

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,

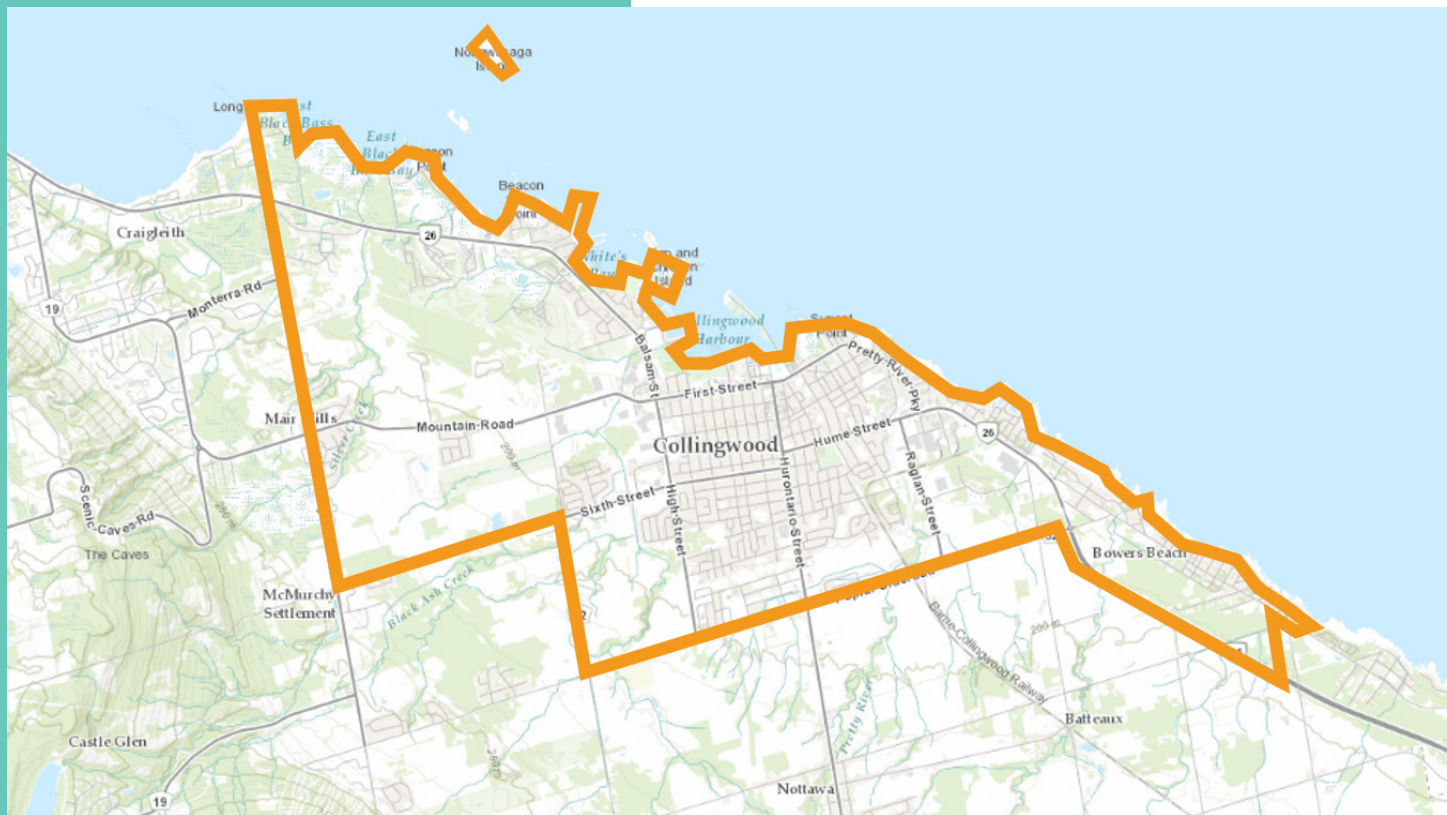
- > **Facilitate** - The Official Plan is, by nature, an aspirational document, providing a road map for the Town over a long-term time horizon. Within the NCOP, there will be town-building elements that are desirable, but more difficult to achieve due to market responsiveness, or fiscal constraints.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

Recent trends in land use and transportation planning, as well as public health research, emphasize the importance of ensuring the provision of a well-connected, attractive and functional multimodal transportation system to provide more balanced access to all modes, including alternative modes. Alternative transportation modes, including walking, cycling and transit, will become increasingly important in Collingwood as more intensified development occurs and as a way to increase the accessibility of all residents.

