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# CRANBERRY MARSH ESTATES

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Planning Justification Report  
Site Plan Approval  
Prepared for Hillridge Homes  
February 2022

CRANBERRY MARSH ESTATES  
PLANNING JUSTIFICATION REPORT  
TRAVIS & ASSOCIATES  
File:2.309

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## EXECUTIVE SUMMARY

Hillridge Homes is seeking Site Plan Approval for a 26 townhouse type dwelling unit residential development. The 1.246ha site has frontage along Highway 26 and is bordered by a garden centre to the east, a medium density condominium to the west and lands associated with the Cranberry Marsh open space system to the south.

The subject lands were originally part of the Pretty River Academy property that also included the school to the east, along with environmental and open space lands associated with the Cranberry Marsh feature. The subject lands are designated and zoned for medium density residential uses.

The site plan proposes a compact medium density residential urban form. Site layout and components are, by necessity, oriented in a north-south manner: the subject lands are long and narrow. The units will be serviced via a condominium road. A major public trail/path is provided parallel to the road and links Highway 26 trail systems to the Cranberry Marsh trail systems.

With a maximum density of 30upha, the unit yield is 26.

The proposal was subject to two Preconsultation meetings, the results of which are addressed as summarized in the included Comments Response Matrix.

The design theme is comprehensive and consistent throughout the site plan. Attention to building articulation is demonstrated in horizontal and vertical façade treatments that identify individual units and provide visual interest. The northerly end unit has additional north wall building design features: it is larger and end wall treatments include recesses fenestration.



# 1. PURPOSE

The purpose of this Planning Justification Report (PJR) is to present and assess the proposed Site Plan Application. Generally, 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. Identify supporting technical documents
- 5. Provide a planning analysis
- 6. Summarize findings

# 2. SITE DESCRIPTION

The subject lands have a 45.56m frontage along the south side of Highway 26, west of Vacation Inn Drive. With a variable depth of about 328m the site is 1.246ha in area.

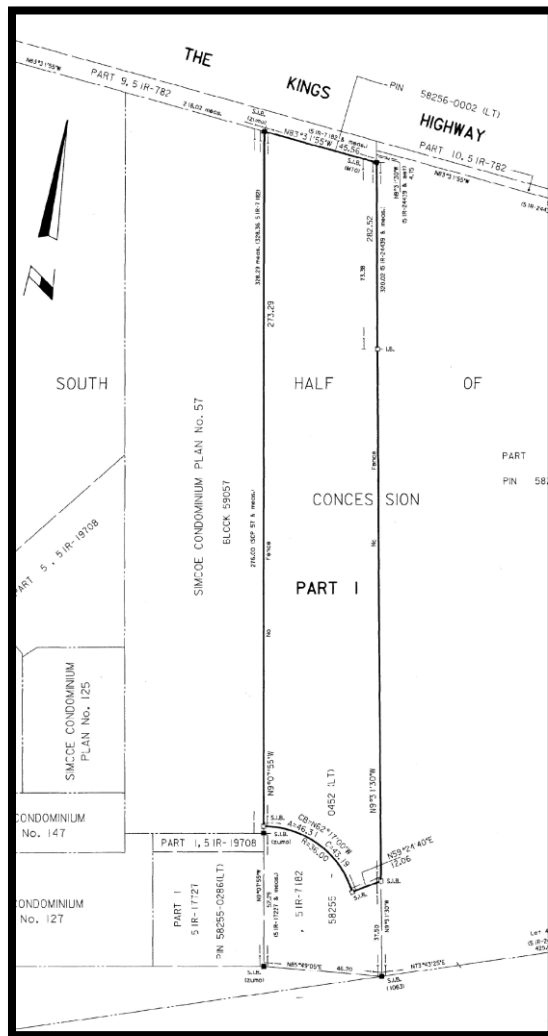


Fig. 1: Survey Excerpt

The site is a vacant tree covered development block. The north part of the site generally slopes from the south to the north. A portion of the site drains from north to south, discharging into the Cranberry Marsh.

### 3. SURROUNDING LAND USES

The immediate neighbourhood is characterized as residential and commercial. Medium density residential condominiums are located to the north and north-east and directly to the west. To the east is a garden center, while further to the east is the Pretty River School. To the south and south east are lands associated with the Cranberry Marsh environmental feature.

