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# 401 RAGLAN STREET ZONING AMENDMENT

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Planning Justification Report

October 2025

Rev.2

401 RAGLAN STREET  
PLANNING JUSTIFICATION REPORT

TRAVIS & ASSOCIATES

File: 2.359

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## APPENDIX 1 Proposed Zoning By-law Amendment



## EXECUTIVE SUMMARY

This report presents and reviews an application seeking approval for a Zoning By-law Amendment for the parcel of land to be severed.

All Saint's Anglican Church cemetery is located at 401 Raglan Street in the Town of Collingwood. The church's total land holdings are approximately 8.56 hectares of land of which the eastern approximately 5.26 hectares are vacant. The eastern 5.26 hectares of cemetery lands are considered surplus to the church's long-term needs, and therefore the church proposes to rezone, sever and sell these lands. The subject lands have a frontage of approximately 283 metres on Ron Emo Road.

The lands to be retained and the lands to be severed, are both currently zoned Community Services (CS). The new Official Plan designates the retained lands as "Parks and Open Space" and the lands to be severed as "General Employment". Municipal servicing is available along the Ron Emo Road frontage for the severed lands. The subject lands are located within the existing built boundary. The development intent expressed in municipal land use policy is for employment uses.

As noted, the subject proposal is to rezone the severed lands to enable development of employment uses. The proposed zoning category for the subject lands is an M5 exception zone category. The exception zone is being proposed to implement the uses permitted in the new Official Plan.

In addition to this planning report, the subject re-zoning application is supported by a functional servicing brief and an archaeological study.

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

## 1. PURPOSE

Travis & Associates was retained by the Parish of All Saints Anglican Church in March 2025 to provide planning advisory services concerning its intent to rezone and sever the eastern portion of its cemetery lands for employment uses. In addition to a proposed Zoning By-law Amendment, a consent application is also proposed.

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

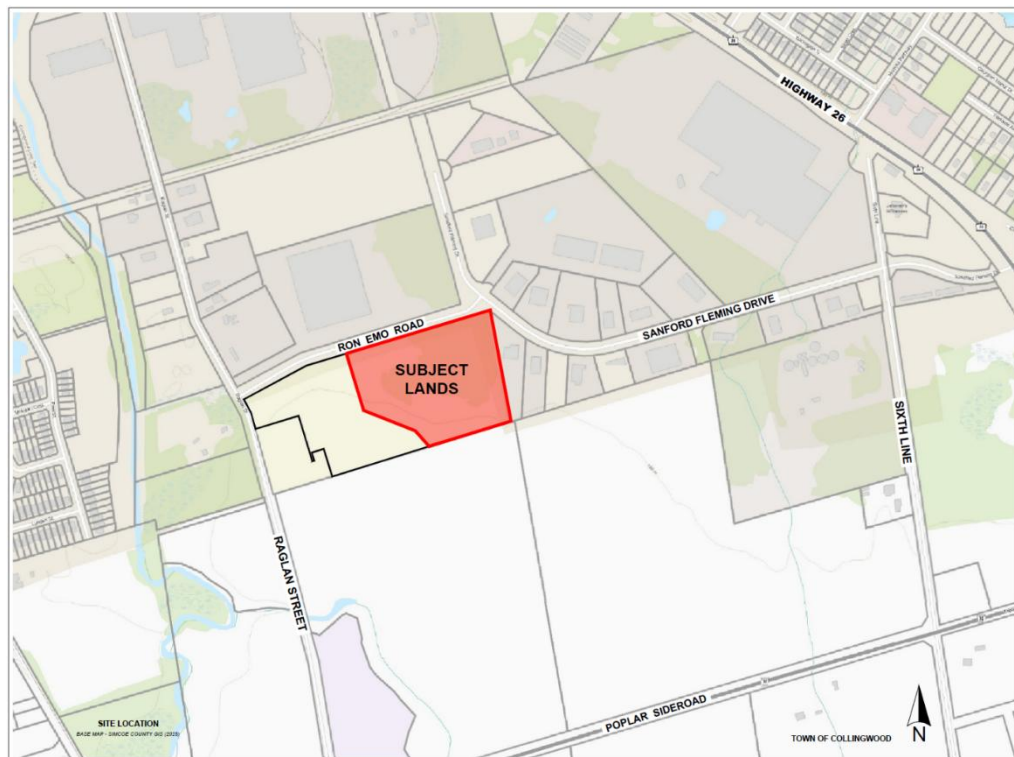
1. Describe the existing land use context
2. Explain the planning approvals proposal
3. Identify applicable land use planning policy considerations
4. Review supporting technical documents
5. Provide a professional planning analysis
6. Summarize findings

