

**STAFF REPORT #P2016-39**  
Standing Committee 11/21/2016  
Council 11/28/2016  
Amendments: Yes

**Submitted to:** Development and Operations Services Standing Committee | Council  
**Submitted by:** Nancy Farrer, Director of Planning Services  
**Subject:** Proposed Redline Revisions to a Draft Approved Plan of Subdivision, Modifications to Conditions of Draft Plan Approval and Zoning By-law Amendment - McNabb Farm Plan of Subdivision (formerly Eden Oak McNabb)

#### **PURPOSE**

The purpose of this report is to provide Council with an analysis regarding proposed changes to the draft plan, the associated conditions of draft plan approval and zoning for the McNabb Farm Plan of Subdivision (formerly Eden Oak McNabb).

#### **RECOMMENDATION**

THAT Council grant the redline revisions to the draft approved plan of subdivision and changes to the associated conditions of draft plan approval for the McNabb Farm Plan of Subdivision;

AND THAT Council enact and pass amending Zoning By-law No. 2016-084 for the McNabb Farm Plan of Subdivision.

#### **AMENDMENTS**

The following is a recommendation of the Development and Operations Services Standing Committee from its meeting held November 21, 2016 for consideration by Council:

- THAT the inclusion of a traffic circle within the McNabb Farm Plan of Subdivision be further investigated.

## **1. BACKGROUND**

The draft approved McNabb Farm Plan of Subdivision, also known as the Eden Oak (McNabb) Plan of Subdivision pertains to 23.99 hectares of land located south of Lockhart Road, east of Hurontario Street, north of the Hamilton Drain and west of the former Barrie-Collingwood Railway. The plan proposes to divide the property into three hundred and forty-two (342) lots for single-detached dwelling units, seven (7) walkway blocks, a park block, two (2) stormwater management blocks, two (2) blocks for buffers from the Hamilton Drain, two (2) future development blocks and several future road right-of-way blocks (see Appendix "C").

Draft approval was given to the Plan of Subdivision by the Ontario Municipal Board (OMB) on July 6, 2012, for a period of three years (OMB File Reference: PL110380). The subject lands were also rezoned as part of the OMB decision to permit the intended uses and characteristics of the plan. An extension of the draft approval to July 6, 2018 was approved by Council on April 7, 2015 (the associated conditions of draft plan approval are attached as Appendix "D").

Additionally, the applicant requested and received a redesignation of a portion of the draft approved subdivision to a Low Medium Exception One density to allow for townhouses to be permitted with a density range of 15 units to 25 units per hectare (as per OPA# 33 – Residential Policy Review).

The applicant now wishes to act on this redesignation and reconfigure and rezone the draft approved plan to allow for 83 lots for single detached lots to be changed to 24 development blocks which would then be used for 120 townhouses (the redlined draft plan is attached as Appendix "A"). It is noted that the proposed road network for the draft approved plan of subdivision is not being reconfigured as a result of this request with the exception that the intersection of Street B with Streets A and D has been modified slightly to reflect a traditional intersection rather than the originally planned roundabout. This minor modification also resulted in an additional townhouse unit (the original applications were in support of 119 townhouses)

Accordingly, two applications have been submitted to the Town for approval:

- a redline revision to a draft approved plan of subdivision in order to reconfigure the plan, (which necessarily entails revisions to the associated conditions of draft plan approval); and,
- a proposed zoning by-law amendment to:
  - i) rezone the proposed townhouse blocks from Residential Third Density Exception Forty-Five (R3-45) to Residential Third Density Exception Forty-One (R3-41) in order to add Townhouses as a permitted use with minimum frontages of 7.0 metres and minimum interior side yard setbacks of 1.2 metres; and,
  - ii) rezone two buffer blocks for the Hamilton Drain, (identified on the existing draft approved plan of subdivision as blocks S and T, and now identified as blocks 296 and 297 on the proposed redlined draft plan), from Residential Third Density Exception Forty-Five (R3-45) to Environmental Protection (EP) in order to more accurately reflect their draft approved status.

It is noted that the request for a 1.2 metre interior side yard was not part of the original request, having been requested after the public meeting.