Provincial and County policies require that the Town meet the transportation needs of all users, including the implementation of 'complete streets'. Further, a priority of the Town is to make it easier for residents to move throughout the Town and to the wider region, which will better facilitate access to jobs, services, recreation and housing.

The Transportation Discussion Paper focuses on the following topics

- > Active Transportation; and,
- > Transportation Demand Management.

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

Definitions

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

Complete Streets: Streets planned to balance the needs of all road users, including pedestrians, cyclists, transit-users, and motorists. (Growth Plan)

Multimodal Transportation System: A transportation system which may include several forms of transportation such as automobiles, walking, trucks, cycling, buses, rapid transit, rail (such as commuter and freight), air and marine. (PPS)

Transit-supportive: In regard to land use patterns, means development that makes transit viable, optimizes investments in transit infrastructure, and improves the quality of the experience of using transit. It often refers to compact, mixed-use development that has a high level of employment and residential densities, including air rights development, in proximity to transit stations, corridors and associated elements within the transportation system. Approaches may be recommended in guidelines developed by the Province or based on municipal approaches that achieve the same objectives. (PPS)

Transportation Demand Management: A set of strategies that result in more efficient use of the transportation system by influencing travel behaviour by mode, time of day, frequency, trip length, regulation, route, or cost. (PPS)

Transportation System: A system consisting of facilities, corridors and rights-of way for the movement of people and goods, and associated transportation facilities including transit stops and stations, sidewalks, cycle lanes, bus lanes, high occupancy vehicle lanes, rail facilities, parking facilities, park'n'ride lots, service centres, rest stops, vehicle inspection stations, inter-modal facilities, harbours, airports, marine facilities, ferries, canals and associated facilities such as storage and maintenance. (PPS)

02 Key Topics for Discussion

A Active Transportation

Why it's Important

It is being increasingly recognized that planning for and encouraging active transportation provides a multitude of benefits for municipalities and residents, including improved physical and mental health, reduced greenhouse gas emissions, increased safety, broader accessibility for all ages and incomes, increased vibrancy of street life and support for local businesses, and reduced need for expensive road infrastructure upgrades/expansions and parking. However, until recently, municipalities, including Collingwood, generally placed less emphasis on providing appropriate infrastructure for such modes, resulting in more 'car-oriented' transportation networks. With an increased focus on building denser, more urban communities, and reducing the reliance on single occupancy vehicles, it is critical for the Town to implement a more robust active transportation policy framework.

Current Policy Framework

Provincial and County policies provide clear direction to Collingwood regarding the need to plan for and encourage the increased use of active transportation. These policy frameworks use the availability of active transportation as a criteria for locating public service facilities and other major destinations, emphasize its role in reducing greenhouse gas emissions, require the implementation of complete streets, and emphasize the role of active transportation in well planned, accessible and complete communities. The Province and County make it clear that Collingwood must begin to facilitate a shift to a more balanced and sustainable multi-modal transportation network, reflected in all public and private investments.

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 active transportation. The stakeholders felt that the Town should:

- > Ensure better walking and cycling infrastructure throughout the Town, with winter maintenance, to reduce greenhouse gas emissions;
- > Plan Town to support daily needs within a 15 minute walk or bike ride;
- > Design streets to support all ages, including increasing safety and providing more choices for independent transportation;
- > Support stronger requirements for new development to contribute to extension of trails network and include appropriate amenities; and,
- > Explore opportunities for structured parking in the downtown to free up land.

Things to Think About

1. Building off the recommendations of the Active Transportation Framework, the Town could more formally address and support active transportation within the NCOP by integrating the guiding principles from the Active Transportation Framework to ensure that opportunities to advance active transportation are identified and realized.