## 2. SITE DESCRIPTION

The current municipal address for the entire parcel is 401 Raglan Street, Collingwood, Ontario. ( **Figure 1: Location and Context**, below).

Figure 1: Location and Context

Legally, the cemetery's total land holdings are referred to as comprising Part of the West Half of Lot 41, Concession 7 Town of Collingwood. More particularly, the subject lands comprise Part 1, Plan 51R-43343. The total land holdings are



situated at the south-east corner of Raglan Street and Ron Emo Road.

The remainder of this PJR will focus on the 5.26 hectares of cemetery land which are vacant and the subject of the re-zoning application and consent (**Figure 3**). The subject lands have a frontage of 283 m along Ron Emo Road and an average depth of about 215 m. The site is relatively flat with a general gradient sloping from south to north . Existing vegetation is for the most part naturalized thicket and woodland.

Existing municipal sewer and water services are along the Ron Emo Road frontage.

### 3. SURROUNDING LAND USES

The subject lands are immediately bordered on the west by the All Saints Cemetery and on the east by the John Saunders Centre, a concert and event venue. Ron Emo Road is to the north. A sampling of the employment land uses in the vicinity, on the north side of Ron Emo Road include Bird Fuels, EC King Contracting, Miller Concrete, Heretic Spirits and Georgian Bay Spirit Company.

The lands to the south have been the subject of a Minister’s Zoning Order and the permitted uses are described in the vision statement as an “Excellence in Aging in Place District”. Permitted uses include a

wide range of employment, commercial, institutional and residential uses. The MZO does prohibit residential and institutional uses within 60 metres of the zone boundary, in order to mitigate potential land use compatibility issues. Area land uses are further shown in **Figure 2**.



**Figure 2: Air Photo Showing Area Land Use Context**

Overall, the current land uses in the immediate neighbourhood can be generally characterized as a mixture of vacant land and employment uses.

## 4. PROPOSAL

A Zoning By-law Amendment application is proposed that will bring the zoning of the subject property into conformity with the Official Plan. The Official Plan designation of the subject property was changed to General Employment. The new Official Plan was adopted by Council on December 11<sup>th</sup>, 2023 and approved by the County of Simcoe on September 24, 2024. There have been a number of appeals filed against the new Official Plan. These outstanding appeals do not appear to impact the subject lands.

