



The Corporation of the Township of King Report to Council

From: Growth Management Services – Planning Division

Report Number: GMS-PL-2025-007

Date: Monday, March 17, 2025

Title: **Recommendation Report for the Highway 11 Corridor Study – Township-Initiated Official Plan and Zoning By-law Amendments, File Nos. PP-2023-02, OP-2024-04 and Z-2024-08**

Recommendation

1. That Council receive Report GMS-PL-2025-007; and
2. That Council approve Township-initiated Applications Official Plan Amendment File No. OP-2024-04 and Zoning By-law Amendment File No. Z-2024-08 to implement the recommendations of the Highway 11 Corridor Study for the lands shown on **Appendix A** to this Report; and
3. That Council adopt By-law 2025-018, being a By-law to adopt Official Plan Amendment OPA No. 5, an Amendment to the Our King Official Plan to amend Countryside Site-Specific Policy Area 2 (C-SSPA-2) to provide policies to facilitate the planned and orderly regeneration of the Highway 11 Corridor; and
4. That Council adopt Zoning By-law Amendment By-law 2025-019, being an Amendment to Countryside Zoning By-law 2022-053, to introduce new definitions and general provisions to the By-law, and to add a new Exception Zone to implement the land use permissions and permitted uses of OPA No. 5.

1. Report Highlights

- The need for a Study for the Highway 11 Corridor was identified in the policies of C-SSPA-2 of the Our King Official Plan.
- The proposed implementing Official Plan Amendment and Zoning By-law Amendment endeavor to provide a policy framework to facilitate the revitalization of the Corridor, and promote opportunities for economic development.
- A statutory Public Meeting for the draft Official Plan and Zoning By-law Amendments was held on October 7, 2025.
- The policy framework has been developed to be consistent with, and conform to, applicable Provincial policies and legislation, while identifying opportunities under

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these policies and legislation to introduce new permitted uses and land use permissions.

- The draft policy framework evolved based on consultation with landowners, interested parties, Agencies and rights holders, including Indigenous Communities, to ensure that the framework preserves and enhances natural heritage features and areas of archaeological potential.

2. Purpose

The purpose of this Report is to recommend adoption of the Official Plan Amendment (**Appendix B**) and Zoning By-law Amendment (**Appendix C**) for the Highway 11 Corridor Study Area, as identified on **Appendix A** to this Report.

3. Background

Study Area

The proposed Official Plan and Zoning By-law Amendments apply within the Study Area boundary for the Highway 11 Corridor, as shown in **Appendix A**. The Study Area is located in the northeast corner of the Township along Highway 11, spanning from Bathurst Street in the east to the Holland River in the west.

The Corridor is recognized as contributing to the rural economy and is located at a key location, given its proximity to urban centres in the abutting municipalities of Bradford West Gwillimbury and East Gwillimbury. The Corridor functions as a highway commercial strip, with uses to serve the travelling public, such as service stations, motels, and restaurants. In addition, the Corridor also contributes to King's vibrant countryside with farmland, forests, and wetlands, and is in close proximity to agricultural lands, including the provincially recognized Holland Marsh Specialty Crop Area. The Corridor is recognized as contributing to the rural economy, and as being crucial in supporting functional and economic connections to the agri-food network.