The Active Transportation Framework includes a number of actions to improve active transportation within the Town that are relevant for the Official Plan:

- + Revise the Town's Official Plan Trails Schedule (Schedule D-1) to identify the existing and needed links for the active transportation system. In addition, revisions to the Schedule could include the identification of corridors where family bike boulevards could be added and the identification of core active transportation networks for different user groups;

- + Identify the active transportation network improvements in the Official Plan that need to be made to ensure safety and connectivity; and,
 - + Undertaking a comprehensive data collection and review exercise to better understand the active transportation network. This information could then be used to create and update existing trail delineation maps to better understand where appropriate links may be made, and where extensions to the trail network may be feasible. In addition, this information could be used to determine which existing trails can be improved to accommodate more active transportation uses. While much of this work was done through the Cycling Plan, it will be important to recognize the resulting mapping updates in the Official Plan.
2. Given that a large portion of Collinwood’s residents live and work within the Town, the Town could explore recognizing walking and cycling as viable ways to move through Town for a variety of trips that are in the range of five kilometres or less. This would support Provincial, County and the Town goals of reducing automobile trips and promoting a healthy, active lifestyle. Collingwood already has a strong trails network and future active transportation investment both on and off-road can build on this foundation, while adding a stronger focus on functional trip needs.
 3. Through this Update process, inclusion of policies to encourage the development of design guidelines and/or development standards for bicycle parking (including for all non-residential and multi-unit residential development) could be explored for the NCOP, in accordance with the County OP requirement.
 4. The Town should consider strongly supporting the provision of pedestrian and cycling amenities along streets, and promoting walkability and active transportation, as strategic goals of the Town. In particular, the Province requires that a complete streets approach be required for the design of new streets, as well as construction, repair, and maintenance of all arterial, collector and local streets.
 5. Encouraging active transportation is not only about the design of individual streets, but also how the entire street network is laid out. To this end, the Town should incorporate the County requirement that new local roads have shorter block lengths that are generally less than 250 metres in length to encourage walking and cycling.

B Transportation Demand Management

Why it's Important

Developing balanced multimodal transportation network is critical for meeting the needs of all residents and visitors, promoting a more connected community, reducing environmental and safety impacts and providing choice for how to get around. This means recognizing that while vehicular travel will continue to serve some trips, alternative options which could be viable and even preferred for other types of trips need to be made available and promoted. This shift to a more multimodal system could involve a greater emphasis on transit investment and its coordination with land use planning, facilitating active transportation use, as discussed above, and implementing transportation demand management strategies to encourage the reduction of trips generally, off-peak travel, carpooling and a shift to other modes of travel.

Current Policy Framework

The Provincial and County policy frameworks place a strong emphasis on promoting the use of transit and implementing transportation demand management strategies. In particular, the Growth Plan states that public transit will be the first priority for transportation infrastructure planning and major transportation investments, and further identifies the presence of transit, or planned transit, as a key criteria for a range of major development types. The County Official Plan specifically states that local municipalities that operate transit systems shall promote increased transit ridership and reduce the need to make trips by automobile by developing a network of sidewalks, pedestrian trails and bicycle facilities that provide access to transit nodes and/or routes.

The Provincial planning framework also provides clear direction on transportation demand management, stating that the Town must develop and implement transportation demand management policies within the Official Plan. The County of Simcoe's Transportation Master Plan provides TDM measures that should be considered for implementation in the County.

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 transportation demand management and transit. The stakeholders felt that the Town should:

- > Consider revising transit routes to be more direct and frequent to encourage greater use and convenience – improve service to get people out of their cars;
- > Reduce the reliance on cars;
- > Future proof the transportation network by considering how new technology/initiatives can be integrated;
- > Coordinate active transportation infrastructure with transit;
- > Expand alternative transportation choices throughout the Town; and,
- > Promote denser development to reduce travel distances.

Things to Think About

1. The Official Plan does not currently appear to address Transportation Demand Management, and will be required to add an appropriate policy framework in accordance with Provincial and County plans. To this end, the Town could consider including policies facilitating the following:
 - + Ridesharing (or Carpooling) – can include providing dedicated parking spaces/lots for commuters who share similar travel patterns and can carpool together, reducing the amount of Single Occupancy Vehicle (SOV) trips
 - + Teleworking/Flextime – employers who allow their employees to work from home or choose their work hours, reducing traffic congestion by removing vehicle trips or shifting trips to non-peak hours

- + Carsharing – providing a fleet of vehicles to be shared on an as-needed basis for those who do not drive frequently enough to warrant owning a vehicle
- + Parking – instituting or increasing paid parking rates, instituting parking maximums, shared parking or dedicated carpool spaces, separating the cost of parking from residential units
- + Park and Ride - establishing parking lots for Town visitors where they can access transit and bike rentals/bikeshares for travel within Collingwood
- + Programming to Influence Behaviour Change – implementing programs that encourage the use of alternative travel modes
- + Active Transportation Improvements – infrastructure improvements and development patterns to encourage active transportation use
- + Bikesharing - providing a fleet of bicycles to be shared on an as-needed basis to make cycling easier and more accessible
- + Public Transit Improvements – improving transit infrastructure and connections to key destinations

While the Transportation Master Plan does not include any carpooling facilities within Collingwood, the Town could explore working with the County to determine the feasibility of providing carpool spaces at local municipal facilities and encourage the provision of carpool spaces in private parking lots.

