

Official Plan Update Discussion Papers

July 2020



Table of Contents

- 00** Introduction and Purpose of the Discussion Papers
 - Levels of Control: Regulate - Manage - Facilitate
 - Collingwood Context
- 01** Overview: Sustainable Development Discussion Paper
- 02** Key Topics for Discussion
 - A** Sustainable Development
 - B** Complete Communities - Healthy Communities and Public Health
 - C** Climate Change Mitigation and Resilience
- 03** Policy Review
- 04** Next Steps
- Appendix** Land Use Planning in Ontario and the Role of the Official Plan

Engagement with Indigenous Peoples

The history of indigenous peoples in Collingwood, both prior to and after contact with Europeans, is reflected in the cultural perspective and oral history of the people who have occupied and harvested these and area lands and waters. There is a rich archaeological record of indigenous occupation and use in the area. This record readily acknowledges that, although this is one of the more studied areas, the extent of the history of occupation and land use in the area by indigenous peoples has yet to be fully uncovered. As it stands, the record we do have matches the written accounts of early European contact with indigenous people that documented settlement by thousands of people living in communities across the area in complex societies with unique social and cultural perspectives. This history is an evolving one and reflects the dynamics of indigenous land use patterns, the geo political and post-colonial legacy of interaction with other cultures and self-determination to the present day.

To recognize the important contributions of indigenous peoples in Collingwood, each formal meeting of the Town of Collingwood Council begins with an evolving acknowledgement of indigenous peoples that generally runs as follows:

“Today we acknowledge that this event is taking place on the traditional territory of the Indigenous peoples of Turtle Island, including the traditional lands of the Anishinaabek, Haudenosaunee, and Ojibwe peoples, and on lands connected with the Lake Simcoe-Nottawasaga Treaty of 1818. This is the home of a diverse range of Indigenous peoples whom we recognize as contemporary stewards of the land and vital contributors of our society.”

This acknowledgement and its spirit extends to the Official Plan Update. The Town recognizes those indigenous peoples who reside in, have historical connections to and contribute to the community in Collingwood and the surrounding area today. The Town acknowledges the historical and cultural perspective of indigenous peoples and their unique relationship with the land. As the Official Plan Update focuses on where and how land is used in Collingwood, in this respect, the Official Plan Update can benefit from the unique perspective of First Nations and Metis people. To this end, the Town is reaching out to indigenous people with connections to the area to seek opportunities for engagement.

The Provincial Policy Statement (the Province’s lead policy document on the land use regime in Ontario) sets out and prioritizes matters of Provincial interest and requires that municipalities conform or have regard to these accordingly. Through the Official Plan Update the Town will seek to fulfill the directives of the Province of Ontario as set out in the Provincial Policy Statement by reaching out to area First Nations and Metis to:

- > Engage with Indigenous communities and coordinate on land use planning matters; and,
- > Engage with Indigenous communities and consider their interests when identifying, protecting and managing cultural heritage and archaeological resources.

At a time of reflection on the relationship with indigenous peoples both past, present and moving forward, the Town seeks to fulfill this direction and, where possible, help continue on the path of reconciliation.

00 Introduction and Purpose of the Discussion Papers

What will your Collingwood look like over the next 20 years?

The Town of Collingwood is completing its Official Plan Update, to develop a modernized planning policy framework guiding the future evolution and development of the Town. This Official Plan Update project provides an opportunity to refresh the vision for the Town, recognize Collingwood's unique identity, respond to Collingwood's evolution as a community, respond to changing circumstances and plan for the future.

The Official Plan is an important policy document that contains a broad range of community goals, objectives and policies that provide guidance and direction to landowners, potential investors, land developers, home builders, and the community at large. It includes policies related to numerous community-building elements, such as housing, commercial and industrial development, heritage, the environment, parks and open space, transportation, infrastructure and urban design. The New Collingwood Official Plan (NCOP) is required to conform with the County of Simcoe Official Plan and the Provincial Growth Plan and be consistent with the Provincial Policy Statement.

As part of the preliminary phases of the Official Plan Update, the project team undertook a detailed background review to gain an understanding of what are some of the key issues in Collingwood, how is the Collingwood context evolving and what are residents, business owners and developers concerned about. A critical part of this background review also involved reviewing what the current County and Provincial policies say, and what needs to be reflected in the NCOP.

The results of this comprehensive background work is presented in the 8 Discussion Papers. The purpose of these Discussion Papers is to organize the project team's findings in a logical manner, provide access to these findings to all who are interested in the Official Plan Update, and serve as the basis for obtaining additional public and stakeholder input. The Discussion Papers will set the stage for the next step of preparing an Options and Recommendations Report and, ultimately, preparing the NCOP.

The 8 Discussion Papers are designed to act as 'stand-alone' documents, with each including the same introduction and context information throughout. However, the topics addressed through each of the Discussion Papers are interconnected, and therefore gaining a comprehensive overview of specific topics may require reference to multiple Discussion Papers.

Responding to the unique global event now impacting many facets of our everyday lives, the project team also prepared a 9th document to outline some of the potential land use planning considerations resulting from the Covid-19 pandemic. As this public health crisis is still underway and there remain many unknowns, this document is not intended to outline definitive impacts, and is instead intended to start a conversation to explore this issue.

The next two sub-sections introduce how to shape the Official Plan through policy language, and an overview of the Collingwood context. More detail on land use planning in Ontario and the role of the Official Plan is found in the Appendix.

Levels of Control: Regulate - Manage - Facilitate

It will be important to consider the specific language of the policies in the NCOP. Each policy provides direction on how it is to be implemented, how it is situated within the broader Town-wide context, and how it relates to other policies. The choice of language in the NCOP is crucial.

For each topic to be included within the NCOP, with a few exceptions, a decision about what to control and the level of control to be exercised will need to be made. The language used in the NCOP will distinguish between the types of policies and the nature of implementation. The identification of the “level of control” is an important discussion because it will involve decisions about how the NCOP will be applied throughout Collingwood, particularly in consideration of achieving particular elements of the vision and principles.

- > **Regulate** - The Official Plan can include both aspirational and regulatory elements. At the regulatory level, the Official Plan includes policies that specifically identify what is to be done, and how it is to be done. The wording of regulatory policies tends to include words like ‘require’, ‘will’, ‘shall’ and ‘must’, identifying elements of the policy framework that are mandatory, and that compel a landowner to do things in conformity with the policy in a very specific way. When a policy is considered at the regulatory level there is typically little room for interpretive flexibility;
- > **Manage** - A policy framework that is somewhere in between the regulatory and facilitative levels is considered to be more focussed on a management function. Words used here include ‘permit’, ‘prefer’, ‘may’ and ‘should’. This more permissive approach

talks about principles and uses words that have inherent interpretive flexibility. Generally, the less specific and less narrow the policy framework is, there is less control exerted over development and there is more flexibility to allow things to happen; and,

