

# Official Plan Update Discussion Papers

July 2020





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# 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,

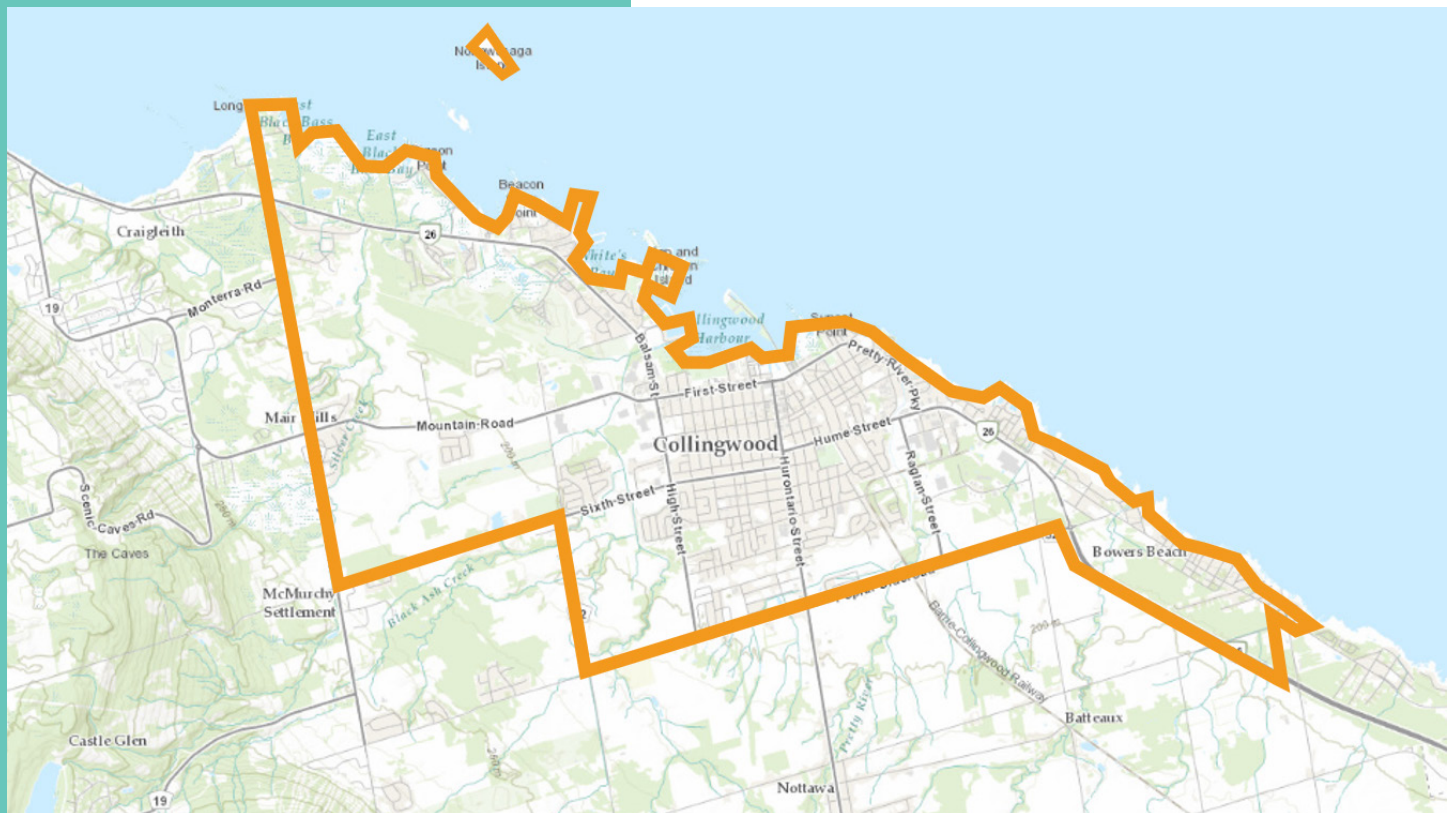
- > **Facilitate** - The Official Plan is, by nature, an aspirational document, providing a road map for the Town over a long-term time horizon. Within the NCOP, there will be town-building elements that are desirable, but more difficult to achieve due to market responsiveness, or fiscal constraints. 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 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;
- > **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.



# 01 Overview: Community Design Discussion Paper

The Town of Collingwood, as a Primary Settlement Area in the Growth Plan and the County Official Plan, will accommodate a significant amount of intensification and higher density forms of housing. Intensification will play an important role in providing a full range of housing forms, while also contributing to a dynamic community, increased support for local businesses and more efficient use of infrastructure. With the introduction of new housing development and intensified built forms, it will be increasingly important to support measures which ensure that new development and infill development is compatible with the existing community character, provides public benefits and contributes to a high quality public realm.

The availability and access to public services and amenities for residents of all incomes, ages and abilities is also important for maintaining a high quality of life and a sense of community and belonging, which is so valued in the Town. The ease of access to these services and amenities is based on both their design and location. The Official Plan should direct new services and amenities to Collingwood's Downtown and other community hubs, where they are easily accessible to a large percentage of residents by a range of transportation modes. Well located public services and amenities will further support the vitality of the community and the efficient use of infrastructure.