The proposed redlined draft plan, associated revisions to the conditions of draft plan approval and the proposed zoning by-law amendment are attached as Appendices "A", "B" and "E".

## 2. INPUT FROM OTHER SOURCES

The Town's Development Review Committee reviewed the proposed changes to the draft approved plan of subdivision and the requested rezoning on February 25<sup>th</sup>, 2016. In support of this application technical documentation was provided, including the following;

- Planning Justification Report – Zoning By-law Amendment and Draft Plan Amendment – Eden Oak (McNabb) Subdivision (*MHBC Planning Limited, December, 2015*),

- Supplementary Functional Servicing Report for Proposed Residential Plan of Subdivision ( Red Line Revision) Revised to Include Townhouse Development – Eden Oak (McNabb) (*Condeland Engineering Ltd., December 11, 2015*),
- Traffic Impact Study Update Letter (*Cole Engineering, December 21, 2015*).
- Traffic Impact Study (*Cole Engineering, July, 2016*).
- Revised Traffic Impact Study (*Cole Engineering, September, 2016*).

#### *Public meeting*

Additionally, Council held a public meeting regarding the proposed changes to the Collingwood Zoning By-law on February 22<sup>nd</sup>, 2016. A copy of the minutes from the Public Meeting are attached as Appendix “F”. A statutory public meeting was not required for the proposed changes to the draft approved plan of subdivision, however the changes were discussed at the public meeting in association with proposed rezoning.

#### *Public Comment related to the Applications*

Public comment received focused primarily on the increased density and concerns that it was incompatible with the lower density of the existing Lockhart subdivision to the north and would generate unacceptable impacts on traffic in the area, on-street parking, pedestrian safety and on the capacity of the local school (Admiral Collingwood public elementary).

#### *Response*

Engineering Services, Planning Services, Simcoe County and the Simcoe County District School Board have all reviewed the proposed applications and no objections have been raised with respect to the proposed changes. Potential traffic impacts or capacity issues with 37 additional dwelling units have not been identified as operational concerns for the development or the surrounding area. The proposed townhouse uses and density are in conformity with Official Plan policies and moreover, the affected area is internal to the draft approved plan of subdivision (i.e. not directly adjacent to the subdivision to the north). Issues such as ensuring adequate on-street parking and pedestrian safety will be addressed through the detailed design stage and are not viewed as presenting any difficulties.

#### *Public Comment related to the entire Draft Approved Plan of Subdivision*

A number of comments were of a more general nature applying to the entire draft approved plan of subdivision or existing problems in the area. These comments included concern over drainage and buffering between the draft approved plan of subdivision and the Lockhart subdivision to the north, operational concerns for Dey Drive adjacent to Admiral Collingwood school and the view that the overall subdivision design did not have enough greenspace, mixed uses and walkable services and amenities.

#### *Response*

The above noted public concerns are basically outside the scope of the applications and pertain to matters which have already been approved and accepted. Nevertheless, Planning Services staff note that the draft approved subdivision is in relatively close proximity to a number of schools (elementary and secondary), parkland, trails, a church and goods and services providers on Hurontario Street and is proposing a density and configuration that is in conformity with planning policies. The proposed lots along the northern boundary of the draft approved plan are not proposed to be changed and continue to permit single detached dwellings with lot frontages and areas which are in excess of the minimum requirements of the approved zoning. The draft approved plan does not contain any requirements for buffering in this area nor has

there been any suggestion that there are features warranting such. Operational concerns where relevant, such as drainage and provision of sidewalks, will be addressed at the detailed design stage to the satisfaction of the Town.

This report was also forwarded to Department Heads on November 15<sup>th</sup>, 2016 for review.

### 3. APPLICABLE POLICY OR LEGISLATION

#### Matters of Provincial Interest

Section 2 of the *Planning Act*, R.S.O. 1990, c .P. 13, as amended, provides that Council in carrying out their responsibilities under the *Planning Act* shall have regard to matters of provincial interest.

Planning staff are satisfied that the proposed redline revisions to the Draft Approved Plan of Subdivision, modifications to the associated conditions of Draft Plan Approval and the proposed Zoning By-law Amendment, if granted, or otherwise enacted and passed, shall not offend any matters of provincial interest.