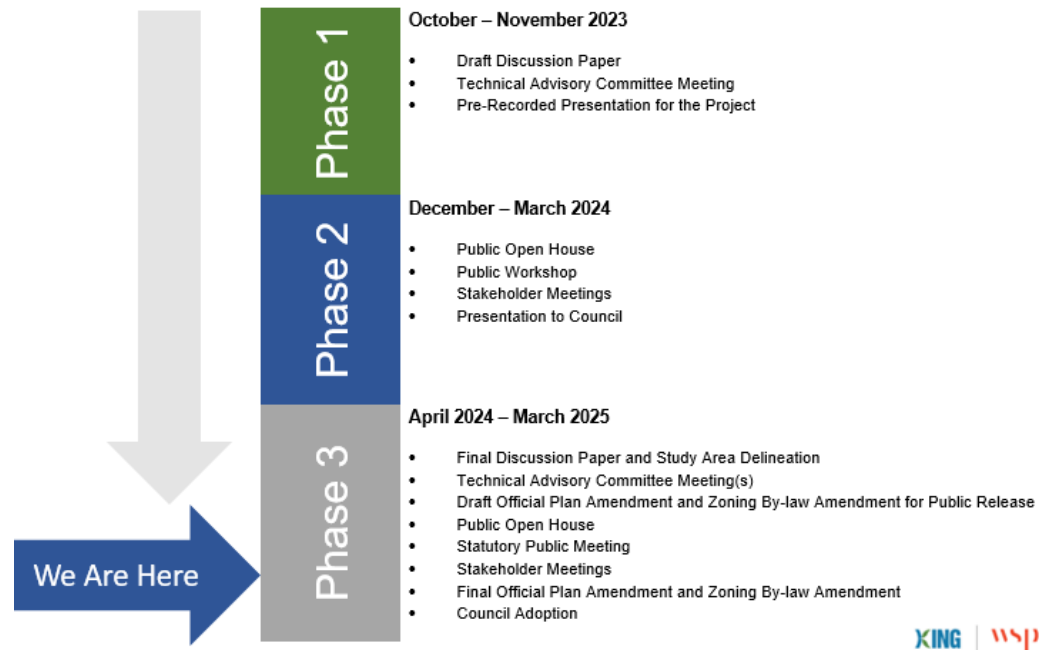
The Township's "Our King" Official Plan, designates the area as "Countryside Site-Specific Policy Area 2 (C-SSPA-2)" and provides site-specific policies for the Corridor. The policies summarize that the Corridor is a part of the Greenbelt Plan's Protected Countryside and contains historically established commercial and other uses; directs that a land use study of the Highway 11 Corridor be conducted; and the Study Area limits would be determined during the Study period.

To support a long-term strategy that facilitates the regeneration of the Highway 11 Corridor, the Project Team has developed a proposed land use planning framework. As noted above, the framework consists of draft Amendments to the Our King Official Plan for the lands identified in Schedules 1, 2 and 3 of the proposed Official Plan Amendment (**Appendix B**), and a proposed Amendment to Countryside Zoning By-law 2022-053 (**Appendix C**). The framework recognizes and works within the applicable Provincial plans and policy, while advancing Township and landowner interest to support redevelopment of the Corridor and foster economic growth that is representative of its strategic location and regional function.

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Work Program

The Township commenced the Highway 11 Corridor Study in October 2023 and retained planning consulting services from WSP Canada. The purpose of the Study was to develop a land use planning framework to enable regeneration of the Corridor by maximizing opportunities for properties within the Corridor, while working within the context of the applicable Provincial Plans and policies. The work program for the Study is outlined below:



Staff previously reported to Council in both Phases 2 and 3 of the Project. In Phase 2, Staff reported on February 12, 2024, through [Report No. GMS-PL-2024-03](#) to introduce the draft Highway 11 Corridor Study Discussion Paper, and to seek public and Council comments. Staff also reported to Council on October 7, 2024, through [Report No. GMS-PL-2024-029](#) for the statutory Public Meeting for the Official Plan and Zoning By-law Amendments. This Report to Council marks the conclusion of Phase 3, and the completion of the overall work program.

Public Consultation and Community Engagement

Phase 1 of the Study involved development of a detailed Engagement and Consultation Plan to ensure meaningful engagement opportunities were available for the public, Council, landowners, interested parties, Indigenous communities, external agencies including York Region and the Lake Simcoe Region Conservation Authority (LSRCA), and the neighbouring municipalities of Bradford West Gwillimbury and East Gwillimbury. Over the course of the Project the following engagement sessions were held:

- A Pre-Recorded Presentation to introduce the Project and draft Discussion Paper;
- Public Open House on November 21, 2023;

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- Two (2) Public Workshops on January 30, 2024;
- One-on-one interviews with landowners and stakeholders;
- Two (2) Technical Advisory Committee Meetings;
- Meetings with York Region and the LSRCA;
- Meeting with Alderville First Nation:
- Public Open House on October 7, 2024; and
- Statutory Public Meeting on October 7, 2024.

