designated as a primary settlement area and the subject lands represent an opportunity for intensification on full municipal services resulting in conformity with the direction sought by these policies.***

In summary, a review of the subject proposal in light of applicable policies of the Growth Plan it is concluded that the proposed amendment to the Zoning By-law conforms to the overall intent of the Growth Plan and to applicable, specific policies of the Growth Plan.

7.3 Simcoe County Official Plan

Schedule 5.1, "Land Use Designations", to the County of Simcoe Official Plan (see excerpt below) designates the subject lands as being within the Collingwood Settlement Area.

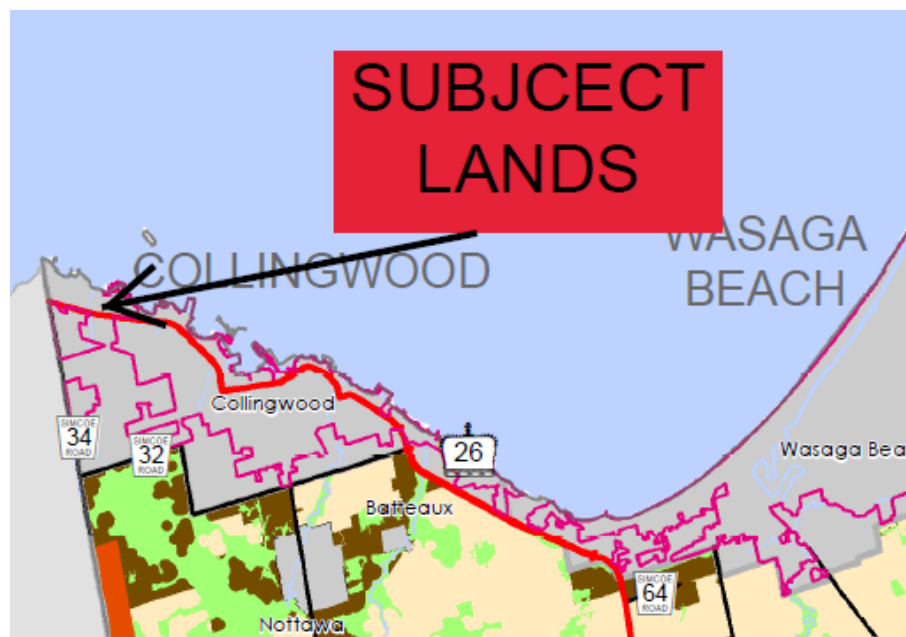


Figure 5: Schedule 5.1 County Official Plan Excerpt

Section 3.1 identifies the following four themes on which the Official Plan is based.

- Direction of a significant portion of growth and development to settlements where it can be effectively serviced, with a 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.
- Development of communities with diversified economic functions and opportunities, and a diverse range of housing options.

The subject lands are situated within the Settlement designation and, as established previously, full municipal services can be provided. The proposed amendment retains the overall intent to provide medium density type residential uses and, protect identified and assessed natural heritage features. The subject proposal will result in more diversified economic use of the lands while adding to a wider range of housing options. *With respect to these attributes to and of the subject application, it is concluded the*

proposal conforms to the intent of the four major Official Plan themes promoted in the Simcoe County Official Plan.

Sections 3.2.3 and 3.2.4 to the County Official Plan directs that the majority of population growth shall be directed to Settlement areas and with municipal services. *On the basis of location and land use, subject proposal conforms to these directions.*

Section 3.3 provides for several policies that are County wide and address natural heritage systems and transportation. As noted previously, engineering studies and the EIS identified adjacent constraints, recommended appropriate protection and recognition through defined development setbacks and concluded that the subject applications can respect these policies. *As a result of engineering and environmental study the subject application is demonstrated to conform to the direction provided by these County Official Plan policies.*

Section 3.5 contains policies addressing Settlement Areas. Overall, the objectives are to focus growth and development within settlements in a location and manner that provides for efficient, compact urban form, on full municipal services contributing to mixed use settlements. *Given the location, servicing, density and land use mix of the proposal, the subject proposal conforms to the intent of the County settlement policies.*

In summary, as the subject lands are located within a designated Settlement Area, that the proposal will result in provision of medium density residential uses on the subject lands on full municipal services it is concluded that the subject application conforms to the intent and direction of the County of Simcoe Official Plan.