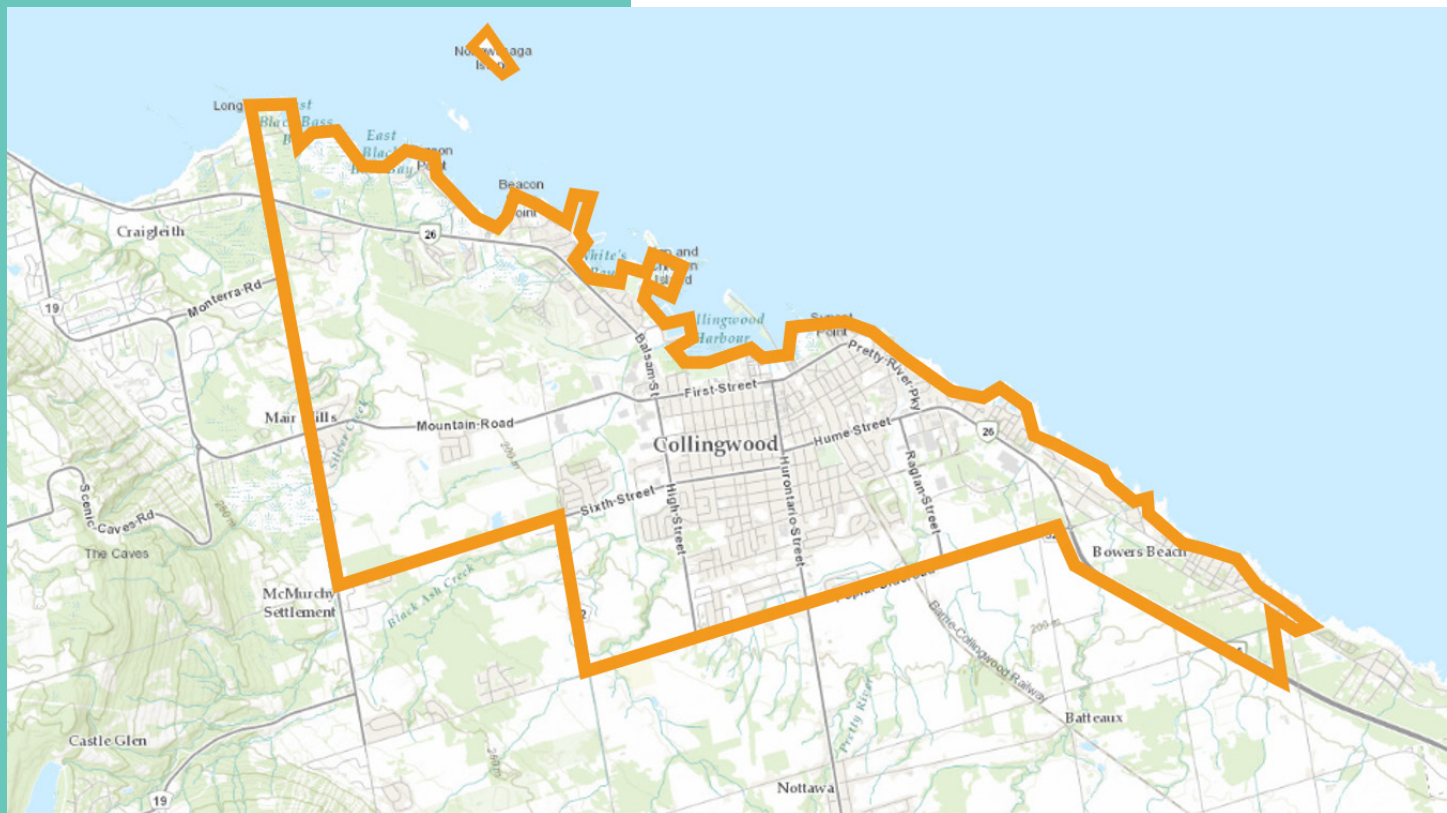
- > **Facilitate** - The Official Plan is, by nature, an aspirational document, providing a road map for the Town over a long-term time horizon. Within the NCOP, there will be town-building elements that are desirable, but more difficult to achieve due to market responsiveness, or fiscal constraints. The NCOP in considering its regulatory and management functions, should also be considered a powerful tool to facilitate positive change. The facilitative element of the NCOP is expected to use words like ‘encourage’, ‘desire’ and, in some cases, ‘incent’. Where a particular town-building element is desirable, but is typically difficult to achieve, the policy framework needs to move to its facilitation function. The facilitation function generally deals with a spectrum of key elements, including:
 - + Establish the environment for change;
 - + Reduce the costs associated with development; and,
 - + Reduce the inherent risk of the development approval process.

The Town will play an important role in the facilitative aspects of the NCOP, and in doing so all of the identified key elements noted above need to be considered, and some of those elements must find their way into the NCOP.

Collingwood Context

The Town of Collingwood is located along the shoreline of Nottawasaga Bay in the northwest corner of the County of Simcoe, herein referred to as “Simcoe County.” The municipality’s total area amounts to an estimated 3,300 hectares (8,150 acres), and is generally bordered by Highway 26 and Poplar Sideroad and Sixth Street to the south, Simcoe Road 34/Grey Roads 19/21 to the west, and the Nottawasaga Bay shoreline to the north and east. Surrounding municipalities to Collingwood include The Blue Mountains to the west, Clearview to the south, and Wasaga Beach to the far east.

Town of Collingwood Municipal Boundary



Collingwood Context Continued

Collingwood functions as a major commercial centre for northwest Simcoe County and northeast Grey County. As one of the larger settlement areas within Simcoe County, Collingwood offers a wide range of residential, commercial, institutional, and recreational uses; and has continued to evolve into a well-balanced community for residents and visitors. The Town of Collingwood possesses the following key locational characteristics:

- > **Transportation Access:** Collingwood is primarily accessed by way of Highway 26, which connects the Town to Wasaga Beach and Barrie to the east, and Owen Sound and other South Georgian Bay communities to the west. Further, Highway 26 is the primary route for traffic travelling to Blue Mountain Resort and other area ski destinations. Public transit in Collingwood is operated by Colltrans, which includes three frequent bus transit routes within the Town. A less frequent Collingwood-Wasaga Beach Link route to connect the two municipalities is operated by Simcoe County LINX. For the most part, however, Collingwood is an auto oriented community;
- > **Local Commercial Uses:** Because of its role as a regional centre and tourism and outdoor recreation destination, Collingwood has an abundance of commercial nodes with a diverse range of retail/service commercial offerings. Most notably, the western commercial district contains large format retailers/facilities including Canadian Tire, Galaxy Cinema, Walmart, The Home Depot, and Winners. Hurontario Street functions as Collingwood’s historic downtown and offers a variety of restaurants, boutique shops, and art galleries; and,
- > **Outdoor Recreation Amenities:** Collingwood is well situated on the shoreline of Nottawasaga Bay, and in proximity to prominent ski and snowboard destinations. Further, the area’s extensive trail networks, harbour, scenic caves, golf courses, and beaches have firmly established the Town as a four-season tourism destination and has attracted a significant visitor and seasonal population.
- > **Local Institutions:** The Town is home to the Collingwood General and Marine Hospital and Georgian College – South Georgian Bay Campus, which offers full-time academic programming in hospitality, personal support work, and computer programming, among others. Both of these institutions provide existing and future residents of Collingwood with access to well-paying jobs as well as essential services;

01 Overview: Sustainable Development Discussion Paper

A high quality, well-designed and environmentally sustainable built environment is valued within the Town of Collingwood and contributes to a high quality of life. To support this environment, the Town must continue to support the creation of 'complete communities' that include a diverse mix of land uses, a range and mix of housing types and tenures, employment opportunities, high quality public open spaces, amenities and services, and access to a full range of transportation options. Complete communities create healthier, more desirable, and sustainable environments to live in, while also minimizing land consumption and negative impacts to the natural environment.