The comments and written submissions received prior to the preparation of this Report have been captured and responded to in the Comment Response Matrices attached to this Report as **Appendix D through F, inclusive**. All comments and submissions have been considered in preparation of the final draft Amendments.

4. Analysis

Policy Review

A comprehensive overview of the land use planning policy framework and context for the Highway 11 Corridor Study is available in Section 3 of the [Final Discussion Paper](#). A summary of the applicable policy framework was also included in the statutory Public Meeting Report to Council, [Report No. GMS-PL-2024-029](#).

The proposed Amendments are consistent with and conform to applicable Provincial legislation and policies, including the Planning Act, Greenbelt Plan, new Provincial Planning Statement, Lake Simcoe Protection Plan and South Georgian Bay Lake Simcoe Source Protection Plan. In accordance with Amendment No. 4 to the Greenbelt Plan, regard was also given to the 2020 Provincial Policy Statement, and A Place to Grow: Growth Plan for the Greater Golden Horseshoe, 2019, as the Statement and Plan continue to apply where they are referred to in the Greenbelt Plan. The Amendments were also reviewed against the York Region Official Plan (YROP), as it applies to King, to ensure that the Amendments are consistent and to confirm that an Amendment to the YROP is not required.

Study Area

Since the Public Meeting, a minor modification has been made to the Study Area. To ensure clarity in utilizing the Amendments and proposed land use planning framework, the Study Area limits have been clarified to ensure that the Study Area limits follow the extent of the rail corridor, with the exception of the marina property along the Holland River on the north west extent of the Study Area. More specifically, this change has results in a property municipally known as 25 Toll Road, being removed from the Study Area. Due to the configuration of the property and its proximity to the rail corridor the property was inadvertently included in the Study Area in previous iterations of the draft Amendments. Given the property's location off

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Toll Road instead of Highway 11, the presence of environmental features, and lack of historical commercial use and permissions, the property was not intended to be included within the Study Area. **Appendix A** to this Report, and the Schedules for the proposed Official Plan and Zoning By-law Amendments have been updated accordingly to reflect this change to the Study Area.

Proposed Official Plan Amendment

The proposed Amendment to the Our King Official Plan ('Our King') amends the policies of C-SSPA-2 by replacing them with an implementing land use planning framework specific to the Study Area. The framework includes a vision and objectives to support and facilitate renewal of the Highway 11 Corridor by providing opportunities for existing uses to redevelop or expand, and by recognizing the Corridor as a strategic location for economic development.

The Amendment applies a "Corridor-wide", or "area-specific" approach to existing uses that supports consistency, clarity, and equity, by applying permissions broadly across the Corridor. The Amendment specifies land uses that are permitted within the Corridor, and provides that the uses may be further specified in the implementing Zoning By-law, in addition to setting out a framework to guide the implementation of the By-law, which includes the use of Holding "H" provisions.

In addition to use permissions, the Amendment also proposes area-specific policies relating to:

- Natural heritage;
- Areas of archaeological potential;
- Wellhead protection and recharge management;
- Urban design, built form and landscaping;
- Site access and parking facilities;
- Public realm considerations;
- Servicing;
- Acoustic (noise) and vibration considerations; and
- Transportation and mobility.

These policies are designed to work together and enhance existing Official Plan policies to provide opportunities for new development while also requiring the protection, restoration and enhancement of the natural heritage system, archaeological resources, and the agricultural system. The policies also provide opportunities for new development and site alteration that are of an appropriate design and character, and accessible. Further, the policies recognize the jurisdiction and rights of:

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- The Lake Simcoe Region Conservation Authority (LSRCA), in terms of both natural heritage and hazard land policies, and provides a framework for new development within the floodplain;
- York Region, in relation to municipal water and wastewater servicing, transportation and mobility through the Corridor, road improvements, and future active transportation and pedestrian connections; and
- Rights holders, particularly Indigenous Communities, in terms of their treaty rights, and current and historical interests in the land, to require that Indigenous Communities are consulted with on proposed developments where areas of Indigenous interest and/or Native Values, and/or the potential for indigenous artifacts to be encountered have been identified, including areas of archaeological potential within the Corridor.

