

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,

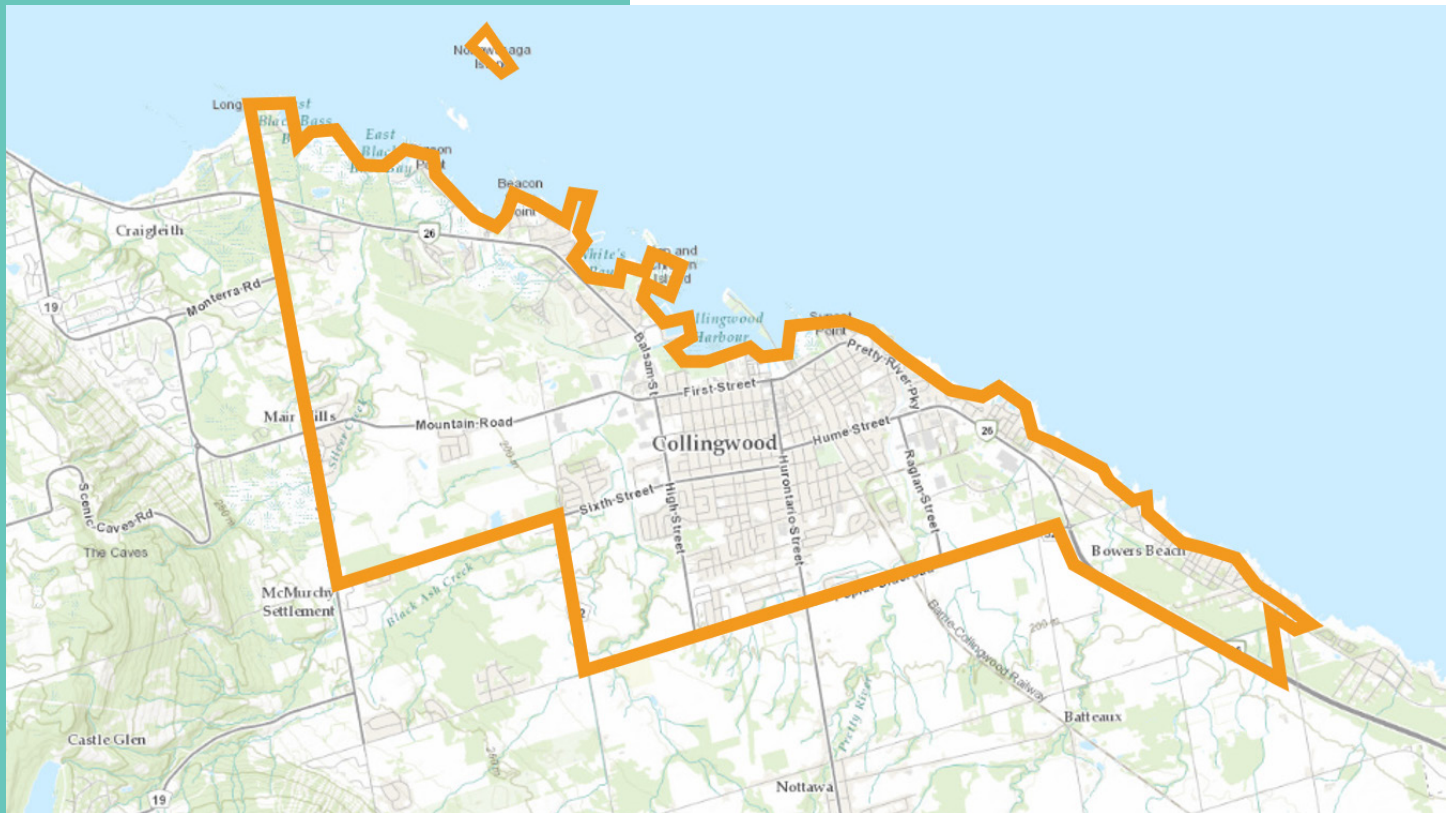
- > **Facilitate** - The Official Plan is, by nature, an aspirational document, providing a road map for the Town over a long-term time horizon. Within the NCOP, there will be town-building elements that are desirable, but more difficult to achieve due to market responsiveness, or fiscal constraints.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