2. The Town may consider providing policies within the Official Plan that require active transportation infrastructure to be developed within a certain distance from transit stops or routes, and ensure that any new transit stops are built in areas with the appropriate active transportation infrastructure in place.
3. It is critical to coordinate transit planning with land use planning to ensure appropriate built forms and densities to support transit use. This can further be addressed through the development of transit-supportive guidelines. The Town should therefore continue to plan for transit-supportive densities to support the current transit system and in consideration of future expansions.
4. Following Provincial and County direction, the Town should work with the County, Province and neighbouring municipalities to support transit service integration within and across municipalities.
5. The new Official Plan should incorporate the findings from the Collingwood Transportation Study to update Section 5.3.4 (Road Improvements). The Town should review current road designations, with the intent of changing road designations where appropriate.
6. Given that Simcoe County now owns the Barrie-Collingwood Railway, the Town could consider removing reference to the Railway within the Official Plan. The Town could also explore working with the County on the potential future development of a dedicated bus lane on the Barrie-Collingwood Railway, as identified in the County's Transportation Master Plan Update.
7. The issue of through-traffic and its impacts on local traffic and surrounding communities is well acknowledged in Collingwood. While a comprehensive study of this issue is not within the scope of an Official Plan, the potential implications for land use planning and the transportation network should be considered through this process.

03 Policy Review

A The Provincial Policy Statement 2020

POLICY REFERENCE:

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

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

Section 1.6 (Infrastructure and Public Service Facilities)

Section 1.7 (Long-term economic prosperity)

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

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

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

The PPS promotes healthy, active communities by planning public streets, spaces and facilities to be safe, meet the needs of pedestrians, foster social interaction and facilitate active transportation and community connectivity.

Land use patterns within settlement areas shall be based on densities and a mix of land uses which support active transportation and are transit-supportive, where transit is planned, exists or may be developed (Policy 1.1.3.2).

Transportation systems should be provided which are safe, energy efficient, facilitate the movement of people and goods, and are appropriate to address projected needs (Policy 1.6.7.1).

Efficient use should be made of existing and planned infrastructure, including through the use of transportation demand management strategies, where feasible (Policy 1.6.7.2).

As part of a multimodal transportation system, connectivity within and among transportation systems and modes should be maintained and, where possible, improved including connections which cross jurisdictional boundaries (Policy 1.6.7.3).

A land use pattern, density and mix of uses should be promoted that minimize the length and number of vehicle trips and support current and future use of transit and active transportation (Policy 1.6.7.4).

Transportation and land use considerations shall be integrated at all stages of the planning process (Policy 1.6.7.5).

The PPS supports long-term economic prosperity by:

- > Providing for an efficient, cost-effective, reliable multimodal transportation system that is integrated with adjacent systems and those of other jurisdictions, and is appropriate to address projected needs to support the movement of goods and people (policy 1.7.1).

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

- > Promote the use of active transportation and transit in and between residential, employment (including commercial and industrial) and institutional uses and other areas (Policy 1.8.1).

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

POLICY REFERENCE:

Section 3.2.2 (Transportation-General)

Section 3.2.3 (Moving People)

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 indicates that the transportation system in the GGH will be planned and managed to:

- > Provide connectivity among transportation modes for moving people and for moving goods;
- > Offer a balance of transportation choices that reduces reliance upon the automobile and promotes transit and active transportation;
- > Be sustainable and reduce greenhouse gas emissions by encouraging the most financially and environmentally appropriate mode for trip-making and supporting the use of zero- and low-emission vehicles;
- > Offer multimodal access to jobs, housing, schools, cultural, and recreational opportunities, and goods and services;
- > Accommodate agricultural vehicles and equipment, as appropriate; and,
- > Provide for the safety of system users (policy 3.2.2.2).

In the design, refurbishment, or reconstruction of the existing and planned street network, a complete streets approach will be adopted that ensures the needs and safety of all road users are considered and appropriately accommodated (Policy 3.2.2.3).