Proposed Zoning By-law Amendment

The proposed Zoning By-law Amendment looks to amend Countryside Zoning By-law 2022-053 (“By-law 2022-053”). By-law 2022-053 was approved by Council in September 2022 and was appealed by 17 appellants. There are still several active appeals to the By-law that apply on a site-specific basis, including two (2) active appeals within the Study Area. The appeals within the Study Area have been adjourned by the Ontario Land Tribunal (OLT) indefinitely, pending the recommendations and outcome of the Highway 11 Corridor Study.

Existing Zoning Framework

By-law 2022-053 zones lands within the Study Area as: Agricultural (A), Greenbelt Natural Heritage (GNH), Rural Commercial (RC), Rural Employment Greenbelt (RMG), and Environmental Protection (EP).

In addition to these zones, there are also several existing site-specific exceptions within the Study Area. These exceptions carry forward permissions from previous site-specific applications that were passed under the Township’s previous Zoning By-law 74-53. In accordance with Section 5.2.1 of the Greenbelt Plan, Zoning By-laws can recognize existing uses where the Zoning By-law was amended prior to December 16, 2004, to specifically permit the land use(s), and are not required to conform with the use permissions of the Greenbelt Plan. These site-specific exceptions are set out in Part 10 of By-law 2022-053 and include permitted uses, site-specific development standards, and definitions that apply only within the specific exception.

Proposed Zoning Framework

The Zoning By-law Amendment as set out in **Appendix C** proposes amendments to By-law 2022-053 to implement the framework set out in the proposed Official Plan Amendment. The Amendments proposed to By-law 2022-053 include changes to the By-law as a whole to add new defined terms, general provisions and parking requirements.

Since the Public Meeting in October, the structure of the proposed Amendment has changed. The amendments, use permissions, and lot and building requirements remain generally

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consistent with what was presented at the statutory Public Meeting; however, the format and structure of the Amendment has been updated to improve clarity, usability and interpretation of the By-law. More specifically, no changes have been made to the draft Amendments to Parts 2, 3, 4 and 7 of the By-law since that statutory Public Meeting.

Changes have been made in the proposed By-law for a small portion of lands that are currently zoned Environmental Protection ('EP'). The lands that are currently zoned EP are within lands subject to Exception 157, and were zoned EP through By-law 1999-092. The proposed Zoning By-law Amendment, and proposed new Schedule A8 propose to rezone the lands currently within the EP zone to the GNH zone. This change is proposed to update the applicable land use provisions to align with the approach undertaken for the rest of the lands within the Corridor that are within the Natural Heritage System of the Greenbelt, by placing the lands within the GNH zone. Staff note that as there was no zone in the Township's previous rural Zoning By-law to recognize the Greenbelt's Natural Heritage System that the EP zone was likely applied as it provided protection to natural heritage features and their buffers. Further, the policies related to natural heritage features and their associated buffers as set out in the Official Plan and proposed Official Plan Amendment apply, and that any development or site alteration on these lands would be subject to the lifting of a Holding symbol, as will be discussed below.

The primary change made to the proposed Zoning By-law Amendment since the statutory Public Meeting is that the Amendments to Part 10 – Exception Zones have been restructured.

Part 10 – Exception Zones

Instead of a series of Exception Zones, a single Exception Zone is now proposed to apply to the Corridor as a whole. The intent of this change is to improve clarity, and eliminate any potential conflicts or inconsistencies when reading provisions across multiple exceptions. A single Corridor-wide exception has been established to implement an equitable lens to land use permissions and zoning regulations, and the application of a consistent framework recognizes the intent for the Corridor to regenerate and evolve in a coordinated and cohesive manner. Further, the approach also recognizes the desire for similar land use planning outcomes to be realized for all landowners and businesses.