Cultural heritage resources play a valuable role in providing communities with a sense of identity and rooting and reconnecting communities with their past. It is further critical to coordinate and work with Indigenous communities to ensure that they are involved in matters in which they have an interest and that cultural heritage resources, sites and traditions are properly protected for future generations. The preservation of cultural heritage resources can make important contributions to placemaking and establish a unique architectural character in communities, which helps foster a sense of pride and supports a pleasant and interesting public realm.

The Community Design Discussion Paper focuses on the following topics

- > Public Service Facilities and Neighbourhood Nodes;
- > Public Realm Design;
- > Compatibility; and,
- > Cultural Heritage.

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

**Built heritage resource:** means a building, structure, monument, installation or any manufactured or constructed part or remnant that contributes to a property's cultural heritage value or interest as identified by a community, including an Indigenous community. Built heritage resources are located on property that may be designated under Parts IV or V of the Ontario Heritage Act, or that may be included on local, provincial, federal and/or international registers. (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)

**Conserved:** means the identification, protection, management and use of built heritage resources, cultural heritage landscapes and archaeological resources in a manner that ensures their cultural heritage value or interest is retained. This may be achieved by the implementation of recommendations set out in a conservation plan, archaeological assessment, and/or heritage impact assessment that has been approved, accepted or adopted by the relevant planning authority and/or decision-maker. Mitigative measures and/or alternative development approaches can be included in these plans and assessments. (PPS)

**Compatible:** is defined as “development or redevelopment which may not necessarily be the same as or similar to the existing development in the vicinity, but shall enhance the character of the community, while not creating any undue, adverse impacts on adjacent properties.”

**Cultural heritage landscape:** means a defined geographical area that may have been modified by human activity and is identified as having cultural heritage value or interest by a community, including an Indigenous community. The area may include features such as buildings, structures, spaces, views, archaeological sites or natural elements that are valued together for their interrelationship, meaning or association. Cultural heritage landscapes may be properties that have been determined to have cultural heritage value or interest under the Ontario Heritage Act, or have been included on federal and/or international registers, and/or protected through official plan, zoning by-law, or other land use planning mechanisms. (PPS)

**Cultural Heritage Resources:** Built heritage resources, cultural heritage landscapes and archaeological resources that have been determined to have cultural heritage value or interest for the important contribution they make to our understanding of the history of a place, an event, or a people. While some cultural heritage resources may already be identified and inventoried by official sources, the significance of others can only be determined after evaluation. (Growth Plan, originally from the Greenbelt Plan)

## Definitions Continued

**Intensification:** means the development of a property, site or area at a higher density than currently exists through: a) redevelopment, including the reuse of brownfield sites; b) the development of vacant and/or underutilized lots within previously developed areas; c) infill development; and d) the expansion or conversion of existing buildings. (PPS)

**Protected heritage property:** means property designated under Parts IV, V or VI of the Ontario Heritage Act; property subject to a heritage conservation easement under Parts II or IV of the Ontario Heritage Act; property identified by the Province and prescribed public bodies as provincial heritage property under the Standards and Guidelines for Conservation of Provincial Heritage Properties; property protected under federal legislation, and UNESCO World Heritage Sites. (PPS)

**Public Realm:** All spaces to which the public has unrestricted access, such as streets, parks, and sidewalks. (Growth Plan)

**Public service facilities:** means land, buildings and structures for the provision of programs and services provided or subsidized by a government or other body, such as social assistance, recreation, police and fire protection, health and educational programs, long-term care services, and cultural services. Public service facilities do not include infrastructure. (PPS)

## 02 Key Topics for Discussion

### A Public Service Facilities and Neighbourhood Nodes

#### Why it's Important

It is important to encourage and facilitate the coordinated development, maintenance, and expansion of public service facilities to meet the needs of residents, regardless of age, physical ability and financial means. Locating public service facilities in mixed use neighbourhood nodes, where transit is available or planned, or in proximity to higher density residential communities, supports the vitality of those communities, contributes to quality of life/quality of place and facilitates access by all residents. Public service facilities are an important component of creating complete communities, by serving the social, health, educational, recreational, cultural and other needs of local residents.

In addition to incorporating public service facilities, neighbourhood nodes can also include local commercial uses. These types of local, neighbourhood-supportive uses also play an important role in creating complete communities and healthy lifestyles, and can support the use of active transportation for meeting daily needs. However, the integration of local commercial uses/nodes within residential neighbourhoods must be carefully designed to ensure no undue adverse impacts on adjacent uses are created.

#### Current Policy Framework

Provincial policy directs that priority should be given to locating public service facilities in community hubs, such as the downtown or mixed use corridors, where they are easily accessible to a significant population through active transportation and transit. Provincial and County policy further emphasize the importance of planning for complete communities, which includes providing a broad range of uses to meet daily needs and which are accessible by a range of transportation options.

