



Planning Report

To: Town of Saugeen Shores Council

From: Coreena Smith, Senior Development Planner

Date: April 20, 2026

Re: Local Official Plan Amendment - L-2025-018 and Zoning By-law Amendment - Z-2025-062 (Southampton Two-Zone)

Recommendation:

That Local Official Plan Amendment - L-2025-018 and Zoning By-law Amendment - Z-2025-062 (Southampton Two-Zone) by the Town of Saugeen Shores be received for information.

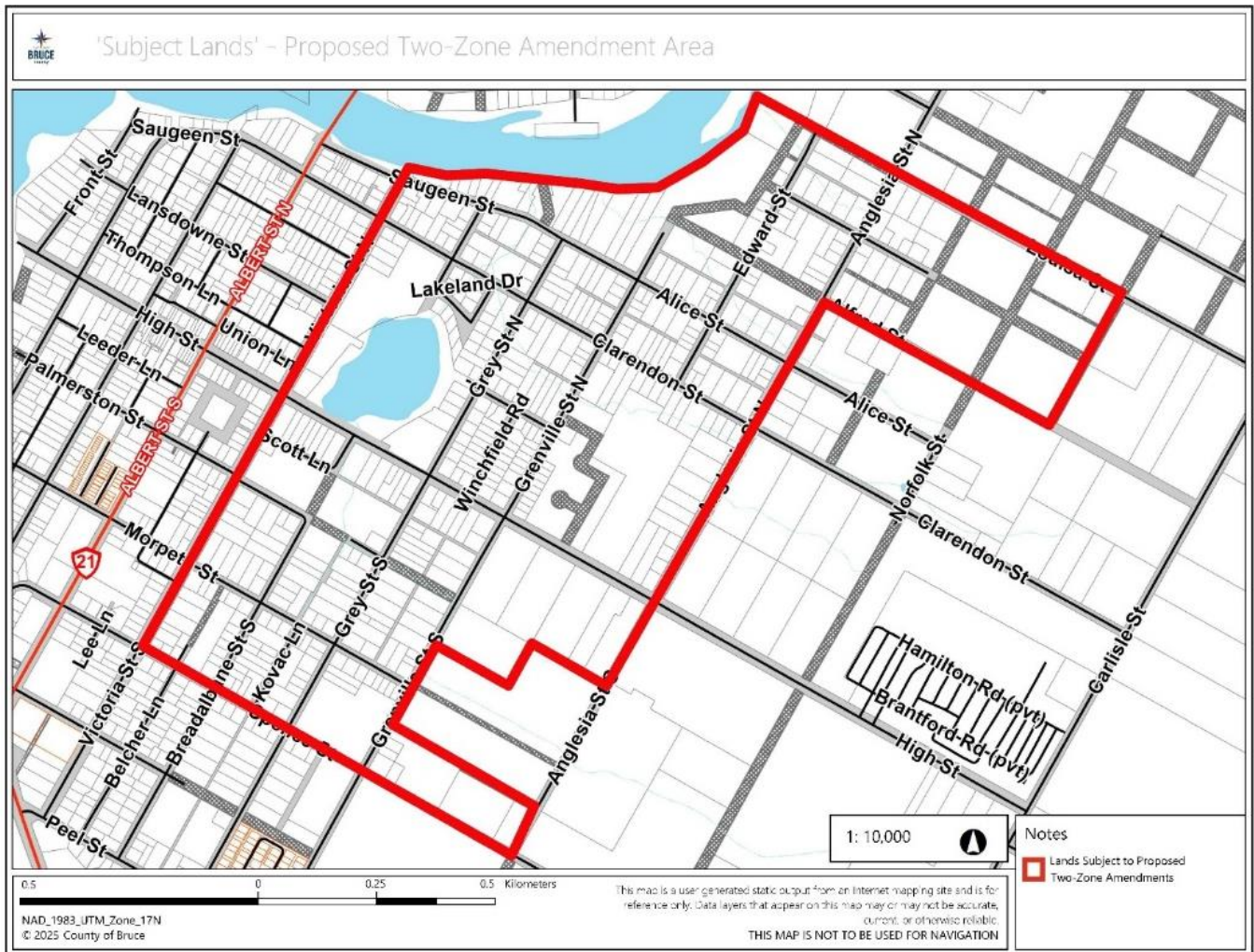
Summary:

The purpose of the application is:

- To amend the Environmental Hazard policies of the Town of Saugeen Shores Official Plan to permit watercourse floodplains to be managed according to a Two-Zone Floodplain Management Concept, where appropriate; and,
- To amend the Town of Saugeen Shores Zoning By-law 75-2006 to implement a Two-Zone Floodplain Management Concept for specified lands within the geographic Town of Southampton.