7.4 Town of Collingwood Official Plan

The Town of Collingwood Official Plan (Official Plan) was approved by Simcoe County in May 2007. In February 2015, Official Plan Amendment 33 was approved by Simcoe County. This Amendment updated growth policies including the Land Use Schedule and the Residential Density Schedule. The following references provisions of the December 2015 Office Consolidation.

Schedule 'A', Land Use Plan, designates the subject lands as "Residential" (see **Figure 6**). Surrounding and adjacent designations are dominated by "Residential" and "Environmental Protection". These surrounding designations generally reflect existing uses as described previously in Section 3 herein.



Figure 6: Existing Official Plan Land Use – Schedule A

An amendment to Schedule ‘A’ is not required.

Existing Schedule ‘B’, Environmental Protection, identifies lands abutting the north, south and east boundaries as “Category 1 Wetlands” (see **Figure 7**, below). As a result of the scoped EIS conducted as part of this review, these boundaries have been confirmed. Amendments to this Schedule are not required.

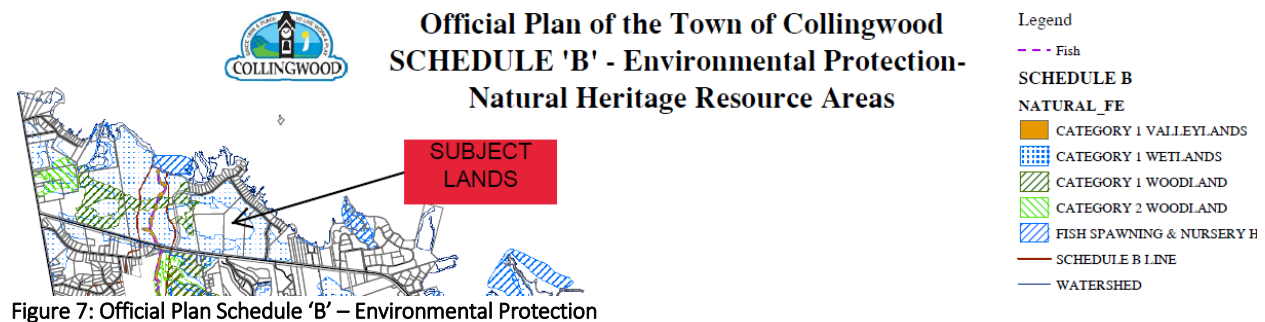


Figure 7: Official Plan Schedule ‘B’ – Environmental Protection

Existing Schedule ‘C’, Residential Density (**Figure 8**, below), designates the subject lands “Medium Density” residential. The density range for the designation requires a minimum density of 20 upha and a maximum of 55 upha. The range of permitted uses includes: single detached, semi-detached, duplex, fourplex, triplex, townhouses, apartments, student dormitories and boarding homes (S. 4.3.2.6). As note previously, the subject proposal is at a residential density of 55 upha. Amendments to this Schedule are not required.