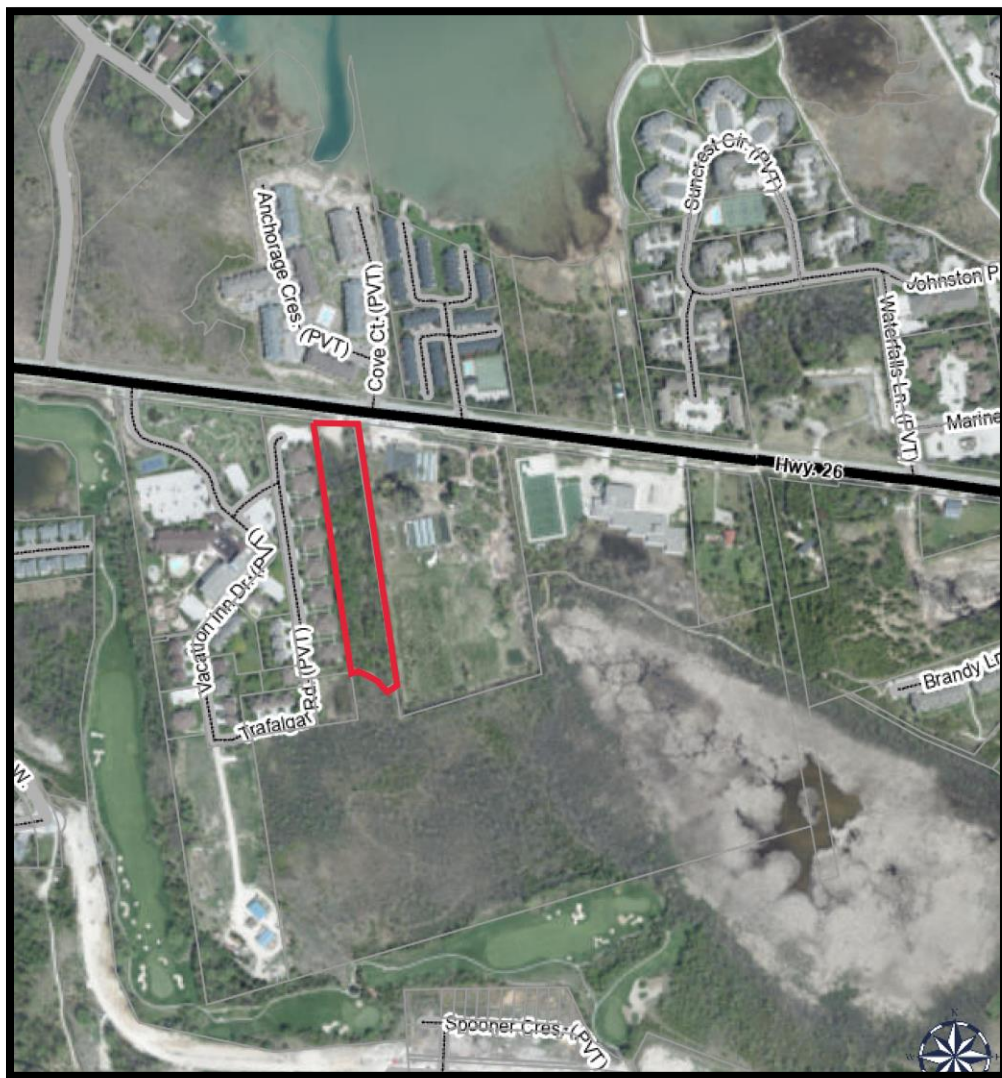


Fig. 2: Site Context; Air Photo

## 4. PROPOSAL

The subject application seeks site plan approval for a 26-unit Townhouse development.