#### Provincial Policy Statement (2014)

Section 3(5) of the *Planning Act*, R.S.O. 1990, c .P. 13, as amended, provides that the Council of a municipality, in exercising any authority that affects a planning matter, shall ensure that those powers are exercised in a manner that is consistent with the policy statements issued by the Province. Planning staff are satisfied that the proposed redline revisions to the Draft Approved Plan of Subdivision, modifications to the associated conditions of Draft Plan Approval and the proposed Zoning By-law Amendment, if granted, or otherwise enacted and passed, will be consistent with the 2014 Provincial Policy Statement.

#### Growth Plan for the Greater Golden Horseshoe

Section 3(5) of the *Planning Act*, R.S.O. 1990, c. P. 13, as amended, provides that the Council of a municipality, in exercising any authority that affects a planning matter shall conform to the provincial plans that are in effect, or shall not conflict with them, as the case may be. The Growth Plan plans and manages growth to support a strong economy and to build complete communities, while encouraging intensification.

Planning staff are satisfied that the proposed redline revisions to the Draft Approved Plan of Subdivision, modifications to the associated conditions of Draft Plan Approval and the proposed Zoning By-law Amendment, if granted, or otherwise enacted and passed, will be in conformity with the policies of the Growth Plan for the Greater Golden Horseshoe. It is noted that the proposed addition of the townhouses will help the overall subdivision to better achieve the minimum greenfield density targets.

#### County of Simcoe Official Plan

Schedule 5.1 entitled Land Use Designations of the County of Simcoe Official Plan, as amended, identifies the Town of Collingwood as a Settlement Area. The County of Simcoe Planning Division has provided no specific comments with respect to these applications. Planning staff are satisfied that the proposed redline revisions to the Draft Approved Plan of Subdivision, modifications to the associated conditions of Draft Plan Approval and the proposed

Zoning By-law Amendment, if granted, or otherwise enacted and passed, will conform to the general intent and purpose of the County of Simcoe Official Plan.

#### Town of Collingwood Official Plan

Schedule "A" entitled Land Use Plan of the Town of Collingwood Official Plan designates the property (i.e., the entire McNabb Farm draft approved plan of subdivision) as Residential.

Schedule "C" entitled Residential Density of the Town of Collingwood Official Plan further designates the portion of the property that is the subject of the proposed redline revisions, associated changes to the conditions of draft plan approval and the proposed zoning by-law amendment, as Low-Medium Density Exception One. The Low-Medium Density Exception One designation permits the proposed addition of townhouse units, including the proposed density of 25 units per hectare.

#### Collingwood Zoning By-law

Schedule "A", Map 24 of the Town of Collingwood Zoning By-law No. 2010-040, as amended, identifies the relevant portions of the subject property as being zoned, Residential Third Density Exception Forty-Five (R3-45) which permits single-detached dwellings, semi-detached dwellings, duplex dwellings and boarding homes, with zone exceptions for minimum lot frontages of 11.0 m and minimum lot areas of 300 m<sup>2</sup>.

## 4. ANALYSIS

### Proposed Redline Revisions and Modifications to Conditions of Draft Plan Approval

As noted the proposed redline revisions (see Appendix "A") include the reconfiguration of 83 lots, intended for single detached dwelling units, to 24 development blocks that would eventually be divided into 120 lots containing townhouses. As per Provincial, County and Town planning policies the proposal would introduce an acceptable dwelling type and density into an existing draft approved plan of subdivision and would help to provide a more diverse range of housing in a well situated area (i.e. in close proximity to schools, parkland, trails, goods and services providers, etc). Planning Services staff reiterate, that the Town's Official Plan policies were amended through the Residential Policy Review to specifically permit the requested townhouse dwelling units at a maximum density of 25 units per hectare. The portion of the draft approved plan containing the townhouses would have a density of 25 units per hectare.

Furthermore, the addition of the townhouses would also help the entire draft approved plan of subdivision to better achieve the greenfield density target of 50 persons and/or jobs per hectare as contained in the Provincial Growth Plan. Previously the draft approved plan of subdivision would have generated an estimated greenfield density of approximately 36 persons and/or jobs per hectare. With the additional dwelling units, the greenfield density is estimated to increase to 39 persons and/or jobs per hectare. It is noted that the greenfield density estimates include an assumption that 10% of single detached dwelling units will include an accessory apartment and that 10% of all dwellings will generate a home occupation.