Of important note, the introduction of Bill 108 includes a new Community Benefits Charge (CBC) framework, with potentially significant impacts on the provision of public service facilities, including parks, recreational facilities, cultural facilities, and other public benefits. The Province will prescribe the maximum amount of the charge based on a land value cap and it remains unclear what the quantum of the CBC will be. A recent proposal produced by the Province - still not in force - indicates that the percentage of land value for determining a maximum community benefits charge is to be set at a maximum of 15% of the value of land (for upper/lower tier municipalities, 10% would go to the lower tier, and 5% to the upper tier). Municipalities are required to prepare a CBC strategy evaluating the items that are intended to be funded, the existing inventory of those items in the community, and the extent to which growth or development increases the need for those items.

The Simcoe Muskoka District Health Unit published a Healthy Community Design document to support municipalities in developing Official Plan policies. This document provides guidance in incorporating appropriate healthy community policies for Collingwood in the areas of the environment, safety, physical activity, food access and social well-being.

#### What We've Heard

The Phase 1 engagement process, including the first Community Workshop and consultation with Council, has indicated support related to public service facilities and neighbourhood nodes in Collingwood. In particular, people have suggested:

- > The creation of walkable and bikeable neighbourhoods with access to key destinations;
- > Incorporating a mix of uses throughout Collingwood;
- > The importance of and need for community/cultural facilities, parks and recreational facilities; and,
- > Linking community benefits with intensification.

## Things to Think About

1. The Town could explore creative approaches to the development of facilities and delivery of services, with the Town participating in the co-design and co-delivery of services with other government agencies, the private sector and/or non-profit organizations. Planning for public service facilities should also consider the ease of access by active transportation and transit, the creation of mixed use neighbourhood nodes, proximity to concentrations of residents, equitable access, and the contribution new facilities will make to the success and vitality of the Town.
2. The creation of mixed use neighbourhood nodes, including local commercial uses, can play an important role in neighbourhoods by providing convenient access to daily needs. The Town could consider incorporating policies/strategies to avoid any undue adverse impacts of local commercial uses on surrounding residential uses, such as locations on higher order roads, built form transitions, buffering, parking location, relation to the street, integration in mixed use nodes and angular planes.
3. The NCOP is a good opportunity to strengthen the policy framework to ensure a high quality public realm, easy access to public service facilities and an attractive and welcoming community. Community planning and design can incorporate consideration of a wide range of elements which together contribute to a high quality of life. Potential elements that may be considered for a strengthened policy framework may include:
  - + Upgrading and maintaining municipal services, active transportation facilities, public utilities, and social and recreational facilities so that they meet or exceed minimum standards and are inclusive and accessible for people of all ages and abilities;
  - + Preserving, restoring, or adaptively re-using older buildings and buildings of cultural heritage value or interest;
  - + Addressing climate change mitigation and adaptation, such as through building retrofits for energy efficiency, renewable and district energy systems, water conservation and low impact development strategies; and,
  - + Revitalizing existing communities, including through mixed use infill development and redevelopment, streetscaping, beautification projects, façade improvement, and the promotion of tourism activities.

## B Public Realm Design

### Why it's Important

The design of the public realm plays an incredibly important role in defining the community character and presenting an attractive and successful image to residents and visitors. Good design can improve the walkability/bikeability of the Town, attract visitors and customers for local businesses, spur private investment and generally improve the Town's quality of life.

### Current Policy Framework

The Provincial and County policy frameworks generally support a high quality of urban design, and particularly emphasize the need for good design in downtowns and other higher density mixed use areas. Additionally, there is significant policy support for ensuring that public rights-of-way are designed in a way that supports active transportation, prioritizes pedestrian comfort and safety and incorporates green infrastructure where appropriate.

### What We've Heard

The Phase 1 engagement process, including the first Community Workshop and consultation with Council, has provided the following input with respect to public realm design:

- > New developments should contribute to improving/increasing public open space to help build community;
- > Urban design guidelines for new development should guide layout, open spaces, street network and view corridors;
- > There should be a stronger emphasis on the provision of sidewalks and bike lanes; and,
- > Importance of streetscape landscaping.

### Things to Think About

1. The public right-of-way makes up a significant portion of the public realm throughout Collingwood, and therefore plays an important role in community design, creating a pleasing environment and establishing a distinctive character. Addressing factors such as high quality streetscaping, appropriate streets cross-sections/widths for different contexts, ensuring well designed facilities for all modes of travel, incorporating green elements and creating opportunities for public art can all have a positive impact on moving through Collingwood and encouraging active transportation. To this end, the Town could consider strengthening the policy framework around the streetscape as part of this Official Plan Update.

It is also important to link streetscaping with policies for the design and configuration of adjacent buildings, which play an important role in creating a comfortable streetscape. This could include prohibiting back-lotting and ensuring buildings frame the street.

2. It should be noted that urban and streetscape design policies are not necessarily limited to one type of land use. While some strategies are appropriately implemented across all land use types, the Official Plan Update could also explore how specific design policies should be applied in each designation to ensure that the objectives of an attractive and walkable Town are achieved. Through this exercise, recommendations may be considered for future updates to the Town's Urban Design Guidelines.
3. The Town could consider strengthening policies to provide clearer guidance for public investments and for how development, including its site configuration, access and parking, should relate to the public realm.