Collingwood's downtown will be critical to expanding the economic development opportunities throughout the Town and should be positioned as a focus for new growth and development. More than just fulfilling an economic role however, the downtown is the centre and community hub for the Town, with a unique heritage character, and is a recreational, service and retail destination. It can also accommodate increased population. New policies will need to consider how the downtown should grow and how to ensure that peripheral large format commercial development does not erode the critical role of the downtown as a key destination and in serving the needs of residents.

The waterfront lands also play a crucial role within the Town with respect to economic development, recreational opportunities and in defining the character and lifestyle that residents and visitors enjoy.

There have been a number of recent development and planning activities centered on the waterfront lands which have already begun to shape how these lands will change going forward. Over the course of the Official Plan Update, it will be important to consider how to support the transition and linkages between the downtown and waterfront lands, how the waterfront should change in the future and how to best implement the vision already established through the Waterfront Master Plan.

The Downtown & Waterfront Discussion Paper focuses on the following topics

- > Waterfront; and,
- > Mixed Use Downtown.

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.

COLLINGWOOD
WATERFRONT
MASTER PLAN



1. Painted bike lanes
 2. New bridge over Black Ash Creek
 3. Replace viewing platform in Western Fens
 4. Off-leash dog park
 5. Skating Trail with Splash Pad / Skating Rink and Indigenous Gathering Place
 6. New kayak/canoe dock with wheelchair transfer station
 7. Park Pavilion and Boat Storage Building
 8. Retain one multi-purpose grass field
 9. Upgrade existing Boat Launch
 10. Upgrade Expanded seating and amphitheatre
 11. Overlook area for events at top of Ridgeline
 12. Re-grade pathways along existing Ridgeline slopes to address erosion
 13. Enhanced treatment of Side Launch Way and Hurontario Street
 14. Enhanced pedestrian treatment for crossings of First St
 15. Public Piazza with water feature
 16. Extend Pedestrian Promenade around the remainder of the Side Launch and Dry Dock as development occurs
 17. Extend transient and tour boat docking in Side Launch and Dry Dock Basins
 18. Potential for additional docks
 19. New Marina Services Building
 20. Seating / fishing docks - cantilevered from Pier
 21. Fuel and pump-out station
 22. Watt's Wharf
 23. Re-purpose Terminal support buildings for restaurant / Brew Pub
 24. Event staging and concert areas
 25. Sand beach with hammocks
 26. Slope Millennium Park lawn for viewing events and plant windbreak of trees at edge
 27. Swimming dock
 28. Eastern Fens viewing platform
 29. Canoe/kayak launch
 30. Strategic tree planting pockets
 31. Raised (humped) crossing
 32. EnviroPark washroom
 33. Updated EnviroPark equipment
 34. Accessible ramp to East Beach
 35. Potential Habitat Islands
 36. Extend east end of park
- T Trail Improvements / New Trail Sections
 B Boardwalk Improvements / New Boardwalk Sections
 D All Blue Buildings - Updated development standards and Design Guidelines
 P Reorganized or New Parking

The Town of Collingwood Waterfront Master Plan proposed and actualized changes and enhancements

02 Key Topics for Discussion

A Waterfront

Why it's Important

Collingwood's waterfront is a critical defining feature of the community and is fundamental to the Town's character, attractiveness and, ultimately the desirable quality of life/place. Historically, the Georgian Bay waterfront was a source of economic development and prosperity. Now it is a major attraction for residents and tourists as a mixed-function resource, focusing on recreation. The Collingwood waterfront has also experienced recent new development, bringing more residents to the area.