The proposed redline revisions would necessitate changes to the conditions of draft plan approval to reflect the requested townhouses and ensure they are appropriately designed, configured and otherwise incorporated into the overall subdivision. Appendix "B" details the proposed changes to the conditions of draft plan approval, and includes:

- updated block/unit type information to reflect 24 blocks for 120 townhouses instead of 83 lots for single detached dwelling units;
- a new condition requiring that the Owner will agree in the Subdivision Agreement to design/configure the townhouses to maximize on street parking;
- a new condition to ensure that rear yard access is addressed to the satisfaction of the Town;
- several new conditions requested by Simcoe County to identify and address potential road improvements that may be required on Simcoe County roads;
- a new condition to address provision of waste collection services by Simcoe County;
- a modification to an existing condition to confirm that the subdivision may be registered in phases;
- a modification to an existing condition to reflect the possibility that the Town may accept an alternate approach to addressing the connection of the subdivision to Hurontario Street; and,
- a modification to the existing condition requiring architectural guidelines for the subdivision, to ensure conformity with the Town's Urban Design Manual.

It is noted that minor editorial changes/renumbering will be required with any future consolidation of the conditions of draft plan approval.

#### Zoning By-law Amendment

The proposed zoning by-law amendment, attached as Appendix "E", would create a new zone, a Residential Third Density Exception Forty-One (R3-41), for a portion of the draft approved plan of subdivision and allow townhouses as a permitted use with zone exceptions for minimum lot frontages of 7.0 metres and minimum interior side yard setbacks of 1.2 metres. No other zoning provisions are being altered and it is noted that the proposed lot frontages for the eventual townhouse lots actually range between 7.2 and 11.44 metres.

There are various reasons for requiring minimum lot frontage and interior side yard setback provisions, including that lot dimensions influence the density and design of specific dwelling types and affect operational characteristics, such as adequate parking, property maintenance and drainage.

Based on the information submitted, including the redlined draft plan of subdivision and examples of elevations for the proposed townhouses, Planning Services staff are satisfied that the lots are sufficiently dimensioned to ensure functional townhouses that can be appropriately designed. Moreover, as noted, conditions of draft plan approval have been proposed to address parking concerns, rear yard access and urban design issues.

It is further noted that the zoning proposed would continue to maintain the minimum lot area and lot frontage zoning exceptions for single detached dwellings thus allowing flexibility should the developer wish to apply for another redline revision and return to the previous lot configuration.

The proposed rezoning of the two Hamilton Drain buffer blocks from Residential Third Density Exception Forty-Five (R3-45) to Environmental Protection (EP) is viewed as a minor change which addresses an existing condition of draft plan approval requiring the rezoning to EP. The rezoning improves the accuracy of zoning for the draft approved subdivision, better communicating the nature of these lands to all involved, including future home owners.

## Conclusion

Based upon the above analysis, it is the opinion of Planning staff that the proposed request for redline revisions to the draft plan of subdivision, modifications to the conditions of draft plan approval and the proposed rezoning represents good land-use planning.

Planning staff would recommend that Council grant the redline revisions (Appendix "A") and modified conditions (Appendix "B") and enact and pass the request to amend the Collingwood Zoning By-law (Appendix "E").

## 5. EFFECT ON TOWN FINANCES

There are no direct impacts on Town finances as a result of the redline revisions to the draft plan, the modifications to the conditions of draft plan approval and the amending zoning by-law.


## 6. APPENDICES & OTHER RESOURCES

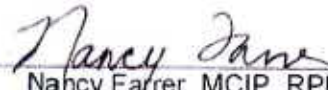
Appendix "A"	Redline Revisions to Draft Approved Plan of Subdivision
Appendix "B"	Revisions to Conditions of Draft Plan Approval
Appendix "C"	Current Draft Approved Plan of Subdivision
Appendix "D"	Current Conditions of Draft Plan Approval
Appendix "E"	Zoning By-law Amendment No. 2016-084
Appendix "F"	Minutes from February 22, 2016 Public Meeting

## SIGNATURES

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