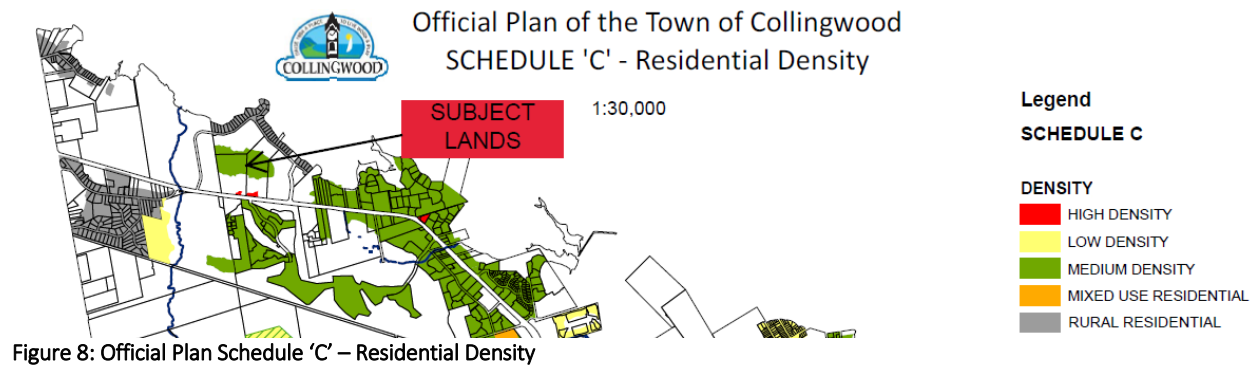


Figure 8: Official Plan Schedule 'C' – Residential Density

Schedule 'F', Urban Structure (Figure 9, below) identifies the subject lands as lying inside the "Green Fields" designation, Lands for Urban Uses. Amendments to this Schedule are not required.

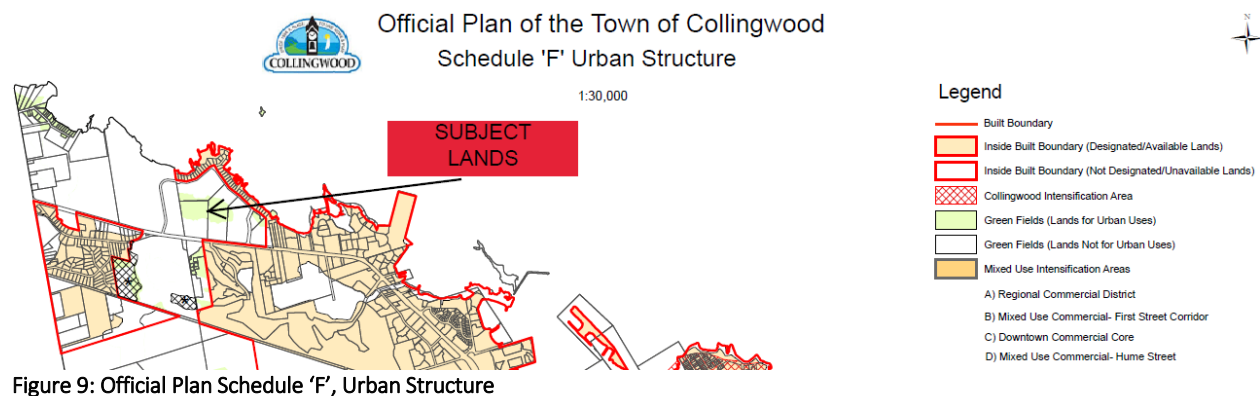


Figure 9: Official Plan Schedule 'F', Urban Structure

Section 1: In the Introduction the Official Plan confirms that all of the Town of Collingwood is considered as Primary Settlement Area in the Growth Plan and the County Official Plan. In addition, the Introduction confirms that the Official Plan is a "dynamic document" that provides for "site specific amendments to facilitate development on the basis of appropriate supporting studies/documentation". *The subject application represents a site specific amendment proposal and includes required supporting studies (see Section 8, below).*

Section 2: Major policy influences are outlined. Section 2 summarizes the overall directions sought in through the PPS, Growth Plan and the County Official Plan. It concludes that the Official Plan was reviewed to ensure that it conforms to such planning policy and principles.

Section 3: General Development principles in Section 3 reiterate that implementation of the Official Plan will result in the development of an "economically strong, vibrant and complete community". To that end, Section 3 provides a list of general principles that must be considered throughout implementation of Official Plan policy 3.1). These general principles include:

- that significant natural and cultural heritage features and resources are protected, conserved and enhanced when possible;
- that new development is protected from flooding and other natural or human made hazards;
- that in accordance with its context, new development is encouraged to be compact in form and include a diverse mix of land uses, a range and mix of employment and housing types, and easy access to local stores and public /private services;
- that public open space, recreation facilities, schools, civic and cultural facilities shall be accessible by pedestrians, cycling and transit;
- that new development is serviced with full municipal water supply and sanitary sewage disposal facilities; and,
- that no by-law is passed which does not conform with the intent of this Plan.