Energy and water conservation, waste reduction, compact development patterns, alternative transportation options, and improved air quality are all components of sustainable design. Introducing sustainability as a lens for future development will lead to communities that are safer, more active, healthier, financially prosperous, and more resource conscious. The impacts of climate change are already being felt in Ontario through more frequent and severe weather events that challenge the Town's stormwater management capacity and increasingly create risks to public safety and damage to public infrastructure and private property. Provincial and County policy directs planning authorities to mitigate the impacts of a changing climate by supporting energy conservation, efficient land use and development patterns, and embracing the use of green infrastructure and natural areas for water infiltration.

The Sustainable Development Discussion Paper focuses on the following topics

- > Sustainable Development;
- > Complete Communities - Healthy Communities and Public Health; and,
- > Climate Change Mitigation and Resilience.

The following discussions are based on a review of the existing policy context, including Provincial Plans, the County Official Plan, the existing Town Official Plan, as well as other relevant documents, which is found in Section 03.

Definitions

Active transportation: means human-powered travel, including but not limited to, walking, cycling, inline skating and travel with the use of mobility aids, including motorized wheelchairs and other power-assisted devices moving at a comparable speed. (PPS)

Complete Communities: places such as mixed-use neighbourhoods or other areas within cities, towns, and settlement areas that offer and support opportunities for people of all ages and abilities to conveniently access most of the necessities for daily living, including a mix of jobs, local stores, and services, a full range of housing, transportation options and public service facilities. Complete communities are age-friendly and may take different shapes and forms appropriate to their contexts. (Growth Plan)

Green infrastructure: means natural and human-made elements that provide ecological and hydrological functions and processes. Green infrastructure can include components such as natural heritage features and systems, parklands, stormwater management systems, street trees, urban forests, natural channels, permeable surfaces, and green roofs. (PPS)

Impacts of a changing climate: means the present and future consequences from changes in weather patterns at local and regional levels including extreme weather events and increased climate variability. (PPS)

Low Impact Development: an approach to stormwater management that seeks to manage rain and other precipitation as close as possible to where it falls to mitigate the impacts of increased runoff and stormwater pollution. It typically includes a set of site design strategies and distributed, small-scale structural practices to mimic the natural hydrology to the greatest extent possible through infiltration, evapotranspiration, harvesting, filtration, and detention of stormwater. Low impact development can include, for example: bio-swales, vegetated areas at the edge of paved surfaces, permeable pavement, rain gardens, green roofs, and exfiltration systems. Low impact development often employs vegetation and soil in its design, however, that does not always have to be the case and the specific form may vary considering local conditions and community character. (Growth Plan)

02 Key Topics for Discussion

A Sustainable Development

Why it's Important

A sustainable community is environmentally and socially healthy and resilient. It meets the challenges of climate change and other environmental issues through integrated solutions, rather than through fragmented, incremental approaches that meet one objective at the expense of the others. A sustainable community manages its human, natural and financial resources equitably and takes a long-term view – one that is focused on both present and future generations. Sustainability success relies upon having specific and measurable targets for indicators related to climate change, energy use, water and waste.

Sustainability has become an issue of ever increasing importance due to, and not limited to, climate change, rising greenhouse gas emissions, aging populations, resource depletion, and increasing public health challenges, all related to the way in which we interact with our built and natural environments. The evidence of the linkage between improvements to both sustainability and public health through meaningful interventions in community design has made significant progress in recent years. The limited supply of land for development within urban boundaries and the current pattern of development in many municipalities is placing a strain on the natural environment and the health of residents. The nature and shape of development needs to change to respond to these limits if we are to achieve any meaningful sustainable measures.

Current Policy Framework

With respect to the policy review there is clear direction from the Province and County to mitigate the impacts of a changing climate by supporting water and energy conservation, planning for efficient land use and development patterns, supporting the use of alternative transportation modes and embracing the use of green infrastructure and natural areas for water infiltration. It is increasingly recognized by the various policy documents that past and in some cases current development patterns are no longer a sustainable way to grow and that municipalities, including Collingwood, must shift to a more compact built form and find ways to reduce impacts on the natural environment.

What We've Heard

The Phase 1 engagement process, including the first Community Workshop and consultation with Council, has indicated support for sustainable development in Collingwood. In particular, people have suggested:

- > Encourage/incentivize green buildings, including sustainable materials, green roofs, low impact development strategies and energy efficiency;
- > Encourage smaller houses/residential units to limit their environmental footprints and limit the demand for land;
- > Encourage/incentivize the development of green energy, district energy and other innovative strategies; and,
- > Improve walking and cycling facilities to make these travel modes more efficient, attractive and practical.

Things to Think About

1. Energy and water conservation, waste reduction, and improved air quality are important components of sustainable development. Introducing sustainability as a lens for future development will lead to communities that are safer, more active, healthier, financially prosperous, and more resource conscious.
2. The development of complete communities through new development is essential for promoting sustainable development, improving air quality and reducing climate change impacts. This will involve ensuring that a full mix of land uses that meet daily needs are within easy access of residents, without the need to drive, supporting an increased use of active transportation, and reducing parking standards.
3. One of the consequences of a changing climate is the development of urban heat islands. This term refers to urban areas with higher temperatures, typically caused by heat-absorbing buildings, roads, and other hard surfaces, such as surface parking lots. Responding to urban heat islands requires

strategies related to both the built and natural environment and may include promoting green or white roofs, establishing a tree canopy target, and encouraging green building standards.

4. An important opportunity for moving forward with a sustainability agenda is to incorporate the development of green standards and a commitment to sustainable development in the NCOP. Policies could be considered to support the preparation of sustainable development standards and sustainability performance checklists to be used in the development review process to assess the level at which new development and redevelopment achieves the sustainability objectives of the Town and improves its environmental performance.

Green standards can help to promote sustainable site and building design to increase community resiliency, and mitigate the effects of climate change through the reduction of greenhouse gas emissions. While green standards can be voluntary or mandatory measures, there is a rationale for green development standards to begin at a voluntary level to build support and buy in from the development community.

5. Energy and resource efficiency measures can also be promoted through design guidelines and strategies for water and wastewater servicing, waste management, and energy supply and distribution.
6. Through the NCOP, Town could consider adding new policies which enhance the sustainable design of new development and buildings. This could include policies related to:
 - + Energy conservation (geo exchange, solar thermal);
 - + Innovative public and private building designs that contribute to energy reduction and natural resource conservation, green roofs, synergies between buildings and site management practices;

- + The use of native plants and/or plants that are drought/salt resistant in landscaping;
- + Low impact development and other initiatives to improve stormwater management and infiltration; and,
- + Utilizing passive solar orientation in the layout of the community and in the design of buildings to maximize solar energy gain opportunities.