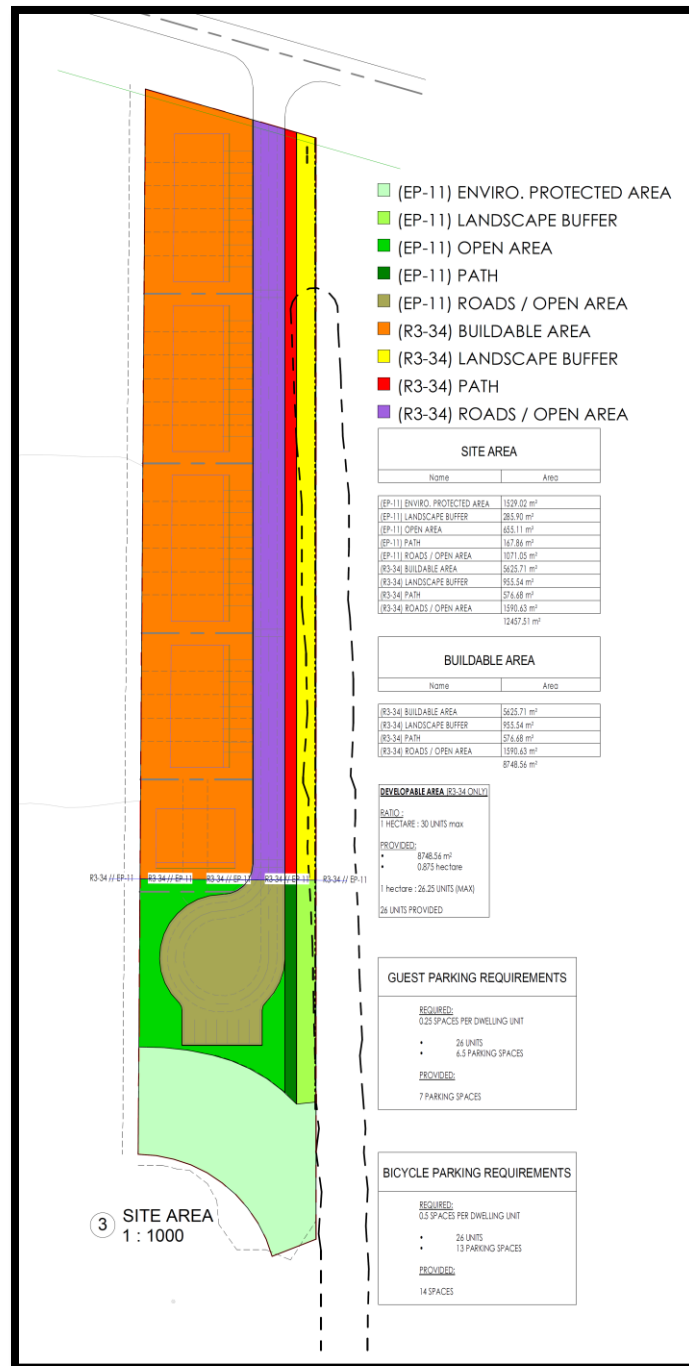


Fig. 3: Overall Site Plan

The dwelling units are situated in five separate blocks having access off a private, condominium road. The units are 3 stories in height. The design theme is comprehensive and consistent throughout the site plan. Attention to building articulation is demonstrated in horizontal and

vertical façade treatments that identify individual units and provide visual interest. The northerly end unit has additional north wall building design features: the unit is larger and end wall treatments include recesses and fenestration detailing.

The site plan subcomponents are itemized below:

<b>SITE AREA</b>	
Name	Area
(EP-11) ENVIRO. PROTECTED AREA	1529.02 m <sup>2</sup>
(EP-11) LANDSCAPE BUFFER	285.90 m <sup>2</sup>
(EP-11) OPEN AREA	655.11 m <sup>2</sup>
(EP-11) PATH	167.86 m <sup>2</sup>
(EP-11) ROADS / OPEN AREA	1071.05 m <sup>2</sup>
(R3-34) BUILDABLE AREA	5625.71 m <sup>2</sup>
(R3-34) LANDSCAPE BUFFER	955.54 m <sup>2</sup>
(R3-34) PATH	576.68 m <sup>2</sup>
(R3-34) ROADS / OPEN AREA	1590.63 m <sup>2</sup>
	12457.51 m <sup>2</sup>

**Fig. 4: Site Plan Components Breakdown**

The maximum allowable density is 30 units per ha. The site area available for density purposes is the total site area minus lands zoned EP. The site area available is 1.2457ha minus 0.3709ha = 0.8748ha.

The maximum unit yield is calculated at: 30upha X 0.8748ha = 26.2 units (rounded to 26 units). The site plan proposes 26 units.

The total open space area of the Site Plan is the sum of open space components in both the EP and R3 zones. These include the areas for the path, landscape buffer, and protected lands. The open space areas do not include the condominium road, or residential “buildable” or lot area. The total open space area amounts to 0.4168ha or 33% of the site.

The public trail and the landscaped buffer areas in the R3 zone total 0.1532ha or 12% of the total site area. Calculated as a % of the R3 zoned lands only, the public trail and buffer area amount to 17.5% (area of the R3 zoned lands is 0.8747ha).

The public trail through the R3 and EP zoned lands takes 747sqm or 5.9% of the total site area.

It is proposed that the public trail and the landscaped buffer areas in the R3 zone (0.1532ha) be considered as the development parkland contribution (Planning Act), consistent with Staff preconsult comments.

Below is an excerpt of Block 1 to the site plan.