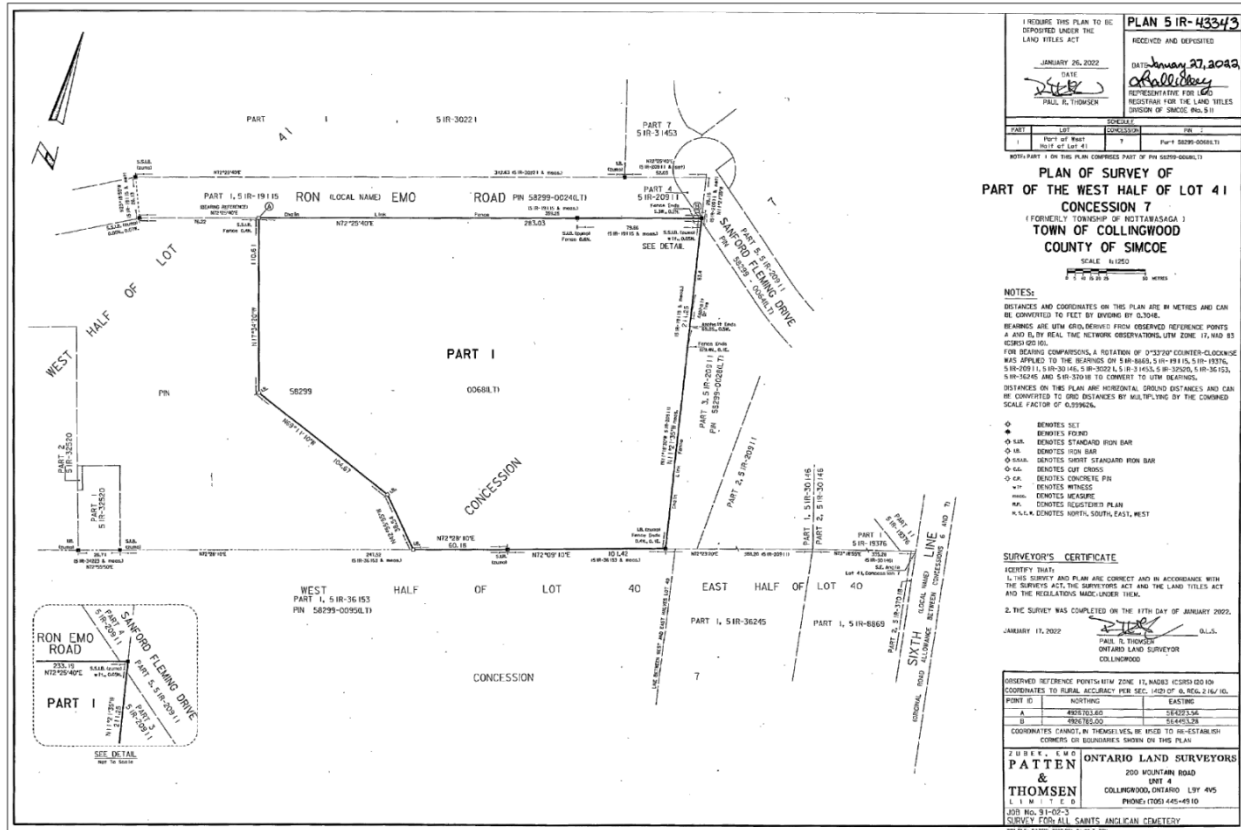


Figure 3: Subject Lands Plan 51R-43343

The proposed zoning By-law (**Appendix 1**) seeks to rezone the subject lands from a Community Services (CS) zone to an M5 exception zone. As noted previously, the exception is being created to implement the new Official Plan designation. The proposed M5 exception retains M5 zoning performance requirements but prohibits the following uses:

- Adventure Game
- Ambulance service
- Arena
- Commercial parking lot
- Dry Cleaning Plant
- Kennel

Motor vehicle gasoline station  
Motor vehicle supply outlet  
Motor vehicle wash  
Real Estate Service Office  
Storage, outside  
Storage, outside display and sales  
Wholesale outlet

With the noted prohibited uses, the proposal will result in an M5 exception zone that accomplishes the following:

1. Conforms to the Official Plan
2. Respects potential future land uses to the south
3. It is consistent with the predominant zoning of surrounding industrial lands

## 5. BACKGROUND

All Saints Anglican Church asked the Town to re-designate the surplus portion of their cemetery lands from Recreation to General Employment, while the Town was preparing its new Official Plan. The church was prepared to wait until this planning process was concluded before submitting applications for re-zoning and consent.

### 5.1 Preconsultation with Town

A formal preconsultation meeting was held on March 21, 2024 to review the proposal for a severance and a rezoning. Requirements for applications were summarized.

***Based on the information circulated during this process, and the subsequent follow-ups by the proponent, no major technical issues were identified.***

## 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 Zoning By-law Amendment is more specifically governed by Section 34 of the *Planning Act*.