B Complete Communities - Healthy Communities and Public Health

Why it's Important

A healthy community consciously seeks to improve the health of its citizens by putting public health high on the social and political agenda. Physical, social and mental wellbeing are the necessary components of public health and the built environment should be designed to create opportunities to encourage residents to be physically active and socially engaged. A fundamental element of a healthy community is the inclusion of active transportation. Active transportation refers to any form of human-powered transportation – walking, cycling, using a wheelchair, scooters, inline skating or skateboarding.

Public health and land use planning are intrinsically linked and bringing to the forefront a number of increasing public health challenges related to the way in which we interact with our built and natural environments is essential. Built environments that encourage physical activity can in fact reduce the incidence of diseases such as obesity, cardiovascular disease, diabetes, asthma and respiratory disease and contribute to better overall public health. It is essential that the goal of creating livable communities that focus of public health, climate change, and the built environment be at the forefront of all policy documents.

Key considerations for good community design include community structure, street connectivity, streetscaping, building orientation, how parking is provided, land use mix, variety of parks, and access to services and amenities. Other considerations include sustainable design (e.g. passive solar orientation, Low Impact Development), active transportation, and Crime Prevention Through Environmental Design (CPTED).

Current Policy Framework

Provincial and County planning frameworks provide some direction for healthy communities. However, it is not one single action or policy topic that will define or lead to the achievement of a healthy community, but rather an approach to implementation that considers all the policy sections of the Official Plan comprehensively.

A high quality, well-designed built environment is valued within the Town. To support this environment the Town promotes complete communities that include a diverse mix of land uses, a range and mix of housing types and tenures, employment opportunities, high quality public open spaces, amenities and services, and active transportation options.

In support of healthy communities, the Simcoe Muskoka Health Unit also provides specific advice through their document Healthy Community Design – Policy Statements for Official Plans (April 2014), which provides a number of official plan policy statements. While these are not mandatory requirements, they provide advice for policy direction with respect to healthy communities.

What We've Heard

The Phase 1 engagement process, including the first Community Workshop and consultation with Council, has indicated support for healthy communities in Collingwood. In particular, people have suggested:

- > Improve the provision of a mix of uses throughout the Town to ensure easy access for all residents;
- > Prioritize active transportation infrastructure to promote a shift to walking and cycling for daily needs;
- > Increase planting and street trees throughout the Town; and,
- > Improve maintenance of active transportation routes and green spaces.

Things to Think About

1. The Simcoe Muskoka Health Unit's Healthy Community Design document provides a wide range of recommendations for the NCOP. These recommendations should be considered and, where appropriate, implemented as part of this process. While some topics are addressed as part of this Discussion Paper, the topics covered span a number of the Discussion Papers. In particular, the NCOP should consider including policies that implement:
 - + Healthy community and active transportation criteria, including walking and cycling as viable modes of transportation for a variety of trips;
 - + CPTED principles;
 - + Green building targets; and,
 - + Public art requirements.
2. Ensuring that the Town evolves and develops in a manner that is accessible to all is critical to creating an inclusive community. Through the NCOP, it will be important to ensure that the Town appropriately implements the requirements of the Accessibility for Ontarians with Disabilities Act (AODA).
3. The natural environment, urban forest, and the open space system are essential components of a healthy, sustainable community and support recreational and cultural opportunities in the Town. Ensuring residents have convenient access to a connected and diverse range of open spaces, parks, and recreation facilities offers opportunities for improved public health, including both physical and mental health, and exercise. As part of the NCOP, it will be important to ensure that the policy framework supports an appropriate parks and open space network, which considers the current needs of residents in addition to future needs as the Town continues to grow and evolve. This may include consideration of more urban park typologies. It will further be important that the urban forest, and the tree canopy, is provided with the required protection and that the Town identifies objectives for how it can be enhanced and expanded.
4. There are a number of neighbourhood planning tools which can have important impacts on healthy communities. The NCOP will need to address elements such as safe streets, walkability, access to healthy food, access to the natural environment and a mix of uses to ensure that healthy community objectives are met. In particular, considering that 'healthy lifestyles' is a key element of Collingwood's reputation and image, this is an opportunity to capture this positive attribute in its future growth and development.

C Climate Change Mitigation and Resilience

Why it's Important

Climate change is a direct consequence of elevated greenhouse gas (GHG) concentrations in the atmosphere and feedback mechanisms. The largest source of GHGs are emitted from the combustion of fossil fuels to make energy, including heat and electricity. After transportation, manufacturing is responsible for a significant slice of this pie, followed closely by houses, shops, schools, and other private and public buildings.

Cities consume 78% of the world's energy and produce 60% of all carbon dioxide. Levels of carbon dioxide (CO₂) in the atmosphere are higher than they have been at any time in the past 400,000 years. During the ice ages, carbon dioxide levels were around 200 parts per million (ppm). In 2013, carbon dioxide levels surpassed 400 ppm for the first time in recorded history. If increases continue at this rate, CO₂ levels will reach 800 ppm by 2100.

In correlation with increases in carbon dioxide in the atmosphere is the rising of global temperatures. There has already been a 1 degree increase in global temperature to date, and by 2050 it is predicted that the increase may reach 2 or 3 degrees Celsius. It is necessary to keep the global temperature rise to less than 1.5 degrees Celsius to avoid potentially catastrophic climate change impacts, as cited in the UN's recent Intergovernmental Panel on Climate Change (IPCC) Report.

To minimize the rise of global temperatures and other climate change related impacts, there is an urgent need to promote the reduction of greenhouse gas emissions and improve community resiliency in land use planning. The need for resiliency is becoming more urgent as communities like Collingwood experience the impacts of a changing climate, such as weather extremes, severe storm events, economic disruption, and resource depletion.

Current Policy Framework

The Provincial and County policy frameworks direct municipalities to plan for the impacts of a changing climate, and Provincial policy in particular has placed a stronger emphasis on this concern with its most recent Growth Plan and Provincial Policy Statement. One of the guiding principles of the Growth Plan specifically cites integrating climate change considerations and minimizing greenhouse gas emissions, and there is also an emphasis on ensuring that the impacts of a changing climate are considered in planning for infrastructure investments. The Growth Plan further directs municipalities to identify actions to reduce greenhouse gas emissions and address climate change adaptation, such as creating complete communities and promoting active transportation, and encourages the development of greenhouse gas inventories and reduction targets.

What We've Heard

The Phase 1 engagement process, including the first Community Workshop and consultation with Council, has indicated support for climate change mitigation and resilience in Collingwood. In particular, people have suggested:

- > Addressing stormwater management and rising water levels;
- > Addressing carbon emissions in the Official Plan;
- > Initiatives to reduce energy consumption and retrofit existing buildings;
- > Promoting a mix of uses and the use of active transportation;
- > Increasing the 'greening' of the Town; and,
- > Exploring alternative energy sources/local generation.