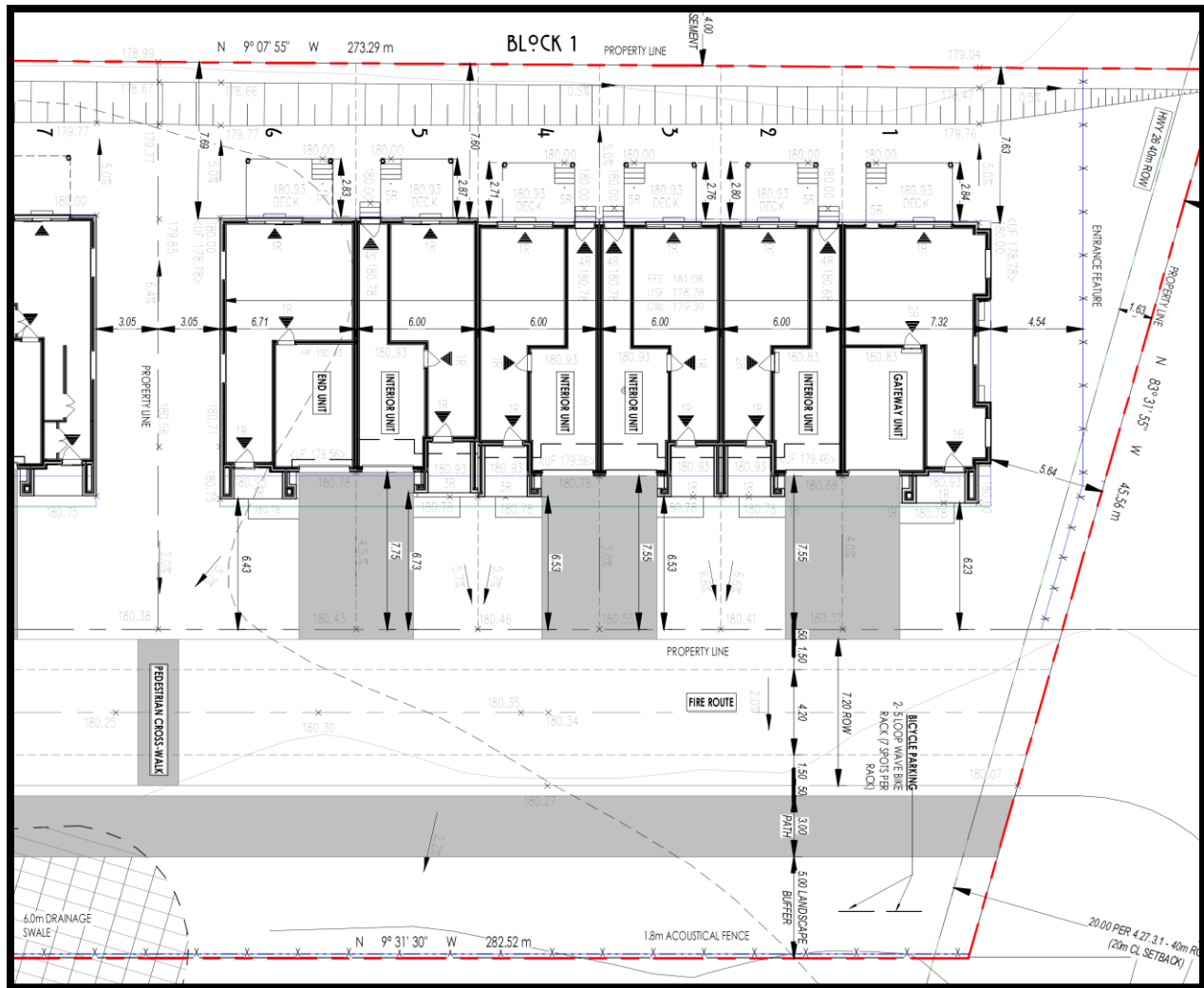


Fig. 5: Block 1 Site Plan Excerpt



Figure 5, above, shows the relationships between the various site plan elements. From east to west, there is the 5m wide landscaped buffer strip (required), parallel to which is a 3m public path (trail connection), the 7.2m wide condominium road, the main front building façade set back about 7.5m from the road and, a west yard (rear) of 7.6m.

Additional detail is provided in Section 8, below.

## 5. PRECONSULTATION

Two preconsultation meetings have been held with this file. The first was held November 4, 2020. The second preconsultation was held August 4, 2021 (Town File No. D002021). Included with this submission is a comments response matrix identifying preconsultation and agency comments along with responses to the comments. The responses are reflected in the materials submitted with this Site Plan Application.

## 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.

Part 1, Section 2 to the Planning Act directs that among other matters, a Council of a Municipality shall have regard to matters of provincial interest. Section 2 identifies 20 such matters 2(a) through( s).