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.

***In summary, the subject application complies with the purpose of the Planning Act and with applicable Section 34 provisions concerning Zoning By-laws.***

## **7. PLANNING POLICY CONSIDERATIONS**

The Lands are in Collingwood, Ontario and are therefore subject to several layers of policy direction. The Provincial level policy instrument is the Provincial Policy Statement, 2024 (“PPS”). 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, 2024 (the “PPS”) is a province wide planning policy directive on matters of provincial interest related to land use planning and development.

The PPS is issued under authority of Section 3 of the *Planning Act*. Accordingly, decisions affecting planning matters “shall be consistent with” the PPS.

The entire PPS has been reviewed. The subject application is consistent with the following relevant policies: Chapter 2: Building Homes, Sustaining Strong and Competitive Communities

2.1.6 a) by contributing to a range and mix of land uses

2.3.1.1 as the lands are in an identified Settlement Area

2.3.1.2 a) as the proposal will support the efficient use of land

2.8.1 as the proposal will allow land uses that support economic development

2.8.2.1 as the proposal furthers Town planning for employment areas

2.8.3 as the proposal seeks to rezone lands that are designated for employment are uses

2.8.4 as the proposed zoning acknowledges potential future sensitive uses to the south

### Chapter 3: Infrastructure and Facilities

3.6. as the subject lands can be fully serviced by municipal water and sewer infrastructure

### Chapter 4: Wise Use and Management of Resources

4.6 as the subject lands have undergone archaeological study concluding no heritage resources

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

## 7.2 Simcoe County Official Plan

Schedule 5.1, “Land Use Designations”, to the County of Simcoe Official Plan designates the subject lands as being within the Collingwood Settlement Area (**Figure 4**).

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, full municipal services can be provided. ***With respect to these attributes to and of the subject application, it is concluded the proposal conforms to the intent of major Official Plan themes promoted in the Simcoe County Official Plan.***

**Section 3.1.4** encourages the expansion of employment opportunities and the development of a wide range of business and employment opportunities. ***On the basis of location and land use, subject proposal conforms to these directions.***

**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, and land use of the proposal, the subject proposal conforms to the intent of the County settlement policies.*



Figure 4: Simcoe County Official Plan Schedule 5.1

*In summary, the proposal will result in provision of employment uses on the subject lands on full municipal services within a settlement area. It is concluded that the subject application conforms to the intent and direction of the County of Simcoe Official Plan.*

### 7.3 Town of Collingwood Official Plan

The new Town of Collingwood Official Plan was adopted by Council on December 11<sup>th</sup>, 2023 and approved by the County of Simcoe on September 24, 2024.

A number of appeals have been filed to the Ontario Land Tribunal. The appeals do not affect the subject lands and therefore this PJR assumes that the schedules and policies found in the Town's Working Appeal Copy will not be amended.

Schedule '1', Growth Management Plan, which identifies conceptually the key components of the municipality, designates the subject lands as Employment Area.