The purpose of this public meeting is to present the proposal to Council and to obtain feedback from Council and the community. At a later date, staff will present a recommendation report which will also address comments arising from this meeting.

Site Plan



Planning Considerations:

The following section provides an overview of the planning considerations relating to this application, including relevant agency comments (attached), public comments (attached) and planning policy sections.

Managing Development and Site Alteration in Flood Hazards

In September 2022, Town Council approved the allocation of funds for the creation of flood hazard mapping in Southamptton under the Flood Hazard Identification and Mapping Program offered by the province. A cost-sharing arrangement with the Saugeen Valley Conservation Authority (SVCA) was approved by Council, and the project was initiated. In June 2024, the *Flood Hazard Mapping Study in the Town of Saugeen Shores* report was completed by Water's Edge Environmental Solutions which mapped the floodplain of several watercourses in Southamptton. The study showed that the floodplain had increased since the last mapping update completed in 1992.

The floodplains in the Town of Saugeen Shores are currently managed using a one-zone floodplain concept. Under the policies of the Provincial Planning Statement (PPS), development and site alteration are not permitted in a floodplain under the one-zone concept except in limited circumstances (i.e., where a Special Policy Area has been approved, for development which by its nature must locate within the floodplain like a dam, or where a two-zone concept is applied). Staff recommended that a two-zone floodplain concept be explored for the newly mapped floodplains within the Southampton settlement area.

Where a two-zone floodplain concept is applied, the PPS states that development and site alteration may be permitted where the effects and risk to public safety are minor, could be mitigated in accordance with provincial standards, and where all of the following are demonstrated and achieved:

- a) development and site alteration is carried out in accordance with floodproofing standards, protection works standards, and access standards;
- b) vehicles and people have a way of safely entering and exiting the area during times of flooding, erosion and other emergencies;
- c) new hazards are not created and existing hazards are not aggravated; and
- d) no adverse environmental impacts will result.

The two-zone floodplain concept prohibits development in the floodway but allows development within the flood fringe subject to the conditions described above. The floodway is the inner portion of the floodplain, required for the safe passage of flood flow and/or where flood depths and/or velocities pose a potential threat to life and/or property damage. The flood fringe is the outer portion of the floodplain where the depths and velocities of flooding are generally less severe than those in the floodway.

The depth of flooding in this area of Southampton during a Hurricane Hazel flood event was modelled by Water's Edge Environmental Solutions to be approximately 0.30 m (1 ft). It was determined in consultation with Town and SVCA staff that the risks associated with a two-zone floodplain concept in Southampton could be appropriately mitigated.

The Town retained Greenland Consulting Engineers to refine the floodplain mapping and modelling from the Water's Edge study to distinguish between the floodway and flood fringe. This was needed to support the implementation of the two-zone floodplain concept and the required amendments to the Town's Official Plan and Zoning By-law. In September 2025, the *Two-Zone Regulatory Flood Mapping Summary Memo* was completed by Greenland Consulting Engineers (attached).

At the September 15, 2025 meeting of The Council of the Town of Saugeen Shores, Council passed a resolution directing staff to submit an application to amend the Town's Official Plan and Zoning By-law to include policies and provisions for implementation of a two-zone floodplain management concept for part of Southampton.

At the September 18, 2025 meeting of the SVCA, the Board of Directors passed a motion that accepted the Greenland Consulting Engineers' two-zone floodplain mapping study and

adopted the two-zone floodplain management concept for that area of Southampton, which would come into effect when the appropriate amendments are made to the Town's Official Plan and Zoning By-law.

Town staff submitted the required planning application to the County to initiate the process in November 2025.

A Public Information Centre (PIC) was then held on November 19, 2025 at the Southampton Town Hall, which was hosted by the Town of Saugeen Shores and included staff from the Town, SVCA, Bruce County and Greenland Consulting Engineers. The PIC was held to share the preliminary details of the project and to answer questions from the community. The PIC was attended by eight members of the public. One preliminary comment was also received in writing from a person who was not able to attend the PIC. That comment and additional correspondence from an area developer (attached) include matters to be considered in the modelling and mapping of the flood prone areas. These comments, along with any others received by the County, will be reviewed with Town and SVCA staff and considered by County staff prior to making a recommendation on the application.

Proposed Amendments

The proposed amendment to the local Official Plan would enable a two-zone floodplain management concept to be applied within the settlement areas of Southampton and Port Elgin, where deemed appropriate. This means floodplains would continue to be managed through the more restrictive one-zone floodplain management concept unless a zoning by-law amendment is passed that allows for the two-zone floodplain management concept to be applied. The two-zone concept would need to be supported by floodplain modelling approved by the Town, County and SVCA.