By virtue of the approved status of the Official Plans of both the County and the Town most matters have been addressed in that the subject lands are designated in both Official Plans for development on full municipal services.

**Section 41** concerns site plan control and approval of plans or drawings. It is submitted that the plans and drawings, along with supporting technical information complies with the extent of and nature of materials requirements.

***In summary, the subject application complies with the relevant provisions of the Planning Act referred to above.***

## 7. PLANNING POLICY CONSIDERATIONS AND ANALYSIS

The two provincial level policy instruments are the Provincial Policy Statement, 2020 (the “PPS”) and, the Growth Plan (2019). The two municipal policy instruments are the Simcoe County 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 2020 Provincial Policy Statement (PPS) came into effect May 1, 2020 and replaced the previous 2014 PPS. It remains a province wide policy directive on matters of provincial interest in land use planning.

**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)). 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 would result in an efficient residential development pattern and contribute a medium density housing form to the Town’s mix of residential housing. The subject application provides an important trail link to a major municipal environmental trail system. 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 as it would result in development of vacant parcel of land within the existing urban fabric of the Town. 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 townhouse type housing form and, will enable development of a 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 development of a vacant parcel of land on full municipal services.***

**Section 2:** This section provides policies addressing the wise use and management of the natural environment and resources. The southern part of the subject lands abuts lands associated with the Cranberry Marsh environmental feature. The subject proposal includes environmental studies confirming environmental protection measures. In addition, Section 2 addresses archaeological resources. Stage 1 and 2 assessments were undertaken with the conclusion the subject lands do

not have archaeological attributes or interest. ***In this regard, the subject applications are consistent with the PPS.***

**Section 3:** Section 3 provides natural hazards policies. The subject proposal has been reviewed by environmental and engineering specialists and the proposed residential development is not occurring on hazard lands. ***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 Site Plan Approval application is consistent with key relevant PPS policy directives.***

## **7.2 Growth Plan (2020)**

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 designates the Town of Collingwood as a “Primary Settlement Area” within the “Simcoe Sub Area”. 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, and that the subject lands are designated for development in the local Official plan along with the fact that the development is to be on full municipal services the subject proposal assists the Town in meeting growth allocation forecasts and key policy principles of the Growth Plan.***

**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 residential on existing vacant land that can be serviced with municipal water and sewer, the subject applications conform to applicable key principles of the Growth Plan.***

## **7.3 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.

**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 3.5** 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.**

**In summary, as the subject lands are located within a designated Settlement Area, the proposal will result in provision of residential uses on the subject lands on full municipal services it is concluded that the proposal 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 with an updated published version dated January 2019.

The following is a summary of the subject proposal in relation to the Official Plan Schedules:

- **Schedule 'A'**, Land Use Plan, designates the subject lands as "Residential" and "Environmental Protection". An important relevant policy under the general residential policies addresses buffering:

### 4.3.2.4.8 Buffering

Adequate buffering, or transitions, shall be provided to the satisfaction of the Town where different density designations are adjacent to each other or are adjacent to non-residential uses, and may include enhanced setbacks, stepping of buildings, enhanced landscaping and/or berming/fencing of sufficient height.

- **Schedule 'B'**, Environmental Protection, designates a southern portion of the subject lands as "Category 1 Wetlands". Key policy guidance on permitted uses include:

### 4.1.3.1 Permitted Uses

The uses permitted within the Environmental Protection Areas shown on Schedule A, may include conservation uses, fish and wildlife management, public/private road, public/private utility, public parks, pedestrian (walking/jogging/ bicycling/cross-country skiing) trails, accessory parking lots or other similar passive recreational uses. Only those buildings and structures required for purposes of flood control or as accessory uses to public recreation shall be permitted.

Within the Category 1 Environmental Protection – Natural Heritage Resource Areas on Schedule B the uses permitted shall be further limited and no development or site alteration, except for public works/uses required for flood or erosion control or passive public recreation (e.g. trails), or public/private road, or public/private utility shall be permitted.

- **Schedule ‘C’**, Residential Density designates the subject lands “Medium Density” residential. Key policy guidance includes the following:

#### **4.3.2.6 Medium Density Residential**

Medium density residential uses shall be permitted on lands designated *Medium Density Residential* on Schedule C in accordance with the policies set out below.

##### **4.3.2.6.1 Permitted Uses**

The primary permitted residential uses shall be limited to single-detached dwellings, semi-detached dwellings, duplex dwellings, fourplexes, triplexes, townhouses, apartments, student dormitories and boarding homes.