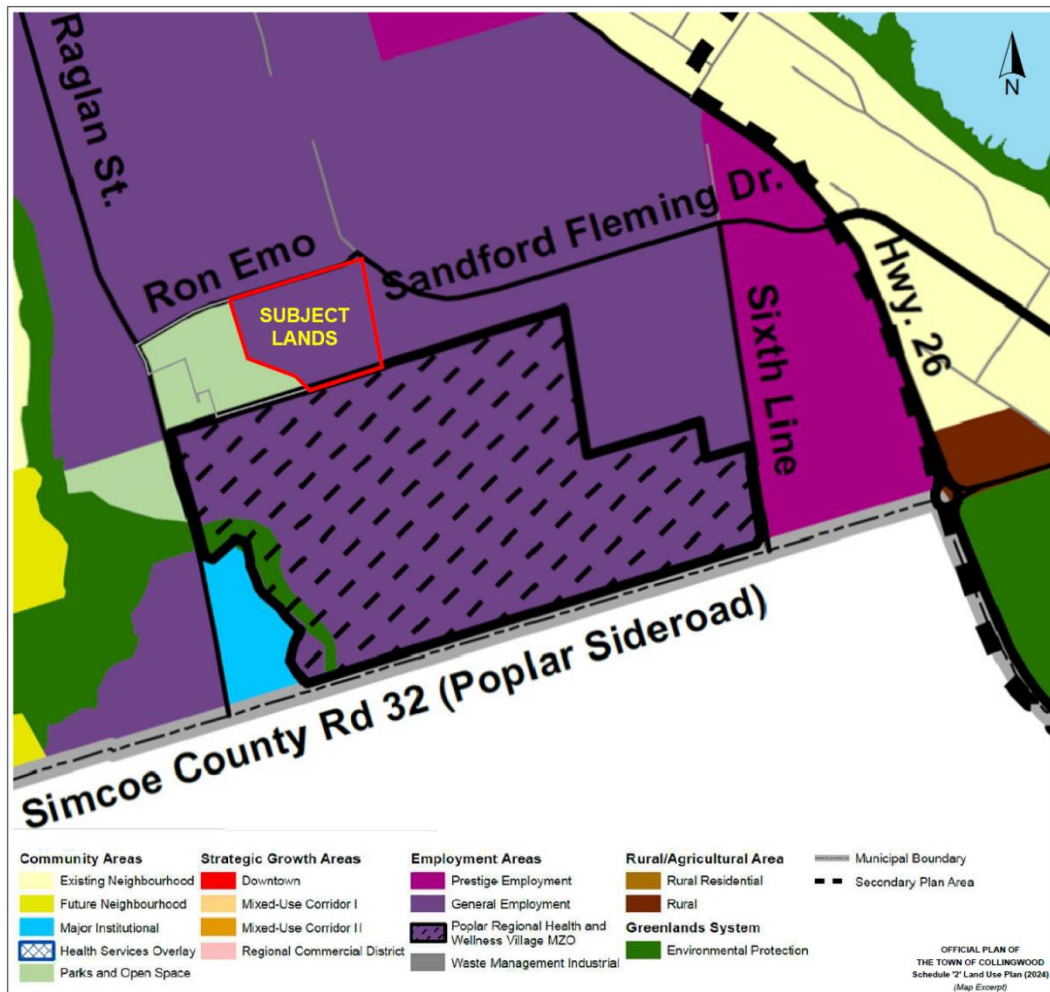
Schedule '2', Land Use Plan, designates the subject property General Employment (see **Figure 5**). Permitted uses are manufacturing, processing and assembly operations, and/or research and development facilities, warehousing, mini storage warehousing, storage and distribution centers (S. 5.4.2.2).

An amendment to Schedule '2' is not required as the lands are proposed for employment purposes.

With regards to the remaining Official Plan Schedules, the following are noted:

- Schedule '3', Natural Heritage System, does not identify areas of natural heritage concerns. Amendments to this Schedule are not required.
- Schedule '4', Waste Management/ Sourcewater Protection, identifies a Highly Vulnerable Aquifer (HVA) over a portion of the subject property. Amendments to this Schedule are not required.
- Schedule '5', Active Transportation Plan, identifies Ron Emo Road as a Neighbourhood Bikeway. Amendments to this schedule are not required.

Figure 5: Official Plan Schedule 2, Land Use



- Schedule '6', Transportation Plan, identifies Ron Emo Road as a Collector. Amendments to this schedule are not required.

Schedule '7', Area Specific Policies, does not apply to the subject lands. Amendments to this Schedule are not required.

## Policy Review

**Sections 1 and 2:** Outline the town's status as a Primary Settlement Area and as a lower tier municipality in the County of Simcoe. These sections set out the town's vision and community priorities and confirm that major policy influences through the Province and County are reflected in the Collingwood Official Plan. As noted above, the subject proposal is consistent with Provincial Planning and conforms to the direction of the Simcoe Official Plan.