The Town is seeking to only apply the two-zone floodplain concept to select watercourses in Southampton at this time as shown on the Site Plan above and supported by the *Two-Zone Regulatory Flood Mapping Summary Memo* prepared by Greenland Consulting Engineers. The proposed amendments to the Zoning By-law include:

- New definitions (i.e., flood fringe, floodplain, floodway, one-zone concept, two zone-concept);
- New general provisions that apply to the area shown in the proposed Flood Fringe Overlay;
- Uses permitted in the flood fringe; and
- Conditions under which development or site alteration may be permitted in the flood fringe.

The proposed amendment also includes a provision which would permit an individual landowner to undertake a site-specific floodplain analysis to further refine the extent and location of the floodway on privately owned lands, and the requirements for such a study to be accepted and implemented.

The proposed amendments to the Town's Official Plan and Zoning By-law are included in the draft by-laws attached to this report. The schedules that accompany the by-laws are also draft and subject to change pending final review by Town and SVCA staff.

Appendices

- List of Supporting Documents and Studies (included below)
- Agency Comments (included below and attached)
- Public Comments (included below and attached)
- Greenland Two-Zone Regulatory Flood Mapping Summary Memo (attached)
- Draft By-laws Local Official Plan Amendment and Zoning By-law Amendment (attached)
- Notice of Public Information Centre (attached)
- Newspaper Notice (attached)

List of Supporting Documents and Studies

The following documents can be viewed in full at [Planning Saugeen Shores | Bruce County](#):

- Saugeen Shores Staff Report
- Saugeen Shores Resolution 248-25
- Saugeen Valley Conservation Authority Staff Report
- Saugeen Valley Conservation Authority Motion G25-67
- Greenland Two-Zone Regulatory Flood Mapping Summary Memo
- Draft By-laws (Local Official Plan Amendment and Zoning By-law Amendment)
- Planning Letter

Agency Comments

Saugeen Valley Conservation Authority (SVCA): In general, SVCA staff find the applications for Official Plan Amendment (OPA) and Zoning By-law Amendment (ZBA) acceptable, subject to SVCA review of the proposed Schedules that would define and implement the two-zone floodplain policies. SVCA has not had an opportunity to review the proposed Official Plan (OP) and Zoning By-law (ZB) Schedules, and we ask for an opportunity to do so prior to the County and the Town deciding on these applications.

Should the Schedules delineate the two-zone floodplain that was supported by SVCA during our review of the floodplain study, it is our opinion that the applications would be consistent with the natural hazard policies of the Provincial Planning Statement, 2024. Full comments attached to this report.

(Note: County staff have been working with staff at the Town and SVCA in preparing the schedules that will accompany the local Official Plan Amendment and Zoning By-law Amendment. The current schedules are draft and subject to change pending final review by the Town and SVCA.)

Town of Saugeen Shores Fire Department: From an emergency management and public safety perspective, the proposed Two Zone Floodplain Management Concept is generally supported, as it provides clearer delineation between areas of high life safety risk (floodway) and areas where conditional development may occur (flood fringe), while maintaining regulatory controls tied to evacuation, ingress/egress, and hydraulic safety thresholds. Full comments attached to this report.

Bruce County Paramedic Services: No issues from a paramedic services perspective.

Bruce County Emergency Management: From the Emergency Management perspective, it has been reviewed by SVCA for flood considerations. This also seems to fall all within the Town of Saugeen Shores and as such, it would be their Emergency Management program to provide more input at the local level. At the County level, nothing stands out.

Bruce County Transportation Services: No comment.

Ontario Ministry of Natural Resources (MNR): Thank you for circulating the request for agency comments regarding environmental hazard policy amendments in the Town of Saugeen Shores Official Plan (File Numbers: L-2025-018, Z-2025-062) to the Ministry of Natural Resources (MNR) on March 18, 2026.

MNR generally does not review or provide comment on site-specific planning proposals where the municipality is the approval authority. As such MNR has not conducted a review of the documents circulated.

MNR can provide technical guidance and information to municipal planning authorities where there are specific questions relating to MNR's mandated interests.

Please let me know if you have specific technical questions related to the planning application where MNR may be able to provide technical guidance and information to support the County of Bruce.

Ministry of Transportation of Ontario (MTO): MTO has no comments or requirements for this Official Plan Amendment/Zoning By-law Amendment application. The subject lands are located within the Southampton Connecting Link.

Saugeen Ojibway Nation Environment Office (SON EO): SON EO staff have requested a meeting to discuss the application further.

(Note: County staff have reached out to arrange a meeting with SON EO staff.)

Public Comments

Public comments have been received and are attached to this report. The comments include matters to be considered in the modelling and mapping of the flood prone areas. These comments will be reviewed with Town and SVCA staff prior to the next report to Council.