- **Schedule ‘D’**, Transportation Plan, shows the subject lands as fronting onto an “Arterial Road” (Highway 26).
- **Schedule ‘D1’**, Trail System, shows the subject lands as being part of an existing trails network associated with the Highway 26 trail and the Cranberry Marsh trail system.
- **Schedule ‘E’**, Municipal Service Areas, shows that the subject lands are located in Service Area 1.
- **Schedule ‘E1’** shows existing Sanitary and Water Trunk mains along Highway 26.
- **Schedule ‘F’**, Urban Structure identifies the subject lands as lying within the Built Boundary (Designated/Available Lands).

The above address land use, environmental, transportation and servicing directions in the Official Plan. In addition, the Official Plan provides policies referencing Urban Design, summarized below.

**Section 4.3.2.2 Urban Design** provides policy supporting an urban design approach that seeks quality design and design that achieves “compact and complete communities”. The subject applications are supported through an Urban Design Report included with this proposal submission.

***In summary, the subject proposal conforms to the intent of the Official Plan as it is medium density residential in nature, respects environmental protection boundaries and will be on full municipal services. Furthermore, the Site Plan application is supported by an Urban Design Report. It is concluded that the subject application conforms to the Collingwood Official Plan.***

## 8.0 Zoning By-law

The subject lands are zoned R3 and EP.

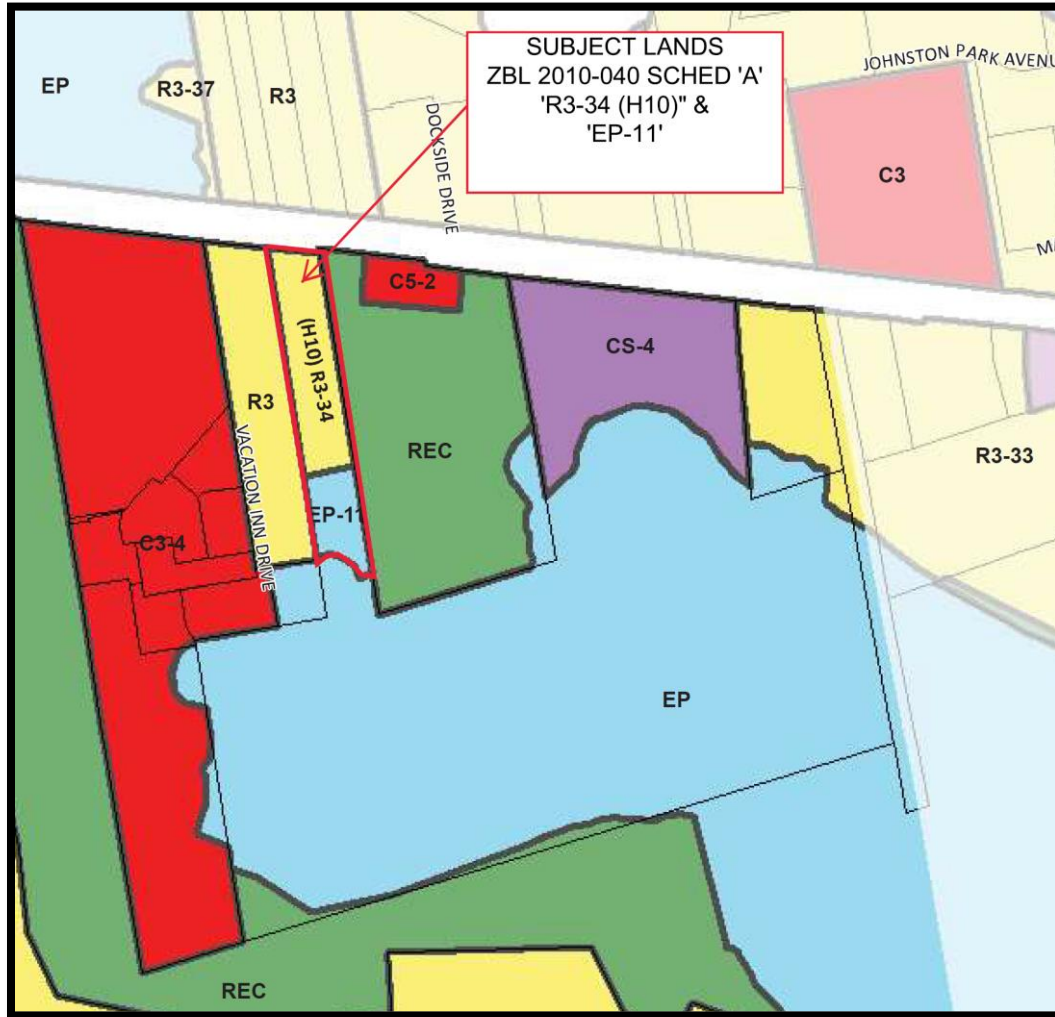


Fig. 6: Zoning By-law Schedule 'A' Excerpt

The Zoning By-law limits the uses to townhouses and group or cluster dwelling types. There is a required minimum 5m landscape strip along the east boundary (garden centre). The Exception provisions are detailed on the next page.