**Section 3** entitled Building a Successful Community includes a focus on promoting a strong and healthy economy including a focus on economic development and a commitment to fiscal responsibility.

**Section 4** includes the population and employment forecasts for the municipality. It is anticipated that the number of jobs in the municipality will increase by 6,280 over the next 25 years.

The policies of **Sections 5.2.5.1** and **5.2.5.2** discuss the intent and permitted uses of the Parks and Open Space Designation. Cemeteries are permitted. The portion of the church's lands, designated Parks and Open Space are currently appropriately zoned Community Services (CS) and are not the subject of this Zoning By-law Amendment application.

**Section 5.4** outlines the Employment Areas policies of the Official Plan. Subsection e) states that employment generating land uses shall meet the relevant policies of the Province, County and Town with respect to development compatibility, distance separation, emission abatement/mitigation and other parameters.

**Section 5.4.2.3** indicates that the onus is on the sensitive land uses which are planned to be located on the abutting properties to provide "appropriate mechanisms to ensure compatibility, sensitive integration and appropriate transition."

**Section 5.4.2.2** outlines the permitted uses in a General Employment designation. The permitted uses are industrial in nature and do not include uses such as recreation facilities, event spaces, and offices which are not accessory to the principal use of the property. The list of prohibited uses is as follows:

1. Residential uses.
2. Public service facilities.
3. Institutional uses.

4. Commercial uses, including retail and service commercial uses and restaurants.
5. Hotels, convention centres  
and banquet facilities
6. Indoor and outdoor event  
spaces; and
7. Recreation facilities.

In addition to respecting the list of prohibited uses identified in the Official Plan, the proposed M5 exception zoning includes prohibitions on land uses that may potentially conflict with the long-term land use intent of the MZO lands to the south. *The subject application respects and implements applicable policies of Section 5.4.*

*In summary, the subject application conforms to the general intent of the Town of Collingwood Official Plan, and is able to meet the development performance criteria of the Official Plan.*

## 8.0 SUPPORTING STUDY

As a result of preconsultation processes along with a review Official Plan policy, municipal planning staff identified that a Functional Servicing Report will be required as part of the Zoning By-law application submission process. Comments were also received from the Saugeen Ojibway Nation (SON) stating that the proposed future consent will trigger the requirement for an archaeological assessment.

### **Functional Servicing Report (CF Crozier, October 2025)**

Further to information requirements identified through the Town's preconsultation process, a preliminary Drainage and Servicing Brief was prepared. That Brief concluded as follows:

Based on the foregoing, we conclude that the Subject Lands belonging to the All Saints Anglican Church can be adequately serviced.

1. Access to the Subject Lands will be provided by an entrance with a connection to Ron Emo Road.
2. Water servicing can be achieved with a 200mm diameter watermain connection to the existing 300 mm diameter watermain on Ron Emo Street.
3. Sanitary servicing can be achieved with a 300mm diameter sanitary sewer connection to the existing 300 mm diameter sanitary sewer on Ron Emo Street
4. Water servicing and sanitary servicing allocation is assumed to be available and will need to be confirmed with the Town.
5. Existing topography has indicated that the Subject Lands drain towards the roadside ditch on Ron Emo Road. In the post development condition, existing drainage patterns will be maintained and runoff from the Subject Lands will be controlled to pre-development flows before discharging to the roadside ditch.
6. The required stormwater storage to control pre-development flows up to the 100-year design storm is approximately 2,400m<sup>3</sup>. This value is conservative. The design of the stormwater system will be completed at Site Plan Application.
7. An Oil/Grit Separator is proposed to service the Subject Lands and is adequate to provide water quality control. The sizing and selection of Oil/Grit Separator will be completed at Site Plan Application.

Based on the above conclusions, we recommend the approval of the Zoning By-law Amendment for the severance of the property at 401 Raglan Street, from the perspective of functional servicing and stormwater management.