The Collingwood waterfront extends the entire length of the Town (over 50 km), but, with the exception of the Shipyards area, it is not identified by a specific land use designation. Rather, the waterfront incorporates, and its ongoing evolution is managed by, a number of land use designations within the existing Official Plan. From a planning perspective, this is an appropriate approach, notwithstanding that, like the Shipyards, significant redevelopment elsewhere on the waterfront may require a site specific planning process, as well as a site specific land use designation. In the central area, the approximately 8 kilometres from Hen and Chickens Island to Sunset Point Park is the largest area of land in public ownership and includes the highest intensity of uses. Outside of this area, much of the waterfront is privately owned.

Current Policy Framework

Provincial and County planning frameworks do not place a strong policy focus on waterfronts. Their requirements are very limited, and are related to providing opportunities for public access to shorelines, and ensuring that any development proposed near lakes and water bodies avoids hazardous lands and considers appropriate environmental issues.

The Town's 2016 Waterfront Master Plan sets out a framework for new mixed use development and high quality public open space and amenities.

What We've Heard

The Phase 1 engagement process, including the first Community Workshop and consultation with Council, identified support for direction in the NCOP related to the waterfront. The stakeholders felt that the Town should:

- > Identify the opportunity for new mixed use waterfront development to create more customers for downtown businesses;
- > Support the creation of a destination on the waterfront, reflecting high design standards;
- > Protect public open space along the waterfront; and,
- > Prioritize the maintenance and improvement of views and pedestrian/cyclist access to the waterfront.

Things to Think About

1. The existing Waterfront Master Plan primarily addresses the publicly owned central area between Hen and Chickens Island and Sunset Point Park, although the remainder of the waterfront is addressed as a secondary study area. In particular, it aims to focus the majority of new development in the Shipyards and downtown area, with an emphasis on public access to the waterfront, strong connections to the downtown, high quality and distinctive building design, minimized surface parking and active retail uses along sidewalks. The Official Plan Update will be an opportunity to review and update the existing policy framework addressing the waterfront lands, including building on the existing Shipyards – Special Policy Area, to implement the objectives of the Waterfront Master Plan.

B Mixed Use Downtown

Why it's Important

Downtown Collingwood is the centre and community hub for the Town. With its heritage character, mix of shops and services and connection to the waterfront, it is an appealing destination for residents and visitors alike. Collingwood's downtown will be critical to expanding the economic development opportunities throughout the Town and should be positioned as a focus for new growth and development. It can accommodate increased population in a way that can support shops and services without impacting the very qualities that are cherished by residents and visitors.

Current Policy Framework

The Provincial and County planning frameworks identify downtowns and main streets as focal points for residential, commercial, and institutional uses, and require the Town to:

- > Establish safe and pleasant pedestrian environments that encourage movement by foot, bicycle and transit;
- > Provide attractive streetscapes;
- > Encourage downtown economic development initiatives; and,
- > Provide a range of housing types and costs.

What We've Heard

The Phase 1 engagement process, including the first Community Workshop and consultation with Council, identified support for direction in the NCOP related to the issue of a mixed use downtown. The stakeholders felt that the Town should:

- > Encourage more street life by making downtown more walkable/bikeable, more street furniture/amenities, street trees and lighting;
- > Support increased density in downtown to reduce sprawl and protect green space;

- > Develop affordable housing downtown;
- > Protect small town feel and consider what heights are appropriate in relation to heritage buildings;
- > Encourage a greater variety and blend of retail uses; and,
- > Avoiding creating new parking lots and consider other solutions – structured parking, better transit, encouraging residents to walk or cycle.

Things to Think About

1. It will be important for Collingwood to encourage new development and facilitate both public and private investment throughout its downtown to ensure that it continues to play a strong role within the Town and continues to be a key anchor for the local economy. However, it must also be recognized that the downtown is no longer the only commercial centre, and commercial uses may continue to locate in other mixed use areas.

While the downtown should continue in its role as a retail and commercial node, the downtown should also be directed to develop in a way that diversifies its role, including as a concentration of intensified residential development, as an office and employment hub, and building on a 'downtown experience'. It is already an attractive destination with a concentration of institutional, cultural, recreational and entertainment uses, close connections to the waterfront, conserved heritage resources and a high quality public realm.

