

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,

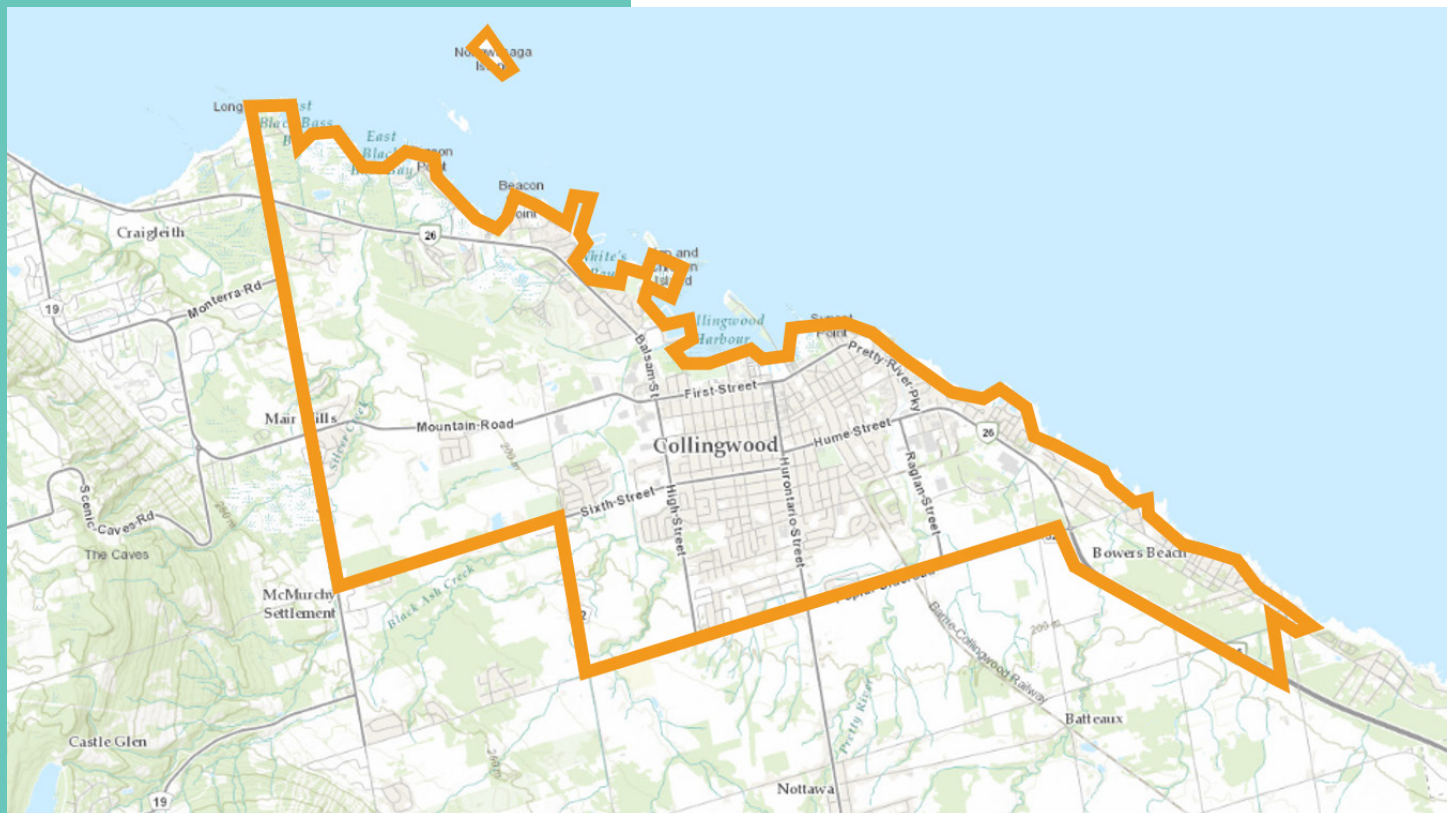
- > **Facilitate** - The Official Plan is, by nature, an aspirational document, providing a road map for the Town over a long-term time horizon. Within the NCOP, there will be town-building elements that are desirable, but more difficult to achieve due to market responsiveness, or fiscal constraints.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

The appropriate supply and quality of servicing is integral to the management of growth, conservation of resources and quality of life. In particular, the integration of servicing/infrastructure policies with land use planning is necessary to ensure logical and efficient development. Provincial and County policies are also placing an increasing emphasis on promoting and encouraging green infrastructure, innovative stormwater management strategies, energy conservation and low impact development to support infrastructure systems. The need to mitigate the impacts of climate change is at the forefront of recent policies and plans and the Town will have to consider how to address these policy implications.