These general principles are addressed by the subject application through: the identification regarding natural and cultural heritage features and hazards; serviceability on full municipal services through the supporting studies (see **Section 8**, below); and; the proposed land use is of a compact urban form. ***The subject application respects and implements applicable principles.***

Section 3 also provides direction on preferred staging of municipal infrastructure, in particular, municipal sewer and water. A major objective of the Official Plan is to “encourage progressive, staged development from existing built-up areas in order to minimize the need for major servicing extensions” (3.5.2.2). The subject lands lie within Serviced Area 2 (Schedule ‘E’) ***and as such, can comply with and implement the full municipal services development principle.***

Development principles affecting Natural Hazards are provided in Section 3.9. Overall, decisions are to protect, improve or restore water quality and, protect property and public from flooding and erosion. As noted previously, these matters are addressed in the supporting engineering and environmental studies provided with this application.

Section 4: Addresses EP boundaries and delineation of same. Section 4.1.3.3 advises that such boundaries on Schedules ‘A’ and ‘B’ have been “conceptually delineated” and that precise locations shall be determined in consultation with the Nottawasaga Valley Conservation Authority (NVCA) at time of consideration of a specific development application. As noted in Section 8, below, the original EIS resulted in identifying EP boundaries and was used as the basis for the existing EP zoning boundary. The EIS update confirms the findings and boundaries. In response to the earlier preconsultation application, NVCA specifically confirmed their matters can be addressed through the existing conditions of Draft Approval. ***In light of the NVCA comments and the subsequent update EIS the subject application does not raise concern with these Official Plan policies.***

Section 4.3.1: Provides overall goals and objectives applicable to residentially designated lands. Emphasis is placed on intensification and redevelopment opportunities before consideration of greenfield development. This speaks the principles of orderly growth, logical extensions of services, compact growth forms and complete communities. Policies in this section also seek housing forms catering to a more affordable market spectrum and contribute to a range and mix of housing forms and densities. ***As the subject application seeks to place a substantial sized parcel of vacant, yet serviceable land into a higher unit yield development residential designation and is located within the existing service areas, the proposal conforms with these overall residential goals and objectives.***

4.3.2.4: Lists a series of General Policies that are applicable to residential designations. With regards to servicing, the Official Plan recognizes that achieving density ranges is contingent upon appropriate

servicing infrastructure. Adequate off street parking is to be provided for all uses and access to residential developments shall be off an open public road system. Appropriate development scale is noted in order to maintain “the small town atmosphere”. There are various residential density designations with each category have a minimum and maximum density range. Finally, the Official Plan looks to adequate buffering or transitions between different density designations and uses. ***Considering the location of the subject lands, the nature and extent of adjacent environmental open space and, the size of the development parcel, it is positioned that the subject applications are able to meet these Official Plan policy directions.***

4.3.2.12: Requires that in support of a Zoning By-law amendment that provisions of Section 4.3 can be addressed as well as: there will be no undue transportation difficulties; the method of servicing accords with town and MOE standards; that adequate community facilities are available; that the proposed development is appropriate for the site, and; that all requirements of the Official Plan are met. ***In these regards the combination of traffic and engineering studies (see Section 8 below) preconsultation meetings with the Town and, the policy review and assessment contained within this report lead to the conclusion that the applicable policy direction and requirements are appropriately addressed and met.***

In summary, the subject application conforms to the general intent of the Official Plan, is able to meet the development performance criteria of the Official Plan as they apply to the different land use categories while at the same time, enabling the municipality to implement key Provincial Policy, Growth Plan and, Simcoe County Official Plan directions, goals and objectives.