The site plan and land uses comply with the Zoning By-law exception regulations.

Collingwood Zoning By-law	
<b>RESIDENTIAL THIRD DENSITY EXCEPTION THIRTY-FOUR – R3-34 ZONE</b>	
Uses shall be limited to townhouse dwellings and group or cluster dwellings.	
The following zoning exceptions shall apply;	
Minimum lot area:	140 m <sup>2</sup> per unit
Minimum lot frontage:	6.0 m
Minimum front yard:	7.5 m
Minimum interior side yard – end unit:	3.0 m
Minimum landscape strip width (Eastern property boundary):	5.0 m
A landscaped strip shall be a landscaped open space and shall also include storm water management facilities (if necessary) and a 1.8 metre high acoustical privacy fence abutting the eastern property line.	

**Fig. 7: Zoning By-law Exception**

## 9.0 Urban Design

It is acknowledged that Urban Design is an important component of the Town’s development control review process. Accordingly, in addition to considering the policy and regulatory framework as required and enabled through the Planning Act, the Collingwood Urban Design Manual (2010) is considered by the Town to be an integral reference and guideline.

Regarding the UDM the following sections are highlighted for consideration.

### **Character and Context:**

Site character and context are addressed in the Urban Design Report. Overall land use type and density is accounted for under Official Plan land use designations. Implementation addressing character and context is a question of design detail. As noted, this design detail is reviewed in the Urban Design Report and reflected in the plans submitted for Site Plan Approval. The site is situated on the south side of Highway 26. The immediate area accommodates several existing medium density residential developments (north and west) as well as commercial (hotel to the west, garden centre to the east). The site is by definition, long and narrow (45m wide and 320m deep).

### **Site Layout**

The following is noted:

1. 26 individual townhouse type dwelling units are located within five separate blocks. The predominant north-south orientation of the blocks is defined by the narrow width of the parcel and the required internal condominium road running south from Highway 26.
2. The residential component is situated on the west side of the site with dwelling units backing onto the existing residential condominium (SC No.57) that comprises 8 fourplex type blocks.
3. An increased setback from the easterly commercial greenhouse is provided (about 22m).
4. Within that setback, the above noted condominium road serves the townhomes. Parallel and east of the condominium road is a 3m wide Trail Block within which is the trail connection. East of the Trail block is a 5m wide landscaped buffer area.
5. The condominium road terminates in a cul-de-sac. Visitor parking (7 spaces) is provided off the cul-de-sac.
6. The linear nature of the development is dictated by the width of the lot and the available location of the condominium road. This north-south relationship between built form and road access is similar to the existing condominium to the west.

## **Buildings**

As noted above, supporting reports address buildings and building orientation. For the most part, external building orientation reflect the existing urban neighbourhood structure to the west. Placement and orientation are proposed based on the urban context considerations noted. At 3 stories, the building design implements a compact urban form.

## **Active Transportation**

Active Transportation matters are addressed with the following development characteristics:

1. Homes have access to an existing public trail network.
2. Site is adjacent to a major cycling network associated with the above. Bicycle parking is provided on-site.
3. Site fronts onto the municipal transit route.
4. Appropriate onsite parking is provided.

## **Landscaping and Public Spaces**

Consideration of landscaping and public open spaces is addressed as follows:



1. The site represents a compact, urban situation with limited opportunities for major landscaping and public open spaces. However, north, south and east yards are to be planted with trees and shrubs. The 30% design tree canopy can be achieved.
2. The main public space will be the major north south trail link, a 3m wide asphalt walk is proposed.
3. Project identification signage is proposed at Highway 26, at a scale and character in keeping with the development.
4. A 14 bicycle 'bike rack garden' is provided at the north-east corner.
5. A 1.8m high wood acoustic fence is provided along the east side lot line.

In summary, the above demonstrates how the proposed Site Plan is consistent with applicable Town of Collingwood Urban Design Manual directions. These considerations are further examined in the attached Urban Design Report.