The Municipal Infrastructure Discussion Paper focuses on the following topics

- > Efficient Infrastructure Provision; and,
- > Need to Manage Stormwater.

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

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

Infrastructure: Physical structures (facilities and corridors) that form the foundation for development. Infrastructure includes: sewage and water systems, sewage treatment systems, stormwater management systems, waste management systems, electricity generation facilities, electricity transmission and distribution systems, communications/telecommunications, transit and transportation corridors and facilities, oil and gas pipelines and associated facilities. (PPS)

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

Municipal Sewage Services: A sewage works as per the meaning of Section 1 of the Ontario Water Resources Act that is owned or operated by a municipality, including centralized and decentralized systems. (PPS)

Municipal Water Services: A municipal drinking-water system as per the meaning of Section 2 of the Safe Drinking Water Act, 2002, including centralized and decentralized systems. (PPS)

02 Key Topics for Discussion

A Efficient Infrastructure Provision

Why it's Important

There is a growing push by all levels of government to ensure that the provision of infrastructure is done in a way that is efficient, cost effective and integrated with land use planning. This ensures that investments made by municipalities have a maximized impact and support other growth-related objectives, such as intensification, higher densities, responding to the impacts of climate change and conservation of water and other resources.

In addition to traditional infrastructure provision, there is recent recognition of the potential benefits, and disruptions, that could result from new technologies that may have an important role to play in the Town's future.

Current Policy Framework

Provincial plans require that adequate infrastructure is in place to support development or re-development, and that the integration of infrastructure planning and development take place. This is supported by requirements for comprehensive master plans to ensure coordination with watershed planning, impacts on the quality and quantity of water, life cycle costs, land use planning and conservation efforts. In particular, the Province and County, in addition to the Town's existing Official Plan, require that servicing systems are planned support the intensification and density targets of their respective plans.

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 infrastructure. The stakeholders felt that the Town should:

- > Establish alternative low impact development standards to increase water infiltration, reduce paved surfaces;
- > Incorporate innovative strategies in energy efficiency, carbon reduction, renewable energy sources;

- > Consider climate change in all policy development;
- > Ensure municipal infrastructure projects support and complement the preservation of the natural environment; and,
- > Consider a framework for promoting electric heating, green roofs, electric vehicles, 5G and autonomous vehicles.

Things to Think About

1. As per the Master Servicing Plan for Water and Sanitary Sewer Systems, the Town should consider encouraging water conservation to reduce water use and decrease demand on the water system. By encouraging water conservation, the Town can delay significant infrastructure costs and promote the responsible use of natural resources. This can be facilitated by:
 - + Encouraging development proposals that minimize additional demands for water; and,
 - + Introducing irrigation reduction incentives and encourage the use of landscaping materials that require minimal water.

The Master Servicing Plan for Water and Sanitary Sewer Systems also identifies five areas within the Town that are on private sanitary servicing: West Highway 26, Princeton Shores, Oliver Crescent, Mountain Road West and Beachwood Area. The Master Plan includes various options for providing future sanitary servicing to these areas. The Town will need to determine if future development within these areas can be allowed to proceed on private servicing, or if municipal servicing will be required.

Schedule E1 of the Official Plan, Municipal Services Plan, will need to be updated according to the Master Servicing Plan for Water and Sanitary Sewer Systems.

- 2.** In order to safely and properly test disruptive technologies, cities such as Toronto and Stratford have developed or have identified the need for Transportation Innovation Zones. These areas can be used to test and pilot disruptive technologies by both the private and public sector. The Stratford Technology Demonstration Zone encompasses the Downtown of Stratford and is run in partnership with the Automotive Parts Manufacturers Association and the University of Waterloo. Collaborations with respect to autonomous vehicles may also be available through the Ministry of Transportation and the Autonomous Vehicle Innovation Network. The Town can consider to what extent it is prepared to embrace these emerging technologies and if there is a role to be played by the NCOP.
- 3.** In order to be broadly supportive of emerging innovative technologies, the Town could consider including language that commits the Town to working with other orders of government, other municipalities, representatives from a variety of industries and the public to develop, identify and implement innovative approaches within Collingwood. Such collaborations could include exploring the opportunities for installing electric vehicle charging stations around Collingwood, and how these could be integrated with other streetscaping elements.