4. It will be important to review and implement the relevant recommendations from the Town's Urban Forest Master Plan. Establishing more robust urban forest policies can include speaking to the benefits of the urban forest such as reduction in air pollution, mitigating the urban heat island effect, energy savings, habitat for urban wildlife, biodiversity, and opportunities for recreation and physical activity. The NCOP can further explore the establishment of a percentage tree canopy target, tree replacement requirements and other tree protection policies.
5. In addition to the above elements, the NCOP should also consider policies and guidelines to address other aspects of good community design including community structure, street connectivity, building orientation, how parking is provided, land use mix, variety of parks, and access to services and amenities. Other considerations may include sustainable design (e.g. passive solar orientation, low impact development) and the preservation of important views and vistas.

In particular, the Town will need to discuss the questions of 'what are important views in the Town?' and 'what strategies are appropriate to protect them?'. This conversation will have to take into consideration the potential impacts on development potential/feasibility, and could involve the preparation of a specific study to identify important views to be protected.

## C Compatibility/Intensification

### Why it's important

The concept of compatible development is critical to appropriately accommodating and encouraging redevelopment and intensification. The Town of Collingwood, through this Official Plan Update, will be placing a stronger emphasis on accommodating residential growth through intensification and therefore it will be important that an appropriate policy framework is in place which ensures that new development provides a positive contribution to the community, without deterring this form of development.

The Town of Collingwood has a number of neighbourhoods predominated by lower density housing and changes within these neighbourhoods may need to occur through intensification to accommodate new housing opportunities. However, it is expected that residential intensification in these neighbourhoods will be more minor in nature to allow for a gradual and compatible evolution to increase housing options, such as through additional residential units, and minor infill development and redevelopment. More significant intensification will likely occur in the downtown and in mixed use corridors.

Collingwood further includes a number of existing neighbourhoods with built form characters that are often highly valued by residents, linked to the sense of identity of these areas, and an important asset and attractor for new residents and investment interests. However, at the same time, housing and market trends are continually changing, rendering the evolution and adaptation of existing neighbourhoods an important factor for their continued success. The redevelopment of more modest house forms with more modern, and larger dwellings is seen by some as having a negative impact on neighbourhood character, and by others as a positive investment in an ever evolving neighbourhood. Notwithstanding the broad range of public opinion on the issue, Official Plans frequently include clear principles and policies that are aimed at protecting existing neighbourhoods, while promoting a 'compatible' evolution.

### Current Planning Context

The Provincial and County planning frameworks require the Town to plan for a minimum of 40% of all new residential units through intensification within the defined Built Boundary and ensure that new development and redevelopment makes efficient use of existing infrastructure and facilities. The Town is also required to establish a strategy for accommodating intensification to minimize negative impacts on existing uses and to ensure that the most significant intensification is directed to appropriate locations. Throughout Provincial, County and the Town's existing Official Plan, there are also frequent requirements to expand the range of housing types and options available, including in existing neighbourhoods.

### What We've Heard

The Phase 1 engagement process, including the first Community Workshop and consultation with Council, has provided the following input with respect to compatibility/intensification:

- > Support for design guidance for infill development, including height and lot coverage restrictions;
- > Consider architectural control guidelines;
- > Mixed housing options to ensure a range of housing options which meet density targets and are compatible with existing neighbourhood; and,
- > Importance of ensuring high quality infill development (urban design, built form and architectural quality) to capitalize on existing infrastructure and provide more housing options.



## Things to Think About

1. Consider adding policy direction for compatible development, including providing a clear definition. Considering the joint goals of protecting existing neighbourhoods and encouraging appropriate intensification, it will be important for the new Official Plan to include a policy framework that protects existing neighbourhoods from incompatible forms of development, which includes additions/expansions to existing buildings. At the same time, this policy framework would still need to permit neighbourhoods to evolve and be enhanced over time, with flexibility for innovation. It will be important to consider what types of new development are desirable for a reasonable evolution of neighbourhoods and what role these neighbourhoods will play in accommodating growth. While this is more frequently an issue that occurs in older, mature neighbourhoods, all new development must be compatible with the surrounding context.

For instance one of the Residential designation objectives of Collingwood's current Official Plan is "to achieve efficient and attractive compact urban form that is compatible with and enhances existing development", and the criteria for residential intensification include: "Sensitivity to the urban design and character of adjacent buildings, including their location, massing, height and building materials" and "Compatibility with the character and streetscapes of the surrounding neighbourhood". However, there is no definition for 'compatible' in the existing Official Plan.

New policies should focus on encouraging appropriate and compatible forms of redevelopment and intensification throughout the Town, with consideration of the local context. If it's determined that neighbourhoods are easily defined by specific built form/design attributes and that it is appropriate to provide additional protection,

the preparation of future Neighbourhood-Specific Studies and Design Guidelines could be identified.

2. Collingwood has also been experiencing intensification pressures through what is known as 'cluster housing' - generally a group of dwellings on private roads, often not consistent with the prevailing lot pattern as it is considered one property containing a condominium development. While it is important to consider creative strategies to facilitate compatible intensification, policy direction should consider the following questions:
  - + What role does the prevailing lot pattern play with respect to ensuring compatible development, compared with furthering intensification objectives?;
  - + Are there specific policy requirements that would ensure the design of such a development does not create adverse impacts on surrounding properties?;
  - + Is there an unreasonable risk to the Town resulting from private roads which are narrower than the Town's engineering standards, and does it outweigh the benefits of efficient use of land, traffic calming and improved walkability?; and,
  - + What is needed to ensure that these types of 'cluster housing' developments do not impact the ability of surrounding properties to redevelop/intensify?.
3. New policies could support Town-wide architectural control guidelines for new development, which could address elements such as building design, design for priority/high visibility locations, and architectural standards. These guidelines could complement the Town's existing Urban Design Guidelines, by more specifically addressing the proposed buildings and providing a mechanism through which the Town can ensure high quality built form.