A general exception, Exception 250, is proposed to apply to the entirety of the Corridor. Figure 2025-01 identifies lands subject to this Exception, either within Part a. of the Figure which shows the easterly portion of the Corridor, or Part b. of the Figure which shows the westerly portion of the Highway 11 Corridor. As a whole, Exception 250 is comprised of twelve (12) subsections, and a series of 10 Figures. The 12 subsections are structured as follows:

- **Subsection 1** - Provides the use permissions as follows:
 - Provision a) identifies existing use permissions within the GNH, RC and RMG zones;

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- Provision b) specifies that areas zoned GNH and RMG are subject to a Holding ('H') symbol, and criteria for lifting the 'H';
- Provision c) provides use permissions for lands zoned RC. The extent of the RC zone reflects lands outside of the Natural Heritage System of the Greenbelt Plan, and lands that are not identified as areas of archaeological potential. Lands that are zoned RC are not proposed to be subject to the lifting of the 'H' symbol and have broader use permissions;
- Provision d) identifies that upon the lifting of the 'H' symbol by satisfying the criteria noted in Provision b), all uses specified in Provisions a) and c) would be permitted on the lands, regardless of the underlying zone being GNH or RMG;
- Provision e) specifies that notwithstanding any other provision of the Exception, certain uses are prohibited for lands identified as hazardous lands or hazardous sites, as determined by the Township in consultation with the LSRCA;
- **Subsection 2** – Specifies the lot and building requirements that shall apply, except where more restrictive requirements are noted elsewhere in the Exception. The lot and building requirements apply generally regardless of the zone, with the exception of lot frontage which varies depending on the underlying zone.
- **Subsection 3** – Provides that no development or site alteration shall occur within areas shown as “Natural Heritage Features” or “Natural Heritage Features (120 m Buffer)”, as shown on Schedule E to By-law 2022-053, unless it is in accordance with an approved Site Plan under Section 41 of the *Planning Act*.
- **Subsection 4** – This subsection details specific permissions that carry forward previously obtained approvals for the lands shown as GNH-250-1 on Figures 2025-01 and 2025-02 of Exception 250 (Formerly subject to Exception 90). These lands are subject to an 'H' and the criteria of subsection 1.
- **Subsection 5** – This subsection details specific permissions that carry forward previously obtained approvals for the lands shown as RC-250-2 on Figures 2025-01 and 2025-03 of Exception 250 (Formerly subject to Exception 100).
- **Subsection 6** – This subsection details specific permissions that carry forward previously obtained approvals for the lands shown as GNH-250-3 on Figures 2025-01 and 2025-04 of Exception 250 (Formerly subject to Exception 100). These lands are subject to an 'H' and the criteria of subsection 1.
- **Subsection 7** – This subsection details specific permissions that carry forward previously obtained approvals for the lands shown as GNH-250-4 on Figures 2025-01 and 2025-05 of Exception 250 (Formerly subject to Exception 119). These lands are subject to an 'H' and the criteria of subsection 1.

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- **Subsection 8** - This subsection details specific permissions that carry forward previously obtained approvals for the lands shown as RC-250-5 on Figures 2025-01 and 2025-06 of Exception 250 (Formerly subject to Exception 157).
- **Subsection 9** - This subsection details specific permissions that carry forward previously obtained approvals for the lands shown as GNH-250-6 on Figures 2025-01 and 2025-07 of Exception 250 (Formerly subject to Exception 172). These lands are subject to an 'H' and the criteria of subsection 1.
- **Subsection 10** - This subsection details specific permissions that carry forward previously obtained approvals for the lands shown as GNH-250-7 on Figures 2025-01 and 2025-08 of Exception 250 (Formerly subject to Exception 175). These lands are subject to an 'H' and the criteria of subsection 1.
- **Subsection 11** - This subsection details specific permissions that carry forward previously obtained approvals for the lands shown as GNH-250-8 on Figures 2025-01 and 2025-09 of Exception 250 (Formerly subject to Exception 175). These lands are subject to an 'H' and the criteria of subsection 1.
- **Subsection 12** - This subsection details specific permissions that carry forward previously obtained approvals for the lands shown as GNH-250-9 on Figures 2025-01 and 2025-10 of Exception 250 (Formerly subject to Exception 67). These lands are subject to an 'H' and the criteria of subsection 1.