B Need to Manage Stormwater

Why it's Important

As a result of the impacts of a changing climate, the Town, as well as much of Ontario, is increasingly seeing more extreme weather events, including rising water levels and flooding. Having a well planned, adaptable and resilient stormwater management system is critical to mitigating these types of events, and minimizing the risk to human health and property. Considering Collingwood's significant frontage along Georgian Bay, it is likely to be particularly susceptible to storm impacts and must plan accordingly.

Current Policy Framework

The Growth Plan requires that large-scale development proceeding by way of a secondary plan, plan of subdivision, vacant land plan of condominium or site plan will be supported by a stormwater management plan; the County Official Plan also has similar requirements. In addition, the existing policy frameworks encourage a range of strategies for supporting stormwater management, such as low impact development, green infrastructure and permeable surfaces.

What We've Heard

The Phase 1 engagement process, including the first Community Workshop and consultation with Council, included the following input related to stormwater management:

- > Concern regarding rising water levels and the risk of wave uprush;
- > Concern with water quantity control in new neighbourhoods;
- > The Town should minimize the amount of new paving – more permeable surfaces and low impact development;
- > Avoid new development in potentially flood-prone areas (i.e. near Pretty River);
- > Filter stormwater in ditches, manage release and quality into the lake; and,
- > Consider potential for stormwater management ponds to be designed as community amenities.

Things to Think About

1. The Town should consider introducing low impact development (LID) policies that promote and incorporate innovative and appropriate strategies and best practices. It should be acknowledged that there may be context-specific constraints that may need to be managed to ensure successful implementation. Some strategies may include:
 - + Preserving important hydrologic features and functions;
 - + Preserving streams, vegetation cover, tree canopy and other green spaces;
 - + Using siting and layout of development to minimize environmental impact;
 - + Reducing impervious surfaces – such as through reduced building footprints, parking areas and unnecessary driveways;
 - + Using natural drainage systems; and,
 - + Extend drainage flow paths, disconnect impervious areas.

The Town may consider additional requirements be included, such as with respect to minimizing changes in the water balance pre-development and post-development

2. To reduce stormwater run-off and mitigate the impacts of climate change, the Town should consider policies that build on its best management practices in stormwater management, including the use of green infrastructure. Green infrastructure includes bioswales, wetlands, dry and wet ponds, green roofs, filter strip, green walls, rain garden and barrels and permeable pavement. To ensure effective stormwater management, the Town may consider allowing for stormwater management facilities to be permitted in all designations.

03 Policy Review

A The Provincial Policy Statement 2020

POLICY REFERENCE:

Section 1.2 (Coordination)

Section 1.6 (Infrastructure and Public Service Facilities)

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 a coordinated, integrated and comprehensive approach when dealing with planning matters within municipalities as it relates to:

- > Managing and/or promoting growth and development that is integrated with infrastructure planning; and,
- > Infrastructure, multimodal transportation systems, public service facilities and waste management systems (Policy 1.2.1).

Infrastructure, electricity generation facilities and transmission and distribution systems, and public service facilities shall be provided in a coordinated, efficient and cost-effective manner that considers impacts from climate change

while accommodating projected needs. Planning for infrastructure, electricity generation facilities and transmission and distribution systems, and public service facilities shall be coordinated and integrated with land use planning so that they are:

- > Financially viable over their life cycle, which may be demonstrated through asset management planning; and,
- > Available to meet current and projected needs (Policy 1.6.1).

Before consideration is given to developing new infrastructure and public service facilities:

- > The use of existing infrastructure and public service facilities should be optimized; and,
- > Opportunities for adaptive re-use should be considered, wherever feasible (Policy 1.6.3).

Infrastructure and public service facilities should be strategically located to support the effective and efficient delivery of emergency management services (Policy 1.6.4).

Planning for sewage and water services shall direct and accommodate expected growth or development in a manner that promotes the efficient use and optimization of existing:

- > Municipal sewage services and municipal water services; and,
- > Private communal sewage services and private communal water services, where municipal sewage services and municipal water services are not available (Policy 1.6.6.1).