8.0 SUPPORTING STUDIES

As a result of preconsultation processes along with a review Official Plan policy, the following reports and studies were identified by municipal planning staff as being required as part of the application submission process:

- i. Environmental – EIS Existing Conditions Update Report
- ii. Engineering – Functional Servicing/SWM Report Update
- iii. Traffic – Traffic Impact Study Update

The EIS update is included with this submission. Prepared by Azimuth Environmental Consulting Inc and Dated July 16, 2018 this update builds upon extensive work in 2007 (Azimuth and Savanta) as well as scoping consultation with the NVCA (March 6, 2018). The report addresses four key tasks as follows:

Task 1. Review composition and structure of vegetation units from original work to confirm habitat conditions are unchanged within the development footprint and adjacent lands. CONCLUSION: “conditions within and adjacent to areas of approved development remain unaltered”.

Task 2. Amphibian and breeding bird surveys. CONCLUSION: Same species calling within same general areas as per previous observations. Same general bird species composition as detected in 2007 work.

Task 3. Species at Risk screening. CONCLUSION: No Bittenut were observed in or adjacent to the development area. No expectation of impact to endangered bats or bat habitat. No Spotted Turtle were observed. Bridgewater lands do not function as habitat for endangered or threatened bird species.

Task 4. Monitor the floristic composition and structure of vegetation communities adjacent to lands approved for development. CONCLUSION: Monitoring of plants related to wetland habitat to be completed August 2018.

In summary, the EIS update undertook four tasks, three of which concluded and supported the findings of the 2007 work. At writing, it is not expected that the floristic monitoring due to be completed in August 2018 will result in constraints affecting the nature and extend of the subject application.

The Functional Servicing and Stormwater Management Report, prepared by C F Crozier and Associates Inc. and dated July, 2018 is also provided with this submission. Section 2 to the report advises of five previous reports, four of which were prepare in support of the 2007 approvals, that were previously presented. The 2018 report concludes that the overall servicing and stormwater management strategy is largely maintained with specific findings and conclusions reflecting the increase in unit yield. The conclusion includes the following observations (Section 9):

1. The subdivision will be fully serviced with municipal water and sewer.
2. Utilities including power, gas, telephone and cable are available.
3. Stormwater management controls will be implemented to treat runoff for quality and runoff purposes.
4. Spill flows and conveyance improvements will eliminate existing flood risk facing properties along Princeton and Bartlett.

Therefore, the proposed development can be fully serviced and, proposed improvements to existing drainage conditions can improve existing conditions with regards to current flood risk for adjacent existing residential properties.

The Traffic Impact Study update is a July 2018 update to the base study report of February 2007, both prepared by C. F Crozier & Associates Inc. The update concludes that the analysis of the operation of intersections at Hwy 26 and Silver Glen Boulevard and, Hwy 26 and Cranberry Trail West are expected to continue operating efficiently under future total traffic conditions ***and that the proposed development can be supported from a transportation operations and safety perspective.***

9.0 SUMMARY/CONCLUSION

The proposed Zoning By-law amendment seeks to introduce provisions that delete the existing four exceptions and replace them with a singular exception that enables a higher unit yield that remains in conformity with the land use and density policies of the Official Plan. The proposed singular exception specifies a maximum unit yield of 655 dwellings and retains for the most part the existing permitted range of residential dwelling types.

From the Provincial perspective, the subject proposal has been demonstrated to be consistent with the PPS and, conform to the policies of the Growth Plan.

In reviewing applicable Official Plan policy, it has also been demonstrated that the subject proposal conforms to the County of Simcoe Official Plan and the overall intent, Goals and Objectives of the Collingwood Official Plan. The location of the subject lands represents a logical area for the Town to utilize as part of mandated intensification targets and in terms of existing transportation access, infrastructure and municipal water and sewer servicing capacity.

The immediate neighborhood surrounding the subject lands is characterized by a mix of low, medium and higher density housing, golf course recreational uses, commercial uses and, environmental protection lands. The overall land use resulting from the subject application is consistent with the overall nature of this part of the Town.

It is respectfully submitted that approval of the subject application will result in land use regulation (Zoning By-law) that further refines the nature and extent of residential development in keeping with the intent of the Official Plan. In this respect, ***the subject application enhances the ability of the Collingwood Official Plan to implement the intent of the County Official Plan, the principles of the Growth Plan and, the directions sought through the PPS.*** As a result, the proposal to amend the Official Plan and Zoning By-law are in the public interest and represent good planning.