Staff note that not all site-specific provisions from the previous exceptions have been carried forward for Subsections 4 through 12, inclusive. Provisions that were more restrictive, or contradicted, the provisions that apply to the entire Corridor were removed from the relevant subsection. Further, Staff note that for lands subject any of the provisions of Subsections 4 through 12, inclusive, that these provisions must be read in conjunction with the relevant and applicable policies of Subsections 1 through 3, inclusive, for the underlying zone.

Schedules

Amendments are proposed to Schedules A8 and A9 of By-law 2022-053. Both Schedules A8 and A9 are proposed to be deleted in their entirety and replaced with new Schedules A8 and A9. As noted above, the primary change proposed to the underlying zone for any lands shown within the Study Area is the change from EP to GNH for a small portion of lands on the property municipally known as 20400 Highway 11. For all other lands within the Corridor the underlying zone remains unchanged, and the only other changes as shown on Schedule A8 and A9 affect the delineation of the Exception Zones, by removing references to individual exceptions, and adding references to Exception 250 for all lands within the Corridor. The revised Schedules A8 and A9 are attached to the proposed Zoning By-law Amendment as Schedules '1' and '2', respectively.

5. Financial Considerations

The Highway 11 Special Policy study is funded by project 18-2121 for \$60,000 split between Tax Levy and Development Charges Growth Studies.

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Additional zoning permissions encourage commercial uses and allow for some employment type uses which will help the economic growth in this area and increase the Township's non-residential tax assessment.

Alignment to Strategic Plan

The 2023-2026 Corporate Strategic Plan (CSP) was adopted by Council on June 12, 2023. The CSP reflects the priorities of upmost importance to the community and defines the obligations and commitments of the Township of King to its citizens and to the public. The CSP is aligned with the Townships long-term vision defined in the "Our King" Official Plan. The CSP also aims to ensure that staff initiatives focus on and work towards supporting King's Vision, Mission and Values.

This report is in alignment with the CSP's Priority Area(s), and/or associated Objective(s) and/or Key Results(s):

Priority Area: Complete Communities

Objective: Implement regulatory changes to manage growth that best serves King's unique landscape.

Key Result: Complete the Official Plan review and update (to 2051) by 2025.

Through the Highway 11 Corridor Study the Township is actively engaging with members of the public and interested and affected parties to develop a "King-Centric" policy framework for the Highway 11 Corridor Area. The draft Discussion Paper is one of the first steps in developing this policy framework.

6. Conclusion

The purpose of this Report is to present the draft Township-initiated amendments to the Our King Official Plan and Countryside Zoning By-law 2022-053 and recommend their adoption by Township Council. The proposed Amendments provide the policy and land use framework to facilitate the planned and orderly regeneration of the Highway 11 Corridor, and support economic development within the Corridor while providing for the protection, preservation, and enhancement of the natural heritage system, agricultural system, and areas of archaeological potential. Staff respectfully recommend that Council receive this Report, adopt OPA No. 5 being an Amendment to C-SSPA-2 of the Our King Official Plan, and adopt By-law 2025-018 and 2025-019, being a By-law to adopt OPA No. 5 and a By-law to amend Countryside Zoning By-law 2022-053, respectively.

7. Attachments

Appendix A: Highway 11 Corridor Study Area

Appendix B: Proposed Official Plan Amendment

Appendix C: Proposed Zoning By-law Amendment

Appendix D: Comment Response Matrix – External/Agency, dated March 3, 2025

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and Zoning By-law Amendments, File Nos. PP-2023-02, OP-2024-04 and Z-2024-08

Appendix E: Comment Response Matrix – Public, dated March 3, 2025

Appendix F: Comment Response Matrix – Indigenous, First Nations & Metis, dated March 3,
2025

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