Things to Think About

1. Becoming resilient to changing weather patterns and extreme weather events requires a multi-faceted approach that addresses integrated stormwater management, green infrastructure, energy supply and distribution, and precautionary land use planning. A well-rounded approach also incorporates climate change mitigation strategies that are focused on reducing greenhouse gas emissions by promoting multi-modal transportation systems, a supportive mixed use and compact urban structure, and ensuring the preservation of green spaces and the tree canopy. These considerations can provide a foundational approach for Collingwood through this Official Plan Update process.
2. In considering the impacts of a changing climate the Town should consider prioritizing a comprehensive multi-modal transportation system and mobility strategy involving reduction in auto use and the promotion of transit and active transportation. With respect to creating an more adaptive and sustainable transportation system, the Town could also explore innovations in movement of people and goods in rural areas, mass mobility considering urban and rural needs, the electrification of the private and public auto fleet, and the expansion of charging stations.
3. Municipalities and conservation authorities have historically relied on statutory approaches such as a hazard-based model, that separates people and assets from known hazards. This model uses standards, such as a 100-year flood, as a basis for public infrastructure decisions. The increasing severity and occurrence of extreme weather events and the risks they pose may prove that this approach is costly and unsustainable in the long-term. A combination of approaches to flood mitigation may be required. At the local level, policies for low impact development measures, the application green roofs, the use of water efficient fixtures, grey water recycling, the use of permeable pavements to assist with water infiltration, etc. can be included as adaptation or mitigation measures.
4. Renewable energy sources present the opportunity for a distributed generation model – meaning the energy is produced, stored, and used near where it will be consumed. This approach can create a more efficient and resilient system, and can be applied to residential, commercial, and/or industrial uses. Renewable energy and energy efficiency/conservation models includes the generation and capture of electricity from a variety of sources, including:
 - + Photovoltaics;
 - + Wind;
 - + Biomass;
 - + Geothermal;
 - + Solar thermal;
 - + Combined heat and power;
 - + District energy; and,
 - + Low impact hydro-electric.
5. Preserving, protecting, and enhancing our natural areas plays a significant role in climate change adaptation and mitigation. Natural areas assist with mitigating the impacts of climate change and providing ecological services that benefit human and environmental health in the following ways:
 - + Trees and natural areas sequester vast amounts of carbon dioxide from the atmosphere and produce oxygen;
 - + Green spaces can provide protection from storms, flooding, and erosion; and,
 - + Wetlands filter and regulate water supplies.
6. It is recognized that the urban forest provides many benefits to the Town, such as reducing air pollution, mitigating the urban heat island effect, energy savings, habitat for urban wildlife, biodiversity, and opportunities for recreation and physical activity. Through the NCOP, the urban forest policies can be reviewed, considering updates related to a tree canopy target, minimum tree cover requirements, naturalization programs, and species selection to support climate change adaptation.

03 Policy Review

A The Provincial Policy Statement 2020

POLICY REFERENCE:

Section 1.1 (Managing and Directing Land Use to Achieve Efficient and Resilient Development and Land Use Patterns)

Section 1.6 (Infrastructure and Public Service Facilities)

Section 1.7 (Long-term Economic Prosperity)

Section 1.8 (Energy Conservation, Air Quality and Climate Change)

The Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development. The PPS provides for appropriate development while protecting resources of provincial interest, public health and safety, and the quality of the natural and built environment. The PPS supports improved land use planning and management, which contributes to a more effective and efficient land use planning system.

The PPS is issued under the authority of Section 3 of the Planning Act and came into effect on May 1, 2020. It is a requirement that the Town of Collingwood's new Official Plan shall "be consistent with" the PPS. The test of "be consistent with" has been interpreted to mean that policies and decisions may vary from the policies of the PPS only if there is a rationale/justification for the variance.

The PPS advises that healthy and livable cities are sustained in part by promoting development and land use patterns that conserve biodiversity and by preparing for the regional and local impacts of a changing climate (Policy 1.1.1).

Land use patterns within settlement areas should be based on a mix of land uses which minimize negative impacts to air quality and climate change and promote energy efficiency, as well as a mix of land uses that help prepare for the impacts of a changing climate (Policy 1.1.3.2).

Planning authorities should promote green infrastructure to complement infrastructure (Policy 1.6.1) and planning for stormwater management shall minimize erosion and changes in water balance and prepare for the impacts of a changing climate (Policy 1.6.6.7).

Long-term economic prosperity should be supported by promoting the redevelopment of brownfield sites, minimizing negative impacts from a changing climate and considering the ecological benefits provided by nature (Policy 1.7.1).

Planning authorities shall support energy conservation and efficiency, improved air quality, reduced greenhouse gas emissions, and support climate change adaptation through land use and development patterns which:

- a. Promote compact form and a structure of nodes and corridors;
- b. Promote the use of active transportation and transit in and between residential, employment (including commercial and industrial) and institutional uses and other areas;
- c. Focus major employment, commercial and other travel-intensive land uses on sites which are well served by transit where this exists or is to be developed, or designing these to facilitate the establishment of transit in the future;
- d. Focus freight-intensive land uses to areas well served by major highways, airports, rail facilities and marine facilities;
- e. Improve the mix of employment and housing uses to shorten commute journeys and decrease transportation congestion;
- f. Promote design and orientation which:
 1. Maximizes energy efficiency and conservation, and considers the mitigating effects of vegetation; and
 2. Maximizes opportunities for the use of renewable energy systems and alternative energy systems; and,
- g. Maximize vegetation within settlement areas where feasible (Policy 1.8.1).

B The Growth Plan for the Greater Golden Horseshoe (2019)

POLICY REFERENCE:

Section 1.2.1 (Guiding Principles)

Section 2.2.1 (Managing Growth)

Section 3.2.7 (Stormwater Management)

Section 4.2.10 (Climate Change)

The Growth Plan for the Greater Golden Horseshoe (Growth Plan) works hand in glove with the PPS, with the distinction that the PPS is applicable to the entire Province of Ontario, whereas the Growth Plan is only applicable to the defined Greater Golden Horseshoe.

The Growth Plan for the Greater Golden Horseshoe (2006) was the first growth plan to provide a framework for implementing Ontario’s vision for building stronger, prosperous communities by better managing growth in this region. It established the long-term framework for where and how the region will grow, while recognizing the realities facing our cities and smaller communities and acknowledging what governments can and cannot influence. It also demonstrated leadership for improving the ways in which our cities, suburbs, towns, and villages will grow over the long-term.

The new Growth Plan (2019) builds upon the success of the initial Growth Plan (2006) and responds to the key challenges that the region continues to face over the coming decades with enhanced policy directions. Progress has been made towards the achievement of complete communities that are compact, transit-supportive, and make effective use of investments in infrastructure and public service facilities. At the same time, efforts must continue to ensure protection of our natural areas and support climate change mitigation and adaptation as Ontario moves towards the goal of environmentally sustainable communities.