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

POLICY REFERENCE:

Policy Reference: Section 3.2.1
(Integrated Planning)

Section 3.2.6 (Water and Wastewater Systems)

3.2.7 (Stormwater Management)

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:

Infrastructure planning, land use planning, and infrastructure investment will be co-ordinated to implement this Plan. Planning for new or expanded infrastructure will occur in an integrated manner, including evaluations of long-range scenario-based land use planning, environmental planning and financial planning, will be supported by relevant studies and should involve:

- > Leveraging infrastructure investment to direct growth and development in accordance with the policies and schedules of this Plan, including the achievement of the minimum intensification and density targets in this Plan;
- > Providing sufficient infrastructure capacity in strategic growth areas;
- > Identifying the full life cycle costs of infrastructure and developing options to pay for these costs over the long-term; and,
- > Considering the impacts of a changing climate (Policy 3.2.1.1 & 2).

Further, infrastructure investment and other implementation tools and mechanisms will be used to facilitate intensification and higher density development in strategic growth areas. Priority will be given to infrastructure investments made by the Province that support the policies and schedules of this Plan (Policy 3.2.1.3).

Municipal water and wastewater systems and private communal water and wastewater systems will be planned, designed, constructed, or expanded in accordance with the following:

- > Opportunities for optimization and improved efficiency within existing systems will be prioritized and supported by strategies for energy and water conservation and water demand management;
- > The system will serve growth in a manner that supports achievement of the minimum intensification and density targets in this Plan; and,
- > A comprehensive water or wastewater master plan or equivalent, informed by watershed planning or equivalent has been prepared (Policy 3.2.6.2).

Section 3.2.7 requires that municipalities prepare stormwater master plans or equivalent for serviced settlement areas and that proposals for large-scale development proceeding by way of a secondary plan, plan of subdivision, vacant land plan of condominium or site plan will be supported by a stormwater management plan or equivalent, as per the detailed requirements of the Growth Plan.

C Simcoe County Official Plan (2016)

POLICY REFERENCE:

Section 4.7 (Infrastructure: Sewage and Water Services)

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 preferred method of servicing settlement areas and other multi-lot developments is full municipal sewage services and full municipal water services. Intensification and redevelopment within settlement areas on existing municipal sewage services and municipal water services should be promoted, wherever feasible (Policy 4.7.4).

The County encourages local municipalities to undertake comprehensive master servicing plans for development within settlement areas (Policy 4.7.8).

Planning for sewage and water services shall promote water conservation and water use efficiency and integrate servicing and land use consideration at all stages of the planning process (Policy 4.7.9).

Policy 4.7.11 states that municipalities should only consider construction of new, or expansion of existing, municipal sewage services and municipal water services or private communal water services and private communal sewage services where:

- > Strategies for water conservation and other water demand management initiatives are being implemented in the existing servicing area;
- > Plans for expansion or for new services are to serve growth in a manner that supports achievement of the intensification target and density targets as set out in this Plan; and,
- > Plans have been considered in the context of applicable inter-provincial, national, binational, or state-provincial Great Lakes Basin agreements.

Municipalities that share an inland water source and/or receiving water body, should coordinate their planning for potable water, stormwater, and wastewater systems to ensure that water quality and quantity is maintained or improved (Policy 4.7.16).

D Town of Collingwood Official Plan

POLICY REFERENCE:

Section 3.5 (Municipal Services)

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 of Collingwood's Official Plan promotes the orderly and efficient extension and provision of municipal services, in a manner that recognizes anticipated growth patterns. In addition, the Town promotes the use of centralized stormwater management facilities wherever practical.

Policy 3.5.3 states the Town's intent is that no major forms of new development be permitted unless adequate municipal water, sanitary sewer and storm sewer facilities are available, and that new development will generally be contiguous to existing built-up areas to avoid leap-frogging over undeveloped lands.

The Official Plan divides the Town into four service areas, indicated on Schedule E, with Schedule E1 conceptually delineating the water and sanitary sewer services, existing and proposed, required to service all parts of the Town in the long-term. Expansion of the existing municipal services should only be considered when the following conditions are met:

- > Strategies for water conservation and other water demand management initiatives are being implemented in the existing service area; and,
- > Plans for expansion are to serve growth in a manner that supports achievement of the intensification target and density targets.

E Town of Collingwood, Master Servicing Plan for Water and Sanitary Sewer Systems

The Town of Collingwood has completed a Master Servicing Plan for Water and Sanitary Sewer Systems to identify water and sanitary servicing projects that will be required to accommodate growth over the planning horizon, including residential and employment growth. This report recommends specific water and sanitary sewer systems upgrades, as well as the possible expansion of services into unserved areas within the Town.

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.