## D Cultural Heritage

### Why it's Important

Cultural heritage can play a valuable role in contributing to community identity and providing connections to the past. Cultural heritage resources frequently support placemaking and the creation of a unique character, which is especially valuable in areas experiencing intensification, as a way to balance new development. It is also critical to recognize and support the role and interest of indigenous communities with respect to cultural heritage, and to ensure that their voices are heard.

### Current Policy Framework

Cultural heritage conservation is supported by Provincial and County policy frameworks. These policy frameworks require the Town to conserve significant cultural heritage resources, cultural heritage landscapes and archaeological resources and identify the important role they play in fostering a sense of place, particularly in high growth areas. Further, Provincial policy requires that development on lands adjacent to protected heritage property ensure that the heritage resources are conserved. Collingwood currently has a Heritage Conservation District in the Downtown and numerous individual properties Designated under the Ontario Heritage Act.

Provincial policy now also provides important emphasis on the need to engage with Indigenous communities, recognizing and considering their interests in identifying, protecting and managing cultural heritage and archaeological resources. Provincial policy further encourages municipalities to consider and promote archaeological management plans and cultural plans, and consider them in their decision-making.

### What We've Heard

The Phase 1 engagement process, including the first Community Workshop and consultation with Council, has provided the following input with respect to cultural heritage:

- > Ensuring that valuable heritage properties are protected and that new development respects the heritage character;
- > Need to be careful that heritage is not used only as a way to fight change;

- > Concern with new development that exceeds height of heritage buildings; and,
- > Concern with heritage recognition increasing the costs of maintaining buildings.

### Things to Think About

1. It will be important to ensure that the Official Plan policies are updated to be in conformity with the most recent Ontario Heritage Act, so that the appropriate level of protection is provided for cultural heritage resources in the Town.
2. This Official Plan Update will have to consider new policy language which outlines the interests and involvement of Indigenous communities in cultural heritage and archaeological matters, as well as other areas to be determined through further consultation with these communities.
3. The current Official Plan does not outline the role and responsibilities of the municipal Heritage Committee. Providing policies addressing this body will help to recognize their relevance in providing advice to Council and provide clarity with respect to the expectations of their role.
4. Looking beyond statutory requirements, the Town could consider other policies to enhance its local character and identify opportunities for built heritage resources. The adaptive reuse of older buildings, which can also include adding modern additions, is often a popular strategy for preserving the character of older buildings, while adapting them to contemporary uses. Adaptive reuse can also provide environmental sustainability benefits through the reuse of existing materials. The Town could consider policies to encourage such redevelopment projects, particularly encouraging the adaptation of the entire building, rather than the facade alone.

## 03 Policy Review

### A The Provincial Policy Statement 2020

#### POLICY REFERENCE:

Section 1.5 (Public Spaces, Recreation, Parks, Trails and Open Space)

Section 1.6 (Infrastructure and Public Service Facilities)

Section 1.7 (Long-Term Economic Prosperity)

Section 2.6 (Cultural Heritage and Archaeology)

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 active communities should be promoted by planning public spaces, street and recreation settings to be accessible, equitably distributed, to foster social interaction and to promote travel by active transportation (1.51).

Public service facilities shall be provided in a coordinated and efficient manner, which prepares for the impacts of climate change, and integrated with land use planning and growth management to ensure that they are financially viable over their life cycle and meet projected needs (1.6.1).

The PPS requires that "Infrastructure and public service facilities should be strategically located to support the effective and efficient delivery of emergency management services" and that "public service facilities should be co-located in community hubs, where appropriate,

to promote cost-effectiveness and facilitate service integration, access to transit and active transportation" (Section 1.6.4 and 1.6.5).

Economic prosperity should be supported by encouraging a sense of place, by promoting well-designed built form and through cultural planning and conserving features that help define character.

Under Section 2.6, the PPS states that significant built heritage resources and significant cultural heritage landscapes shall be conserved and that development and site alteration shall not be permitted on lands containing or potentially containing archaeological resources or on lands adjacent to protected heritage property unless the heritage resources have been conserved.

Further, planning authorities should consider and promote archaeological management plans and cultural plans and shall engage with Indigenous communities and consider their interests when identifying, protecting and managing cultural heritage and archaeological resources.

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

### POLICY REFERENCE:

Section 3.2.8 (Public Service Facilities)

Section 4.2.7 (Cultural Heritage Resources)

Section 5.2.5 (Targets)

Section 6.3 (Managing Growth)

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.