The Growth Plan is issued under the authority of Section 7 of the Places to Grow Act, 2005. It was approved through an Order in Council under that Act to come into effect on May 16, 2019. It is a requirement of current planning legislation that

the Town of Collingwood Official Plan conform with the Growth Plan, which is a slightly more onerous test than the “be consistent with” test of the PPS. Conformity is a test with limited interpretive flexibility. The Growth Plan is a document that provides an overarching policy framework that is aimed at achieving important Provincial planning objectives. It directs specific actions that must be fully reflected in the Town’s new Official Plan.

Guiding principles of the Growth Plan are to:

- > Support the achievement of complete communities that are designed to support healthy and active living and meet people’s needs for daily living throughout an entire lifetime; and,
- > Integrate climate change considerations into planning and managing growth such as planning for more resilient communities and infrastructure – that are adaptive to the impacts of a changing climate – and moving towards environmentally sustainable communities by incorporating approaches to reduce greenhouse gas emissions.

Section 2.2.1 (4) further supports the achievement of complete communities through encouraging a diverse mix of land uses, access to services, range and mix of housing options, access to transportation options and use of active transportation, a vibrant public realm, integration of green infrastructure, and climate change mitigation.

Municipalities will assess infrastructure risks and vulnerabilities, including those caused by the impacts of a changing climate, and identify actions and investments to address these challenges, which could be identified as part of municipal asset management planning (Policy 3.2.1.4).

Municipalities will develop stormwater master plans or equivalent for serviced settlement areas that examine the cumulative environmental impacts of stormwater from existing and planned

development, including an assessment of how extreme weather events will exacerbate these impacts and the identification of appropriate adaptation strategies; and incorporate appropriate low impact development and green infrastructure, among others (Policy 3.2.7.1).

Municipalities will develop and implement official plan policies and other strategies in support of water conservation, energy conservation for existing buildings and planned developments, air quality improvement and protection, waste management, and soil reuse (Policy 4.2.9.1).

The Growth Plan directs municipalities to develop policies in their official plans to identify actions for greenhouse gas emissions and address climate change adaptation goals by supporting complete communities, reducing automobile dependence, supporting transit and active transportation, assessing infrastructure risks, stormwater management planning that incorporates low impact development, protecting the natural environment, and promoting local food (Policy 4.2.10.1).

In planning to reduce greenhouse gas emissions and address the impacts of climate change, municipalities are encouraged to develop:

- > Strategies to reduce greenhouse gas emissions;
- > Greenhouse gas inventories for transportation, buildings, waste management and municipal operations; and,
- > Interim and long-term greenhouse gas emission reduction targets (Policy 4.2.10.2).

C Simcoe County Official Plan (2016)

POLICY REFERENCE:

Section 3.3 (General Development Policies)

Section 3.5 (Settlements)

Section 4.1 (Healthy Communities and Housing Development)

Section 4.5 (Resource Conservation)

The Simcoe County Official Plan (SCOP) was approved by the Ontario Municipal Board in December 2016. It provides a policy context for land use planning taking into consideration the economic, social, and environmental impacts of land use and development decisions. It was prepared and approved prior to the latest updates of both the Growth Plan (2019) and the PPS (2020), and it is therefore not in conformity, or consistent with either.

The SCOP is a document designed to assist in growth management in a County expected to experience continued strong growth in population and urban development over the next twenty years in accordance with the Growth Plan (2006) as amended. It attempts to achieve a balance between the demands for economic development, community building, and environmental conservation and provide a framework for coordinated planning with adjacent municipalities, agencies, and other levels of government. The SCOP provides, to a significant extent, a County-wide policy framework guiding the preparation of the new Collingwood Official Plan.

The County of Simcoe identifies the Town of Collingwood as a primary settlement area, and as part of the growth management strategy for the County, directs primary settlement areas to develop as complete communities.

The County Official Plan requires a study to be undertaken for development sites known or suspected to be contaminated and the implementation of an appropriate remedial plan to ensure there will be no adverse effects on the proposed use or adjacent land uses (Policy 3.3.23).

The development of healthy and complete communities is a priority of the County and is to be achieved through a number of policies that facilitate the provision of a variety of housing options, accessible parks and open spaces, services that are accessible by walking, cycling, or transit, and safe pedestrian and cycle movement (Policy 4.1).

Development within a settlement area must progress in a sustainable and logical manner in accordance with applicable policies, and with consideration of:

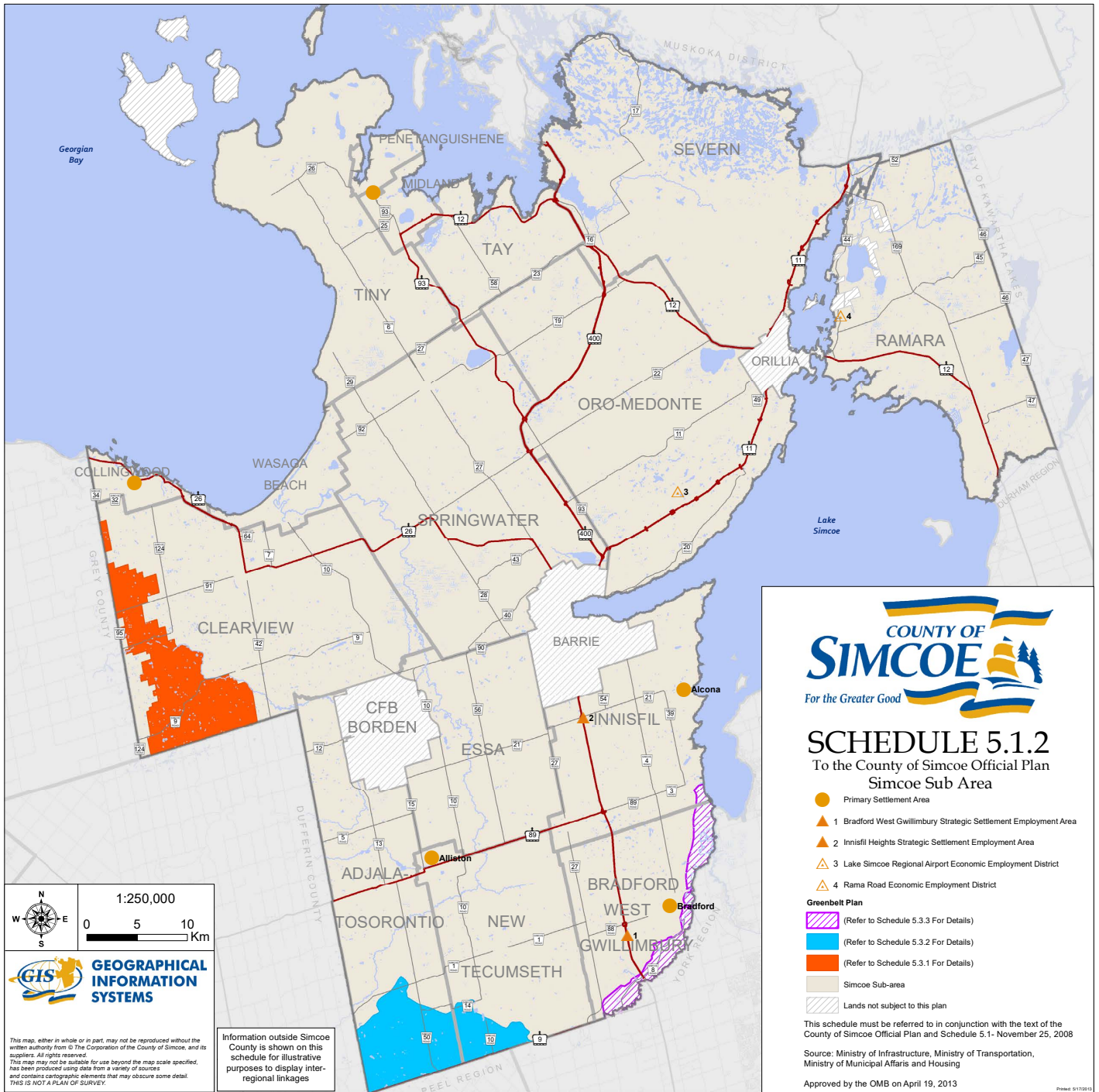
- > The development promotes sustainability and energy efficient design and contributes to the achievement of a complete community, including the provision of a full range of housing types, and/or the provision of commercial and employment opportunities (Policy 3.5.15).