Municipalities will develop and implement transportation demand management policies in official plans or other planning documents (Policy 3.2.2.4).

Public transit will be the first priority for transportation infrastructure planning and major transportation investments (Policy 3.2.3.1).

Municipalities will work with transit operators, the Province, Metrolinx where applicable, and each other to support transit service integration within and across municipal boundaries (Policy 3.2.3.3).

Municipalities will ensure that active transportation networks are comprehensive and integrated into transportation planning to provide:

- > Safe, comfortable travel for pedestrians, bicyclists, and other users of active transportation; and,
- > Continuous linkages between strategic growth areas, adjacent neighbourhoods, major trip generators, and transit stations, including dedicated lane space for bicyclists on the major street network, or other safe and convenient alternatives (Policy 3.2.3.4).

C Simcoe County Official Plan (2016)

POLICY REFERENCE:

Section 4.8 (Transportation)

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 goals and objectives relating to transportation within the County's Official Plan include:

- > To plan for a more flexible transportation system including Transportation Demand Management (TDM) strategies, cooperative transit initiatives and supportive land use strategies which facilitate TDM and transit providing choices amongst walking, cycling, transit, and the automobile for all users;
- > To plan for a hierarchical multimodal transportation system that offers alternative ways of moving through the County, and linking settlement areas and neighbourhoods for improvements to health, safety, the economy and the environment; and,
- > To plan for active transportation as a mode of transportation that supports healthy living, economic development, and tourism opportunities.

Land use planning and development decisions within the County shall be integrated with transportation considerations. The County and local municipalities will plan for and protect corridors and rights-of-way for infrastructure, including major goods movement facilities and corridors, transportation, transit, active transportation and electricity generation and utility facilities and transmission systems to meet current and projected needs (Policy 4.8.7).

Local municipalities should seek to reduce traffic congestion and minimize the length and number of vehicle trips through traffic management techniques, support current and future use of transit (where applicable) and active transportation in their official plans, through the designation of areas of higher density and mixed land use (Policy 4.8.12).

To minimize the impact of development on the County's multimodal transportation system, local municipalities will:

- > Accommodate County conditions of approval for development applications with respect to the operation of the County Road system; and,
- > Incorporate site plan design that promotes multimodal transportation and Complete Streets concepts along County Roads within settlement areas or as provided for in a local municipality's Official Plan, in consultation with the County (Policy 4.8.14).

Policy 4.8.40 states that on main streets, downtown areas and in the design of public facilities and streetscapes, development which generates an increase in pedestrian and vehicular traffic, the application of Complete Streets and local municipal design guidelines shall be incorporated, where appropriate. Local municipalities are encouraged to develop Complete Streets and Transit-Supportive guidelines, to be incorporated into local municipal official plans (Policy 4.8.41).

The County and local municipalities will ensure, whenever feasible, the provision of facilities to encourage active transportation, and to address the needs, safety and convenience of pedestrians and cyclists when constructing or reconstructing public facilities (Policy 4.8.46).

With cooperation and support from the County, local municipalities shall develop a municipal Active Transportation Plan as background to inform the local municipal official plans for primary settlement areas which should include, as a minimum:

- > An active transportation system map identifying existing and proposed sidewalks, bicycle facilities, multi-use trails, and associated facilities, including proposed connection to the County Trail System;
- > Policies requiring the provision of sidewalks and/or multi-use trails through all new development areas and standards outlining a minimum number of development units for application of this policy;
- > Policies outlining the requirements and conditions related to the dedication of lands in new development areas to complete future trail and sidewalk connections identified in the official plan;
- > Policies outlining cycling and pedestrian safety measures to reduce injuries and fatalities associated with motor vehicle collisions (i.e. traffic calming, narrower streets, signage, cycling lanes, etc.);
- > Policies and plans that identify where new sidewalks and trails should be provided through existing built up areas;
- > Policies and standards specifying the design parameters that should be used for new trails and sidewalks that reflect Ontario Provincial Standards, Accessibility for Ontarians with Disabilities Act (AODA) requirements, and best practices; and,
- > Policies requiring the provision of secure bicycle racks and shelters, showers and change rooms, and sidewalk connections between buildings and municipal sidewalks for all new community centres, schools and other public use buildings, meeting halls, and major employment land uses that meet a minimum floor space threshold to be established by each municipality (Policy 4.8.47).