The Brief's future land use assumptions were:

1. That future land uses were generally industrially oriented in general accordance with the M5 zoning.
2. That future development plans would be subject to Site Plan Approval that will necessitate detailed engineered servicing plans.

***The submitted engineering review confirms that the subject proposal can be adequately serviced to municipal standards.***

### **Archaeological Stage 2 Report (Great Lakes Archaeology, August 2025)**

The Stage 2 report builds upon the 2021 Stage 1 report. Stage 2 was undertaken in 2025 and included contact with SON. The Stage 2 report recommends that no further work is required as "nothing of cultural heritage value or interest, archaeological sites or artifacts was identified".

## **9.0 SUMMARY/CONCLUSION**

The eastern 5.26 hectares of All Saint's Anglican Church cemetery lands are considered surplus to the church's long-term needs. Accordingly, the church proposes to rezone and sever these lands. The new

Official Plan designates the retained lands as “Parks and Open Space” and the lands to be rezoned and severed as “General Employment”. Municipal servicing is available along the Ron Emo Road frontage for the severed lands. The subject lands are located within the existing built boundary. The development intent expressed in Official Plan land use policy is for employment uses.

As noted, the subject proposal is to rezone the severed lands to enable development of employment uses. The proposed zoning category for the subject lands is an M5 exception zone category. The proposed zoning implements the uses permitted in the new Official Plan and restricts certain uses that may be considered incompatible with planned land uses south of the subject lands.

In addition to this planning report, the subject re-zoning application is supported by a functional servicing brief.

Upon review of the Provincial Planning Statement, the Simcoe County Official Plan and the Town of Collingwood Official Plan along with the engineering brief noted herein, it is concluded that the proposed amendment is consistent with Provincial policy, conforms to the intent of the Simcoe County Official Plan and, conforms to the intent of the Town of Collingwood Official Plan. In light of these considerations the subject application is in the public interest and represent good planning.

Prepared By:

Travis and Associates  
Colin Travis, MCIP RPP  
October 2025

APPENDIX 1

DRAFT OF PROPOSED ZONING BY-LAW AMENDMENT  
401 RAGLAN STREET

BY-LAW No. 2025 - XX

OF THE

CORPORATION OF THE TOWN OF COLLINGWOOD



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

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**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 12<sup>th</sup>, 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, 2025, 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 COMMUNITY SERVICES (CS) ZONE to the GENERAL INDUSTRIAL EXCEPTION \*\* (M2-\*\*) ZONE.
2. **THAT** Section 8.5 titled Industrial Exception Zones of the Collingwood Zoning By-law No. 2010-040, as amended, is hereby amended in part by adding the zone classification of INDUSTRIAL PARK EXCEPTION \*\* (M5-\*\*) with the provisions as follows;

**INDUSTRIAL PARK EXCEPTION \*\* (M5-\*\*) ZONE**

The following uses shall be prohibited:

- Adventure Game
- Ambulance service
- Arena
- Commercial parking lot
- Dry Cleaning Plant
- Kennel
- Motor vehicle gasoline station
- Motor vehicle supply outlet
- Motor vehicle wash
- Real Estate Service Office
- Storage, outside
- Storage, outside display and sales
- Wholesale outlet