Section 3.2.8 of the Growth Plan outlines the policy framework for public service facilities, which includes:

- > Planning for and investing in public service facilities will be coordinated with land use planning;
- > Public service facilities and public services should be co-located in community hubs and integrated to promote cost-effectiveness;
- > Priority should be given to maintaining and adapting existing public service facilities and spaces as community hubs to meet the needs of the community and optimize the long-term viability of public investments;
- > Existing public service facilities that are located in or near strategic growth areas and are easily accessible by active transportation and transit, where that service is available, should be the preferred location for community hubs;
- > Municipalities will collaborate and consult with service planning, funding, and delivery sectors to facilitate the co-ordination and planning of community hubs and other public service facilities; and,
- > New public service facilities, including hospitals and schools, should be located in settlement areas and preference should be given to sites that are easily accessible by active transportation and transit, where that service is available.

Cultural heritage resources will be conserved in order to foster a sense of place and benefit communities, particularly in strategic growth areas.

Municipalities will work with stakeholders, as well as First Nations and Métis communities, in developing and implementing official plan policies and strategies for the identification, wise use and management of cultural heritage resources.

Municipalities are encouraged to prepare archaeological management plans and municipal cultural plans and consider them in their decision-making.

In planning to achieve the minimum intensification and density targets in this Plan, Section 5.2.5 directs municipalities to develop and implement urban design and site design official plan policies and other supporting documents that direct the development of a high quality public realm and compact built form.

Policy 6.3.2 d) states that municipalities with primary settlement areas will, in their official plans and other supporting documents:

- Ensure the development of high quality urban form and public open spaces within primary settlement areas through site design and urban design standards that create attractive and vibrant places that support walking and cycling for everyday activities and are transit-supportive.

## C Bill 108, The More Homes, More Choice Act 2019

Bill 108 introduces a wide range of amendments to numerous Acts. One of the key changes to the Planning Act, which has not come into force, is the new Community Benefits Charge (CBC) regime, which will, upon coming into force, replace contributions under the existing:

- > Height/Density Bonus provisions (under Section 37);
- > Parkland Dedication provisions (under Section 42); and,
- > Development Charges for defined soft services.

These existing elements are expected to be replaced with the new CBC regime, which would be imposed by way of a CBC By-law, passed by the municipality, following the preparation of a “strategy” which identifies the “facilities, services, and matters” that will be funded through the CBC.

There remains substantial uncertainty with respect to the CBC regime, including when, or if, the Bill 108 legislation will come into force in its current form, the land value cap for the CBC charge, excluded uses or areas and transition policies.

With respect to cultural heritage, Bill 108 introduces appeal rights for heritage designation by-laws, specifically related to the decision to pass a by-law designating a property and the decision to amend a designation by-law, as well as the listing of a property on the Heritage Register. Bill 108 also introduces appeal rights for the decision to refuse an application to repeal a heritage designation, and the decision to refuse an application for permission to alter a designated property.

The legislative amendments introduced under Bill 108, would require Council to notify the property owner if the property is not formally designated but has been included in the register due to cultural heritage value or interest. Bill 108 also includes new expedited timelines for a number of notices and decisions that are currently open-ended under the existing regime.

The amendments provide additional clarity to the meaning of ‘alteration’ and ‘demolition,’ and municipal decisions on designations and alterations under Part IV of the Ontario Heritage Act would now be subject to appeals to the Local Planning Appeal Tribunal (LPAT), whose decisions will be binding.

## D Simcoe County Official Plan (2016)

### POLICY REFERENCE:

Section 3.5 (Settlements)

Section 4.1 (Healthy Communities  
and Housing Development)

Section 4.2 (Community Facilities and Services)

Section 4.6 (Cultural Heritage 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.

It is the policy of the County that each local municipality “shall develop an intensification strategy and implement the strategy through its Official Plan in order to phase in and achieve the intensification targets in Section 3.5.24 of this Plan.” The strategy will:

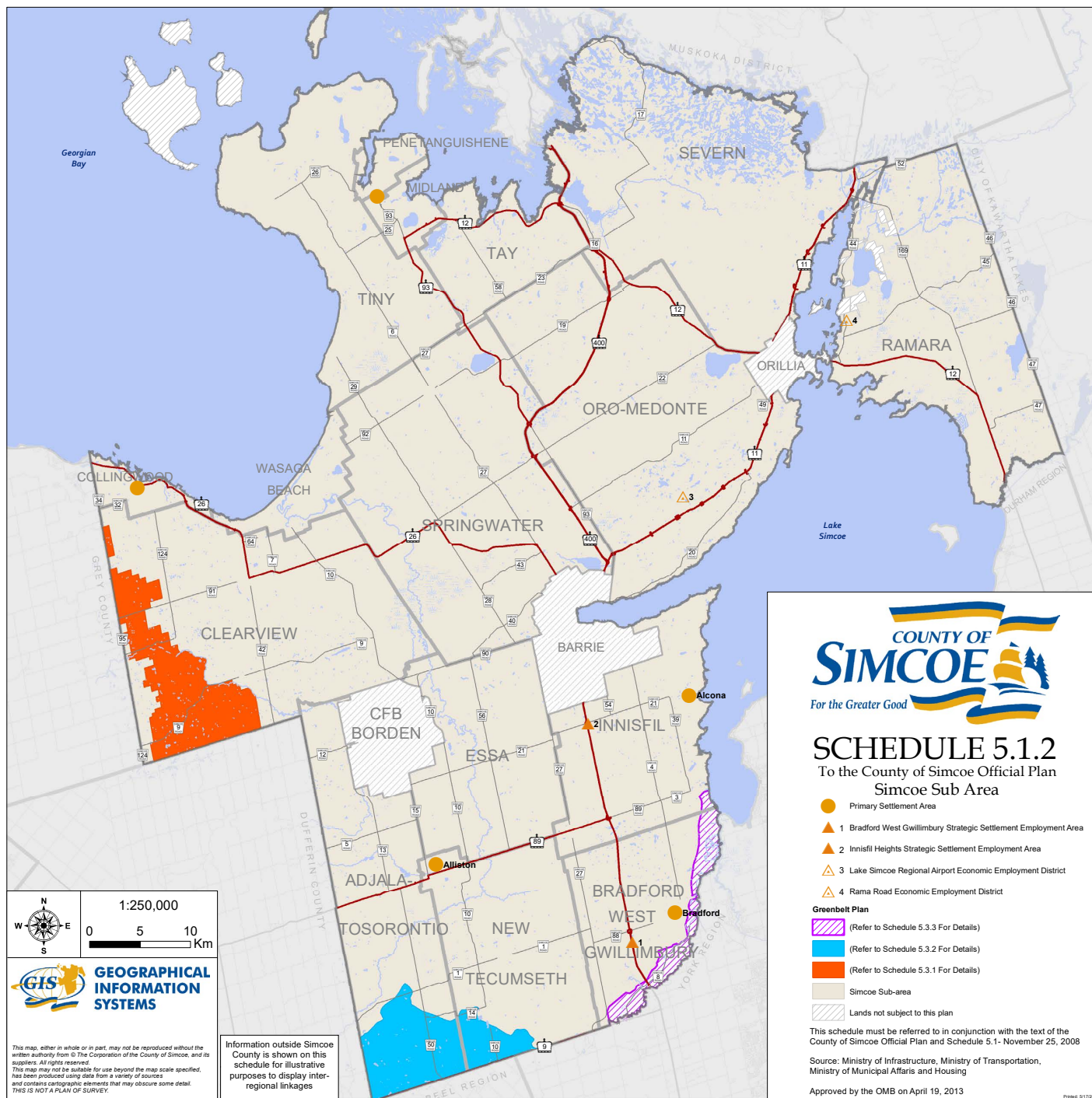
- > Promote efficient use of land in built-up areas;
- > Identify intensification areas;
- > Promote the development of mixed use areas within settlements;

- > Identify areas for revitalization and redevelopment;
- > Identify the type and scale of development appropriate for the intensification areas;
- > Identify means to mitigate the effects of intensification on stable residential areas;
- > Identify means to protect stable residential areas outside of intensification areas;
- > Develop cost-effective and land efficient development standards; and,
- > Identify a program for monitoring the achievement of the intensification targets (Policy 3.5.25).

Policy 3.5.29 states that “development within the built-up areas and designated Greenfield area of settlement areas may be of higher density to achieve the policy directives of this Plan but should be compatible with adjacent residential areas. The local municipalities may explore means to ensure compatibility through such measures as transitional densities, built form and land uses.”

Collingwood is identified as a primary settlement area in the Simcoe County OP (Schedule 5.1.2) and is considered an area suitable for intensification. The OP Growth Management Policy 3.5.6 states that “...Municipalities with primary settlement areas will, in their official plans, identify primary settlement areas, identify and plan for intensification areas within primary settlement areas and ensure the development of high quality urban form and public open spaces within primary settlement areas through site design and urban design standards that create attractive and vibrant places that support walking and cycling for everyday activities and are transit-supportive.”

Under Section 4.1.7, the OP requires that “Local municipalities shall make available: sufficient quantity of housing, taking into account demand to improve choice, and housing development in suitable locations, which offers a good range of public service facilities and proximity to jobs, key services, and infrastructure.”



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



Under Policy 4.2.1, the County directs community facilities and services to settlements and states that public service facilities should also be directed to settlements, but may be located outside of settlements.

Further Policy 4.2.2 states that “community facilities shall be connected to municipal sewage services and municipal water services or private communal sewage services and private communal water services where available.”

Policy 4.2.3 promotes opportunities for adaptive reuse of public service facilities, where feasible and subject to local municipal official plans. Prior to developing new infrastructure and public service facilities, opportunities for adaptive re-use should be considered, wherever feasible.

Policy 4.2.4 states that “community facilities and public service facilities should be co-located in community hubs, where appropriate, to promote cost-effectiveness and facilitate service integration, access to transit and active transportation.”

The County requires the conservation of significant built heritage resources, and significant cultural heritage landscapes (Policy 4.6.1).

Under Policy 4.6.11, the County encourages local municipalities to:

- a. Establish policies within their official plans that promote and encourage the designation of heritage properties under the Ontario Heritage Act, and include within these policies the criteria as set out in the Ontario Heritage Act amendment 2006 as Regulation #1, to be used to evaluate the architectural and historic significance;
- b. Create and support a heritage committee within their community to deal with heritage matters considered appropriate;
- c. Zone sites containing significant cultural features sites to ensure preservation in accordance with Section 34(1) 3.3 of the Planning Act; and,
- d. Apply the objectives and criteria set out in the County’s Cultural Heritage Guidelines.