Local municipalities that operate transit services shall promote increased transit ridership, and reduce the need to make trips by automobile through such means as

- > The development of a network of sidewalks, pedestrian trails and bicycle facilities that provide access to transit nodes and/or routes;
- > The use of land, density and site plan and road pattern design which minimize walking distance to transit stops;
- > The integration of transit connections with other transportation modes;
- > The improvement of the comfort and convenience of transit facilities; and,
- > The development of innovative fare structures (Policy 4.8.60).

D Town of Collingwood Official Plan

POLICY REFERENCE:

Section 5.0 (Transportation)

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

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

The transportation policies of the Official Plan are intended to enable vehicles and pedestrians to move safely and efficiently within a rational system of roads and trails that, wherever possible, shall be separated.

Specific goals relating to transportation within the Town include the following:

- > To maintain a transportation system that permits the safe and efficient movement of people and goods within the Town;
- > To facilitate the safe and direct movement of through-traffic to recreational and resort destinations beyond the boundaries of the Town thus reducing the need for improvements to local roads and potential traffic congestion;
- > To foster an integrated transportation system in co-operation with the Town's neighbouring municipalities;
- > To promote transportation improvements within the Town and to roads leading from the Greater Toronto Area;

- > To establish a system of pathways and trails linking major development areas and public uses as an alternative to the vehicular network of roads; and,
- > To promote the use of the Collingwood Airport and the Barrie-Collingwood railway as alternative methods of transportation that could reduce the need for road improvements.

While most of the Official Plan transportation policies focus on roads and vehicular travel, objectives related to other ways to move through Town include the following:

- > To integrate, where appropriate, traffic calming measures into plans for road improvements throughout the community;
- > To develop a system of multi-purpose trails connecting the significant community facilities which are scattered throughout the municipality;
- > To promote suitable separations between pedestrian, cyclist and vehicular traffic; and,
- > To explore all opportunities for the physical improvement of the existing rail line and for increasing freight and passenger traffic, and that lands within the railway right-of-way be utilized in whatever manner deemed most beneficial to the community and its residents.

Policy 5.3.8 states that it is a policy of the Official Plan to encourage the use of public transportation through such means as:

- > Locating higher density housing, commercial developments and major employment areas along major transit routes;
- > Maintaining a compact urban form thus facilitating efficient public transit; and,
- > Including public transit facilities in the consideration of development proposals.

The establishment of an interconnected system of trails throughout the municipality and into the surrounding region is an objective of the Official Plan. It is intended that separate trail networks for non-motorized activities and motorized use be interconnected to provide continuous ways across the municipality and into the surrounding region (Policy 5.3.10).

E Active Transportation Framework

The Active Transportation Framework (ATF) was developed to help make active transportation in Collingwood a safer, easier, more convenient and more desirable transportation choice that continues to grow in popularity. The framework includes nine guiding principles for active transportation decision making and evaluation (connectivity, integration, accessibility, safety, affordable and flexible, interesting and enjoyable, people-oriented design, communicative, and comprehensive planning and design). The guiding principles will provide the basis for the final Cycling Plan.

The ATF suggests amending the Town's Official Plan to more formally address and support active transportation.

F Simcoe County Transportation Master Plan Update

A key objective of the Transportation Master Plan is to create a future vision for transportation in the County of Simcoe, including a vision for the role that pedestrian, cycling, transit and road components can play in servicing future transportation needs. The Transportation Master Plan identifies the existing and future travel demands within the County, and provides the County with transportation strategies, policies and tools to support and improve the existing transportation facilities and services and work towards a more balanced and sustainable transportation system for the next 25 years.

G Collingwood Transportation Study

The Collingwood Transportation Study estimates the total traffic volumes that will be generated by proposed developments in the Town, and the corresponding impacts on the Town's road network over the medium-term (2031) and long-term (2041). The impacts of traffic from the increased development on the Town's road network is used to determine improvements to intersections or roads that may be required to accommodate total forecast traffic volumes.

In Section 5.3.4 (Road Improvements) of the current Official Plan, major road improvements, including intersection improvements that are anticipated to take place have been listed. The road improvements discussed in the Collingwood Transportation Study will need to be reviewed during the Official Plan review process.

H Town of Collingwood Cycling Plan

The Town of Collingwood Cycling Plan provides a long-term vision, strategy and implementation plan to develop, strengthen and support a cycling culture in Collingwood. The plan identifies policies, programs and facilities needed to help make cycling an attractive everyday mobility option for residents.

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.