There is an opportunity to encourage higher density residential development within and in proximity to the downtown, increasing the downtown population. Providing more opportunities for residents to live within or near the downtown provides stronger support

for local businesses, makes more efficient use of existing and future infrastructure, supports the use of active transportation, creates opportunities for shared investment in the public realm and contributes to the creation of more dynamic main streets.

Higher density residential development may be accommodated by:

- + Encouraging mixed use development and redevelopment with upper storey residential and office uses; and,
 - + Continuing to support the development of freestanding residential buildings in the downtown.
- 2.** In addition to the need for an increased population in and around the downtown, consultation has identified a need for more affordable housing options, which is in line with the high number of tourism/service-related jobs within the Town. The Town could consider establishing a Community Improvement Plan (CIP) for housing to address the supply of affordable housing and to encourage more affordable forms of housing development in the downtown. A CIP is a tool that allows municipalities to direct funds towards rehabilitation or to stimulate private investment in a specified area through public projects, and tax assistance, grants or loans for private improvements.

As part of the consideration of a CIP, a solid understanding of the local income levels in comparison with local housing costs is required as well as the identification of potential funding partners (i.e. Simcoe County). The former has started to be addressed in the Housing Options Discussion Paper. The CIP scope should include both stand-alone residential developments and mixed use developments, where residential units may be included in the upper storeys of commercial buildings.

- 3.** Promoting increased, higher density redevelopment in the downtown, all the while preserving a high quality public realm, is likely to put additional pressures on the use of land for other purposes, such as for parking. Especially on smaller downtown properties, there is not always sufficient room for a new economically-viable building as well as the required number of parking spaces, and there can be even more challenges for redevelopment projects where existing buildings which may take up a significant percentage of the property are largely retained (i.e. heritage buildings).

The Town already acknowledges the need for off-site and cash-in-lieu of parking in the existing Official Plan. Through the Official Plan Update, the Town can further explore how to expand and/or improve such programs, opportunities for shared or development-specific structured parking (either above or below ground), stricter requirements for the design and location of parking, including the provision of public/visitor parking, provision of bicycle parking, and transportation-demand management strategies to reduce the need for parking downtown.

The Update can also consider the appropriateness of the angled on-street parking and shared surface parking lots in the downtown, and identify if further study is required, beyond this Update.

- 4.** The Town is currently promoting the introduction of commercial uses on the ground floor along the downtown's laneways, creating a lively pedestrian shopping experience. To support this initiative, it will be important to develop specific policies to manage ground floor structured parking and parking entrances along laneways, where they are planned to support upper floor residential uses. This could include having

facades that can be easily adapted to a storefront, urban design enhancements and ensuring the structured parking use does not visually dominate the facade.

5. It is important to plan for enhanced infrastructure for alternative transportation modes (i.e. walking, cycling and transit) within the downtown area and to key destinations. The Town should also ensure that the public realm in the downtown showcases the best of the community and consider including stronger and more visible connections between the downtown and the waterfront lands, including with respect to views and easy access for pedestrians and cyclists.

In particular, updated Official Plan policies should consider highlighting the objective of enhanced pedestrian connectivity in the downtown, and the supportive role played by mid-block pedestrian crossings and laneways. As redevelopment occurs in and around the downtown, it will be important to ensure that the function of such connections are retained, to ensure that the downtown remains easy, accessible and enjoyable to navigate by walking.

Investment in the downtown, with respect to public realm and active transportation infrastructure as well as new built form, should also be considered with respect to how it supports the viability of transit service.

6. It is important to continue to protect and enhance the historic character of the downtown and its built heritage, as critical to placemaking within the Town. Collingwood's downtown is subject to a Heritage Conservation District to recognize its significant cultural heritage features, and the Official Plan Update will need to recognize this designation as a structuring framework for the downtown's redevelopment.