## E Town of Collingwood Official Plan

### POLICY REFERENCE:

#### Section 3.2 (Community Services)

#### Section 3.8 (Urban Design Standards)

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.

Section 3.2 articulates the importance of ensuring the provision of a full range of community services for all residents, which are designed to be in keeping with the general character of the surrounding community and located in proximity to major transportation routes, including active transportation routes.

Section 3.8 establishes goals and objectives with respect to Urban Design Standards. Goals for urban design include a high quality built form, building upon existing assets such as the waterfront and downtown core, supporting community health and accessibility and protecting the natural environment. The objectives are to be used in the evaluation of new development and public works to ensure appropriate contributions to the community's health, livability and function:

- > Maintenance of existing topography, vegetation and grades shall be encouraged

within the constraints of sound engineering practice. Additional landscaping shall generally be required to ensure an appropriate percentage of tree canopy;

- > That mixed use development, including public open spaces and co-location of public service facilities, be encouraged in order to improve options for working and living in close proximity and to reduce the number of vehicle trips necessary to obtain daily conveniences;
- > Community design shall emphasize public access, safety and health;
- > Building orientation is to emphasize pedestrian access and accessibility for transit services and on-site parking lots shall generally be screened from surrounding roads and property;
- > Landscape details on individual lots or sites shall blend with other surrounding properties and with the character of the area as a whole. The use of building materials and building designs that blend in with the landscape and with each other shall be encouraged; and,
- > The scale of buildings and structures shall be appropriate to their surroundings.

Collingwood's land use designations are outlined in Section 4.0, and include varying levels of neighbourhood design-related policies. Of particular note:

- > The creation of high quality public spaces and attractive and compatible built forms is highlighted in Section 4.3 (Residential). With respect to residential intensification, the Official Plan establishes criteria for the evaluation of development proposals, which include:
  - + Sensitivity to the urban design and character of adjacent buildings, including their location, massing, height and building materials;

- + Compatibility with the character and streetscapes of the surrounding neighbourhood; and,
- + Preservation of heritage resources;
- > The Official Plan identifies “Intensification Areas” also subject to the above criteria, which includes residential low-density intensification areas and mixed -use intensification areas;
- > Policy 4.3.2.2 recognizes the importance of urban design and references the Town’s Urban Design Manual as playing an important role in the review of residential development applications;
- > The Plan states Council’s support for the Downtown Core’s designation as a Heritage District, which provides additional protection through the development process, and that the heritage architecture will be supported through policy and regulatory frameworks. Council further supports the development of detailed urban design guidelines for commercial areas;
- > Policy 4.4.4.5 (Appearance) states that Council shall encourage the visual improvement of the Downtown Core. This may include:
  - + The coordination of signage, fascia’s, lighting, landscaping and general maintenance;
  - + The acquisition of centralized communal parking areas in the Core and the suitable landscaping and maintenance of such facilities;
  - + The effort of the Town to use small spaces for amenities such as benches, planters, street lighting, street furniture or public art; and,
  - + The completion of specific design criteria in the Town’s Urban Design Guidelines; and,

- > Numerous other references to high quality urban design in commercial areas.

Section 7.0 addresses the conservation of Collingwood’s cultural heritage, including the preservation of significant archaeological and built heritage resources and cultural landscapes. This section covers archaeological conservation, heritage inventory/register, designation of heritage structures/districts and the development/redevelopment of heritage resources. The identification of the Town’s heritage resources will comprise an important component of the preservation process.

## F Urban Design Manual 2010

The Urban Design Manual was developed to encourage the design of a complete, effective and sustainable built environment consistent with Collingwood’s character and vision for the future. The Manual is intended to ensure that new development is of high quality, pedestrian-oriented, interconnected, sensitive to the natural and built environment, and provides adequate public facilities and infrastructure. The Manual addresses the following categories:

- > Site character and context;
- > Blocks;
- > Streets;
- > Subdivisions;
- > Lots;
- > Site Layout;
- > Buildings;
- > Active transportation;
- > Car-oriented commercial; and,
- > Landscaping and public spaces.

The Urban Design Manual is primarily implemented through the Site Plan Control By-law, which requires that the Urban Design Manual standards apply to all development within the site plan control area, unless otherwise exempt.

## G Urban Forest Management Plan 2020-2030

The Urban Forest Management Plan was prepared in 2019 to outline strategic goals and plan for the management of street and park trees in Collingwood to 2030. Recommendations that may be considered through the Official Plan Update include:

- > Develop new policies that support the urban forest;
- > As Norway and the silver/red/Freeman Maple species each make up greater than 10% of ‘s Street and Park Tree population, future emphasis should be placed on planting other species to diversify the tree population and improve its resilience to disease and climate change;
- > During the development planning process, should identify existing or potential linkages among habitats on the subject land and nearby properties and acquire important features for Town parkland, or otherwise protect them; and,
- > Begin a Comprehensive Policy Review regarding all aspects of the Urban Forest and its Management, including but not limited to development and construction, tree protection policy and regulations, tree compensation and shading for areas where public congregates.

## 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 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.