The County directs local municipalities to consider the potential impacts of climate change that may increase the risk associated with natural hazards (Policy 4.5.13).

Improved air quality in the County is promoted through compact and mixed use development, use of transit and active transportation systems, and forest management and reforestation efforts as a means of fostering maintenance and improvement of air quality (Policy 4.5.42).

The County promotes energy conservation through compact, mixed use development patterns that promote active transportation and the use of transit, maximize the use of alternative or renewable energy systems, such as solar, wind, biomass or geothermal energy, and maximize the use of existing natural areas and newly planted vegetation to reduce the urban heat island effect (Policy 4.5.43).

The County also promotes renewable energy systems and alternative energy systems, where feasible (Policy 4.5.44).



Schedule 5.1.2 of The County's Official Plan identifies the Town of Collingwood as a Primary Settlement Area

D Town of Collingwood Official Plan

POLICY REFERENCE:

Section 2.5 (Growth Management)

Section 3.12 (Energy Efficiency, Air Quality and Climate Change Adaption)

Section 3.16 (Potentially Contaminated Sites)

Section 4.3 (Residential)

Section 5 (Transportation)

The Existing Collingwood Official Plan (ECOP) was last comprehensively reviewed in 2004 and consolidated in January of 2019. It establishes goals, objectives, land use, transportation, servicing and community improvement policies to direct the physical growth of the Town of Collingwood, within a context of relevant social, economic and environmental constraints, in order to obtain the most desirable living environment for present and future residents, and those citizens from the surrounding area who are utilizing the regional facilities within the Town.

The ECOP establishes the general pattern and quantifies future growth to the year 2031. Its purpose is to ensure the best form of development under the most desirable conditions. It is required that the ECOP be consistent with the PPS and in conformity with the Growth Plan. It is also required that the ECOP conform to the SCOP.

A central component of the Town’s current Official Plan is to develop as a complete community with a compact urban form. The Official Plan defines complete communities and compact form under Section 2.5.

Complete Communities are defined as those meeting people’s needs for daily living, throughout an entire lifetime, by providing convenient access to an appropriate mix of jobs, local services, a full range of housing, and community infrastructure including affordable housing, schools, recreation and open space for their residents, and providing convenient access to public transportation and options for safe non-motorized travel (Policy 2.5.2.1).

Compact Urban Form is defined a land-use pattern that encourages efficient use of land, walkable neighbourhoods, mixed land uses... proximity to transit and reduced need for

infrastructure. Compact urban form can include detached and semi-detached houses on small lots as well as townhouses and walk-up apartments, multi-storey commercial developments, and apartments or offices above retail (Policy 2.5.2.2).

The Town of Collingwood shall support energy efficiency, improved air quality, and climate change adaptation through land use and development patterns which:

- > Promote compact and mixed use development;
- > Promote active transportation and the use of public transit;
- > Promote design and orientation which maximizes the use of alternative or renewable energy, such as solar and wind energy, and the mitigating effects of existing or new vegetation; and,
- > Promote development which includes flexibility and capacity to address potential climate change impacts, including extreme weather events (Policy 3.12.1).

Development applications on a potentially contaminated site shall not be approved until the site has been assessed and/or remediated in a manner consistent with federal and provincial legislation, policies and appropriate guidelines, and the policies of this Plan (Policy 3.16.2).

The Town of Collingwood is identified as a primary settlement area in Simcoe County. To support the Town’s growth as a complete community, objectives are set forth under Policy 4.3.1.2 and include:

- > To achieve efficient and attractive compact urban form that is compatible with and enhances existing development;
- > To ensure that the design and configuration of residential development does not place undue financial burden on the municipality and reflects a comprehensive consideration of potential costs; and,
- > To ensure that development in designated greenfield areas only proceeds within the context of broader planning considerations and integration with the existing community.

E Community Emissions Reduction Planning: A Guide for Municipalities, 2018

The province released Community Emissions Reduction Planning: A Guide for Municipalities in 2018. The Growth Plan encourages municipalities to incorporate emission reduction strategies into their official plans and the guide is intended to support provincial land use planning direction related to setting interim and long term emission reduction targets and the completion of energy and emissions plans. Municipalities have direct and indirect control over GHG emissions through land use planning policies, infrastructure, and investment.

The Guide provides information on the role of municipalities in climate action planning, resources for collecting data, completing GHG inventories; roles and responsibilities of upper-tier and lower-tier municipalities in setting per-capita GHG emissions reduction targets; and inclusion of sample municipal Official Plan policies.

F Town of Collingwood Sustainable Community Plan, 2008

The Sustainable Community Plan (SCP) provides a framework for sustainable decision making over the next 40 years. The SCP has been developed using a four pillar model of sustainability - environmental, economic, social and cultural. These four pillars guide the six goals of the SCP that when completed or acted upon, move the Town in a more sustainable direction. The six goals and subsequent recommended actions that may be undertaken or reflected in the Official Plan process are:

1. Protecting our land and natural environment:
 - + Identifying, preserving and protecting sensitive areas through the Official Plan;
 - + Increase density and infill options;
 - + Inventory of brownfield sites + remediation plans; and,
 - + Developing and incorporating more greenspace.
2. Improving how we get around.
3. Minimizing resource use.
4. Strengthening our economy:
 - + Downtown plan to ensure vibrancy; and,
 - + Support affordable housing.
5. Enhancing arts, cultural, heritage and recreation opportunities.
6. Reinforcing the importance of our community's social framework:
 - + Official Plan Amendment to update residential section and incorporate minimum housing densities.

G Energy Conservation and Demand Management Plan, 2019-2024

This report is a 5-year update to the 2014-2019 Energy Conservation and Demand Management (ECDM) Plan. Public agencies, including municipalities are required by Ontario Regulation 507/18 to prepare and implement energy conservation and demand management plans. These plans are composed of two parts, a summary of the public agency's annual energy consumption and greenhouse gas emissions for its operations, and a description of previous, current and proposed measures for conserving and otherwise reducing the amount of energy consumed by the public agency's operations. This also includes managing the public agency's demand for energy, including a forecast of the expected results of current and proposed measures.