The Town should explore how to incorporate new development which complements and is compatible with the existing heritage buildings, in terms of design and materials, without attempting to imitate a heritage building. However, new development can be encouraged to reflect and respond to elements such as the horizontal and vertical lines, character and/or individual design attributes of existing heritage buildings in a way that creates synergy and a cohesive design, while ensuring that the overall architectural design is of its era. This will allow for the healthy evolution of the downtown, encourage continued investment, support local businesses and ensure that the downtown remains relevant in the evolving market.

7. Through this process, it will be important to consider policies that ensure that peripheral large format commercial development does not erode the critical role of the downtown as a key destination.

03 Policy Review

A The Provincial Policy Statement 2020

POLICY REFERENCE:

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 recognizes that economic prosperity should be supported by encouraging a sense of place, by promoting well-designed built form and cultural planning, and by conserving features that help define character, including built heritage resources and cultural heritage landscapes. In addition, maintaining and, where possible, enhancing the vitality and viability of downtowns and main streets can support economic prosperity (Policy 1.7.1).

The PPS states that significant built heritage resources and significant cultural heritage landscapes shall be conserved (Policy 2.6.1). Planning authorities shall not permit development and site alteration on adjacent lands to protected heritage property except where the proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved (Policy 2.6.3).

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

POLICY REFERENCE:

Section 4.2.7 (Cultural Heritage Resources)

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.

The Growth Plan states that cultural heritage resources will be conserved in order to foster a sense of place and benefit communities, particularly in strategic growth areas.

The Growth Plan also states that 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.

C Simcoe County Official Plan (2016)

POLICY REFERENCE:

Section 4.6 (Cultural Heritage Conservation)

Section 3.5 (Settlements)

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

Policy 3.5.26 states that the downtowns and main streets of primary settlement areas, shall be promoted as focal points for residential, commercial, and institutional uses, through the following:

- > Establishing safe and pleasant pedestrian environments which encourage movement by foot and bicycle and transit;

- > Protection of heritage buildings and structures;
- > Development of attractive streetscapes;
- > Encouragement of downtown economic development initiatives; and,
- > Development of a range of housing types and costs.

Where waterfront or shoreline development is proposed, the preservation of existing public accesses to publicly owned shorelines shall be maintained and the creation of new opportunities for public ownership of and access to shorelines in new developments may be obtained where appropriate (Policy 4.5.27).

The implementing policies of the Simcoe County Archaeological Management Plan are anticipated to be adopted by the end of the year.

D Town of Collingwood Official Plan

POLICY REFERENCE:

Section 4.2 (Recreation)

Section 4.4 (Commercial)

Section 7.0 (Cultural Heritage)

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.

The Town's current Official Plan recognizes that the waterfront and the Downtown Core are the Town's most important assets. The Downtown Core is intended to be the primary location of cultural and civic uses, and a major commercial focus for the Town.

The goals and objectives of Collingwood's recreational policies include:

- > To place a particular emphasis on the continued improvement of the waterfront including the completion of a waterfront trail system and the provision of increased parking facilities particularly in relation to Harbourview Park, the Georgian Trail and the Central Pier;
- > To promote waterfront recreational opportunities;

- > To continue to acquire property to enhance the existing system of pedestrian and multi-purpose trails serving major residential areas, public uses and providing access to the waterfront, and to coordinate regional improvements with neighbouring municipalities;
- > To encourage the Town to continue to acquire linkages that will enhance resident's ability to enjoy the waterfront and the growing waterfront trail network; and,
- > It is the intent of this Official Plan that the recommendations of the master plans provide the basis for continuing shore land improvements as public funding becomes available and/or in conjunction with private development proposals.

The goals and objectives of Collingwood's commercial policies include:

- > To protect and enhance the commercial role of the Downtown;
- > To concentrate the majority of commercial facilities in the Downtown;
- > To promote the continued strengthening of the Town's multi-functional downtown;
- > To create opportunities for the commercial intensification and expansion of the downtown;
- > To continue to support intensification and rehabilitation within the Downtown Core;
- > To support the designation of the Downtown Core as a Heritage District within the definition of The Ontario Heritage Act. The preservation and the continued maintenance of the Downtown Core's architectural legacy will be supported through policy and regulatory frameworks *[Note: the Heritage District has since been designated]*; and,

- To support the visual improvement of the Downtown Core.