Prepared By:



Travis and Associates
Colin Travis, MCIP RPP
July 2018

APPENDIX 1

DRAFT OF PROPOSED ZONING BY-LAW AMENDMENT BRIDGEWATER ON GEORGIAN BAY

BY-LAW No. 2018 - XX **OF THE** **CORPORATION OF THE TOWN OF COLLINGWOOD**



BEING A BY-LAW UNDER THE PROVISION OF SECTION 34 OF THE *PLANNING*
ACT, R.S.O. 1990, C. P.13, AS AMENDED

WHEREAS Section 34 of the *Planning Act*, R.S.O. 1990, c. P.13, as amended, permits a Council to pass a by-law prohibiting the use of land, buildings or structures within a defined area or areas;

AND WHEREAS Collingwood Zoning By-law No. 2010-040 is the governing By-law of the Corporation of the Town of Collingwood and such was finally passed by the Council of the Town of Collingwood on April 12th, 2010;

AND WHEREAS the Council of the Corporation of the Town of Collingwood has deemed it advisable to amend Collingwood Zoning By-law No. 2010-040, and thus implement the Official Plan of the Town of Collingwood;

AND WHEREAS Council deems that adequate public notice of the public meeting was provided and adequate information regarding this Amendment was presented at the public meeting held MONTH XX, 2018, and that a further public meeting is not considered necessary in order to proceed with this Amendment;

NOW THEREFORE THE COUNCIL OF THE CORPORATION OF THE TOWN OF COLLINGWOOD ENACTS AS FOLLOWS:

1. **THAT** Schedule "A" of Collingwood Zoning By-law No. 2010-040, as amended, is hereby further amended as it pertains to lands shown more particularly on Schedule 'A' affixed hereto and forming part of this by-law, by rezoning said lands from the RESIDENTIAL THIRD DENSITY EXCEPTION 5, 12, 23 and 24 (R3-5, R3-12, R3-23, R3-24) ZONES to the RESIDENTIAL THIRD DENSITY EXCEPTION X (R3-X) ZONE.
2. **THAT** Section 6.5 titled Residential Exception Zones of the Collingwood Zoning By-law No. 2010-040, as amended, is hereby amended in part by deleting the following: RESIDENTIAL THIRD DENSITY EXCEPTION FIVE – R3-5 ZONE; RESIDENTIAL THIRD DENSITY EXCEPTION TWELVE – R3-12 ZONE; RESIDENTIAL THIRD DENSITY EXCEPTION TWENTY-THREE R3-23 ZONE and; RESIDENTIAL THIRD DENSITY EXCEPTION TWENTY-FOUR – R3-24 ZONE.

3. **THAT** Section 6.5 titled Residential Exception Zones of the Collingwood Zoning By-law No. 2010-040, as amended, is hereby amended in part by adding RESIDENTIAL THIRD DENSITY EXCEPTION XX – R3-XX ZONE as follows;

“RESIDENTIAL THIRD DENSITY EXCEPTION XX R3-XX ZONE

Uses shall be limited to single detached, semi-detached, townhouse, group or cluster dwellings and one apartment building.

The number of dwelling units in the entire area within this zone shall not exceed six hundred and fifty-five (655).

The following zoning exceptions shall apply;

For an apartment dwelling;

Minimum front yard	6.0m
Minimum interior and exterior side yard	6.0m
Minimum rear yard	6.0m
Maximum height	15.0m & 4 storeys
Minimum setback from the EP zone	55m

3. **THAT** Collingwood Zoning By-law No. 2010-040 is hereby amended to give effect to the foregoing, but that Collingwood Zoning By-law 2010-040 shall in all other respects remain in full force and effect.
4. **THAT** this By-law shall come into force and effect on the date it is enacted and passed by the Council of the Corporation of the Town of Collingwood, subject to notice hereof being circulated in accordance with the provisions of the *Planning Act* and Ontario Regulation 545/06, and if required as a result of such circulation the obtaining of the approval of the Local Planning Appeals Tribunal.

ENACTED AND PASSED this XX day of MONTH 2018.

MAYOR

CLERK