The 2014 ECDM Plan set a goal of reducing energy consumption by 5%, and the 2019 update indicates that this goal was not only met but surpassed, with a total energy consumption reduction of 16%. These reductions are due to the replacement and upgrade of streetlights and lighting in municipal buildings and facilities to LED lighting, and significant upgrades to the wastewater treatment plant.

The new energy reduction target identified in the 2019 ECDM Plan is an additional 10% reduction of energy consumption over the life span of the Plan. The majority of this 10% reduction is expected to be achieved through UV System Upgrades at the Wastewater Treatment Plant. In addition, ongoing upgrades to lighting, heating, sensor systems and HVAC will contribute to lower energy consumption levels.

H Healthy Community Design – Policy Statements for Official Plans, 2014

The Simcoe Muskoka Health Unit provides specific advice to municipalities through this document. The intent is to assist with influencing land use planning decisions and shaping how communities are developed to impart a positive impact on the physical and mental health of its residents. The report notes that built environments can impact the air residents breathe, opportunities for physical activity, access to services and amenities, and social interaction.

The report provides suggestions for healthy community development and public health and well-being under six key health issues impacted by the built environment:

- > Environment;
- > Injury and Safety;
- > Physical Activity;
- > Sun Safety;
- > Food Access; and,
- > Social Cohesion and Well-being.

Each section contains an overall health related goal and rationale, related objectives, suggested Official Plan policy statements to assist with achieving the objectives, and proposed activities for implementation of the policies.

The goals of the Simcoe Muskoka District Health Unit's Building Healthy Communities initiative are to:

1. Act as a catalyst for change through programs, people and partnerships to achieve a shared vision of a built environment that promotes and protects health; and,
2. Provide strong public health leadership and expert health advice to key stakeholders to influence the design of new and existing communities to be sustainable and supportive of the achievement and maintenance of optimal health.

The report sets forth a number of land use planning suggestions that are important in creating healthy, complete, and sustainable communities.

I Connected Communities: Healthier Together, February 2019

2017 ANNUAL REPORT OF THE CHIEF MEDICAL OFFICER OF HEALTH OF ONTARIO TO THE LEGISLATIVE ASSEMBLY OF ONTARIO

Connected Communities: Healthier Together provides an overview and discussion of social connections and the impacts of large systemic pressures and changes on our sense of community. These changes and pressures include many factors such as changes to family and social structures, increasing work and time pressures, urbanization and sprawl, and growing income inequality. Technologies, including television, computers and smartphones, compete for our attention, reducing our person to person connections. Loneliness and social isolation are serious public health problems that affect productivity, health, well-being.

To rebuild communities, the report includes a section on Creating Built Environments that Encourage Connection. The report notes that it is important to keep social connection and health goals in mind when designing streets and neighbourhoods. Suggestions include wider, barrier-free streets to encourage social interaction and support different ways of moving, such as walking, cycling, and driving; building mixed use walkable neighbourhoods that include homes, retail stores, services; creating good quality public and green spaces with landscaping, lighting, facilities and pathways that invite people to gather.

The report sets forth three recommendations to make communities more connected and reduce social isolation, stress, and loss of community. The key actions are provided at three levels: provincial and municipal governments, public health units, and individual actions.

1. **Invest in Community:** Actions for municipal governments to assess all policies and initiatives for their impact on community and create built environments/infrastructure that make it easier for people to connect and be engaged in their communities, among others.
2. **Enable Community:** Actions for public health units to make communities aware of the benefits of social connections and social capital, connect communities and governments to influence change, develop partnerships with municipalities and other organizations to (re)build community and address system barriers, policies and practices that drive social isolation
3. **Be Community-Centred and Community-Driven:** Actions at the local level, individuals and organizations, can drive change by being community-centred and community-driven, making community health and well-being a priority.

04 Next Steps

Collectively, the issues explored through this Discussion Paper will serve as the basis for obtaining additional public and stakeholder feedback, and will act as a starting point for preparing a number of options and ultimately, recommendations for the planning framework to be included in the new Collingwood Official Plan.

The subsequent Options and Recommendations Report will explore options for underlying 'philosophies,' which will provide a foundation for how planning issues are to be approached in Collingwood, as well as options for addressing a number of other 'special issues' that have come up in this process to-date.

Appendix

Land Use Planning in Ontario

Land use planning is the process of decision-making for the management of our land and resources. Land use planning is regulated under Ontario's policy led land use planning system, which is given legal authority under the Planning Act. The Planning Act defines:

- > How the land use planning system works;
- > Who makes decisions;
- > How to resolve disputes and seek public input; and,
- > Provincial and municipal roles in planning administration.

Land use planning helps each community to set development goals while keeping social, economic and environmental factors in mind. It helps decide where in our communities homes and factories should be built; where parks and schools should be located; and where roads, sewers and other essential services should be provided. Good land use planning leads to orderly growth and the efficient provision of services. It touches all of us and helps us to have the kind of community we want.

The Town's Role in Land Use Planning

The Town of Collingwood has a major role in land use planning. The Town uses the Official Plan, Zoning By-law, development application approval processes, and transportation and infrastructure planning, among other tools, to help decide how to grow and develop, while keeping important social, economic and environmental concerns in mind. The approvals processes for land use planning and land development balance the interests of individual property owners with the wider interests and objectives of the whole community.

Role of the Official Plan

Collingwood's Official Plan is a key element of Ontario's policy led planning and development system, however, it is not the only element.

The Collingwood Official Plan is required to conform with the County of Simcoe Official Plan, and both of those Plans are required to conform with/be consistent with a host of Provincial legislation, plans, policies and regulations, not the least of which are the Planning Act, the Growth Plan and the Provincial Policy Statement.

The Official Plan provides the overarching policy framework within which growth and development is to proceed over the defined planning horizon. The Official Plan includes a vision and principles, and a policy framework that is aimed at achieving the vision and principles over time.

The Official Plan is given a more legal framework through the Implementing Zoning By-law. The Implementing Zoning By-law provides very specific regulations and provisions that define what, and where development is to occur, and how it is to be configured (height and massing) on any given property. For more complex projects, where the Town may wish to exert control even more specifically over the architectural details, colours and materials, as well as landscape treatments - the Site Plan Approval process is implemented.

The New Collingwood Official Plan (NCOP) is the most important vehicle for achieving comprehensive, integrated and long-term planning within the Town. The NCOP will:

- > Provide policy direction on matters of growth and development within the Town. It sets the policy foundation for regulating the development and use of land. It also supports the overarching goal to enhance the quality of life for all residents of Collingwood;
- > Provide a framework for comprehensive, integrated, place-based and long-term planning that supports and integrates the principles of strong communities, a clean and healthy environment and economic growth, for the long term;
- > Support improved land use planning and management, which contributes to a more effective and efficient land use planning system within the Town; and,
- > Coordinate cross-boundary matters to complement the actions of other planning authorities and promote mutually beneficial solutions.