Residential uses are also permitted and encouraged in the Downtown Core, and are required to be located above the ground floor on Hurontario Street to minimize the loss of retail frontage.

OPA #12 adds the following: “Within the Downtown Core area designation there is an approved Heritage Conservation District. Development and re-development within the Heritage Conservation District shall only take place in accordance with the requirements of the District Plan and a Heritage Impact Assessment may be required by Council. A Heritage Impact Assessment may also be required prior to the approval of development or re-development of properties adjacent to the District;” as well as additional driveway/parking policies.

The Town’s Official Plan recognizes that the maintenance of Collingwood’s heritage resources will contribute to the municipality’s small-town character and tourist potential by balancing the potential impact of new development. Consequently, it is an objective of this Plan to, as far as possible, preserve the Town’s heritage resources and to ensure that development occurs in a manner which respects Collingwood’s physical heritage (Policy 7.2).

The Shipyards – Special Policy Area establishes a specific policy framework for a portion of Collingwood’s waterfront. It is the intent of this policy framework to guide the development of a mixed use, pedestrian friendly urban community, with enhanced public access to the waterfront and strong connections to the downtown.

E Downtown Collingwood Revitalization Project

Working with the Ministry of Agriculture, Food and Rural Affairs, the Town of Collingwood established the Connect Downtown Revitalization Project in 2010 to develop a revitalization plan for the Town's downtown.

As part of this work, numerous surveys and studies were undertaken to provide background information and research to support the development of a Downtown Revitalization Plan.

The recommendations of the Downtown Revitalization Plan include:

- > Develop a business recruitment/retention strategy;
- > Vacant windows/space beautification project and/or incubator strategy for vacant spaces;
- > Develop/collaborate new events and continue successful events;
- > Work with Town/OPP to develop a graffiti/vandalism abatement strategy;
- > Physical enhancement of our alleyway (to walkways); and,
- > Launch a new magazine/publication exclusively for Downtown Collingwood.

F Economic Development Action Plan

The Economic Development Action Plan helps guide Collingwood's economic development activities and priorities for five year periods. The 2015 Economic Development Plan is being updated to reflect the current and future economic goals and priorities for the Town of Collingwood.

The Economic Development Action Plan includes action items based on 6 main strategic themes:

- > Business Service Priority;
- > Existing Business Support;
- > Small Business Growth;
- > Business and Tourism Promotion;
- > Great Place for Business; and,
- > Workforce at Work.

The majority of the action items identified in the Economic Development Action Plan do not apply to the Official Plan review process. However, of note is the action item identified under the theme, Great Place for Business, which states that "together with other municipal departments, support the development of a Waterfront Master Plan, including a vision for the waterfront, desired/permitted uses and access, partners for development and a business case for future development."

G Waterfront Master Plan

The Town released its Waterfront Master Plan in 2016, setting out a framework for new mixed-use development and investments in a high quality public open space network along the waterfront, and establishing the following vision:

Collingwood's waterfront will offer balanced access to the shoreline and the water, protecting sensitive shoreline habitats while offering an increasingly diverse set of land and water activities with something for everyone. Rejuvenated public spaces will support Collingwood's existing strengths - natural beauty, a historically significant harbour, a vibrant commercial downtown and an active community life.

The Master Plan includes recommended adjustments to existing development standards within the Shipyards Special Policy Area in the Official Plan to achieve the envisioned development forms, including minimum building heights, specific setbacks, requirements for a mix of uses, positioning to maximize public spaces and address the street and high quality landscaping requirements.

H Downtown Heritage Conservation District Plan

The Downtown Heritage Conservation District Plan establishes the Downtown Core as a heritage conservation district. The plan provides standards and policies to regulate new development or redevelopment within the Downtown Core in a way that is compatible with the heritage character. The Town of Collingwood's Official Plan will need to be in conformity with the standards and policies of the Downtown Heritage Conservation District Plan.

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.