## 9.0 SUPPORTING STUDIES AND ANALYSIS

As a result of the preconsultation processes the following reports and studies were identified by municipal planning staff as being required as part of the application submission process:

<input type="checkbox"/> Active Transportation Report	<input checked="" type="checkbox"/> Illumination Study Report
<input type="checkbox"/> Affordable Housing Report	<input type="checkbox"/> Marina or Coastal Engineering Study
<input checked="" type="checkbox"/> Archeological Assessment	<input type="checkbox"/> Master Fire Plan
<input type="checkbox"/> Cultural Heritage Report	<input type="checkbox"/> Needs/Justification Report
<input checked="" type="checkbox"/> Environmental Site Assessment	<input checked="" type="checkbox"/> Noise Study
<input checked="" type="checkbox"/> Environmental Impact / Natural Heritage Study	<input type="checkbox"/> Odour /Nuisance /Dust /Vibration Study
<input type="checkbox"/> D4 Landfill Study	<input type="checkbox"/> Parking Report/Analysis
<input type="checkbox"/> Economic Cost Benefit Impact Analysis	<input checked="" type="checkbox"/> Planning Report, covering letter, draft Official Plan Amendment and/or draft Zoning By-law Amendment required for ZBA & OPA applications
<input type="checkbox"/> Electrical Economic Evaluation Plan	<input type="checkbox"/> Shadow Analysis
<input type="checkbox"/> Fire Safety Plan	<input type="checkbox"/> Spray Analysis - Golf Courses
<input type="checkbox"/> Fisheries Impact Study	<input checked="" type="checkbox"/> Stormwater Management Report
<input type="checkbox"/> Flooding, Erosion and Slope Stability Report	<input type="checkbox"/> Sustainability Analysis
<input checked="" type="checkbox"/> Functional Servicing Report	<input checked="" type="checkbox"/> Traffic Impact Stud
<input checked="" type="checkbox"/> Geotechnical /Soil Stability Report	<input checked="" type="checkbox"/> Tree Preservation Plan
<input type="checkbox"/> Growth Management Report	<input checked="" type="checkbox"/> Urban Design Report including Architecture

The following Studies and Reports are provided with this application:

- i. Archaeological: Amik, May 2021**
- ii. Tree Preservation Plan and Report: Canopy Consulting, December 2021**
- iii. Phase 1 ESA: PML, January 2022**
- iv. Phase 2 ESA: PML, January 2022**
- v. EIS: Birks, June 2021**
- vi. Geotechnical Report: PML, January 2022**
- vii. Noise Assessment: NASI, January 2022**
- viii. Traffic Study: Tatham, January 2022**
- ix. Functional Servicing Report: Tatham, March 2022**
- x. SWM Report: Tatham, March 2022**
- xi. First Submission Civils: Tatham, March 2022**
- xii. Landscape Plan: A. Budrevics, October 2021**
- xiii. Architectural/Building/Site Plan: 2LS Design, February 2022**

In combination, the above referenced materials have been used to develop the plans and applications reviewed herein. The proposed site plan application is supported by the aforementioned plans, studies and reports. The reports conclude that:

- There is no archaeological significance.
- Development will require tree removal, however, trees to be retained will be protected.
- The land is suitable for residential development.
- Noise impacts are relatively minimal; however, warning clauses will be required in order to acknowledge proximity to Highway 26, the hotel use (west) and the garden centre.
- Given the scale of the proposed development, traffic operational impacts on Highway 26 will be not be significant and no improvements to existing Highway 26 are required.
- The FSR and SWM report address servicing and conclude that the subject lands can be serviced. Additional site grading is required in order to accommodate and improve site drainage.

## **10.0 SUMMARY/CONCLUSION**

Application is sought for Site Plan Approval for a 26 townhouse type dwelling unit residential development. The 1.246ha site has frontage along Highway 26 and is bordered by a garden centre to the east, a medium density condominium to the west and lands associated with the Cranberry Marsh open space system to the south.

The site plan proposes a compact medium density residential urban form. Site layout and components are, by necessity, oriented in a north-south manner. The units will be serviced via a condominium road. A major public trail/path is provided parallel to the road and links Highway 26 trail systems to the Cranberry Marsh trail systems.

With a maximum density of 30upha, the unit yield is 26.

In reviewing key applicable policy land use policy, it is found that the subject proposal is consistent with and conforms to land use policy. In addition, the subject proposal conforms to the site specific zoning regulations and, implements applicable components of the Urban Design Manual.

Prepared By:

A handwritten signature in black ink, appearing to read "Colin Travis".

Travis and Associates  
Colin Travis, MCIP RPP  
February 2022