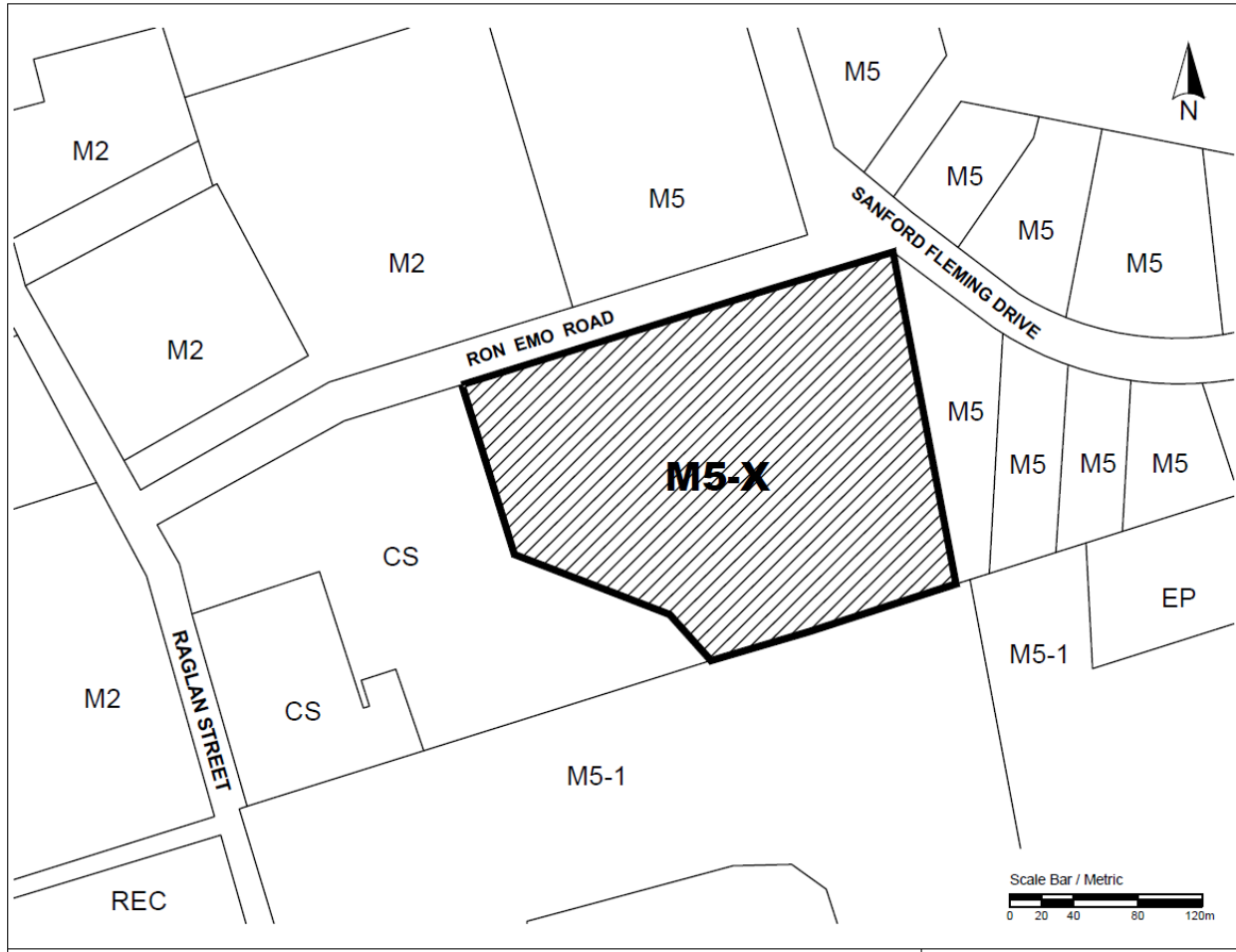
Storage, concealed outside shall also be permitted subject to the provisions of section 8.2.1.3.


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 202X.

\_\_\_\_\_  
MAYOR

\_\_\_\_\_  
CLERK



SCHEDULE A	
<b>PROPOSED ZONING BY-LAW AMENDMENT</b>	
	LANDS TO BE REZONED FROM COMMUNITY SERVICES (CS) ZONE TO INDUSTRIAL PARK EXCEPTION (M5-X) ZONE

**LEGAL DESCRIPTION**  
 PART OF THE WEST HALF OF LOT 41  
 CONCESSION 7  
 TOWN OF COLLINGWOOD  
 COUNTY OF SIMCOE  
 (401 Raglan Street)

**travis & associates**  
 planning consultants  
 approvals facilitators  
 development managers

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 T. 705-445-0917

Date (d/m/y): 23 / 10 / 2025

