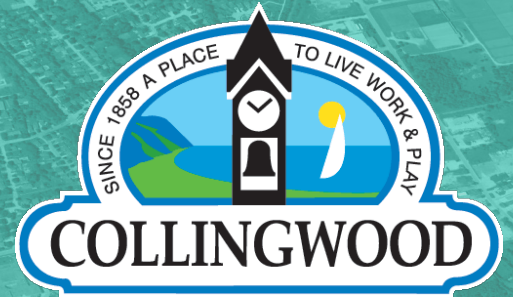


DRAFT



Official Plan Update

Options and Recommendations Report

Fall 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.

A Introduction

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 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, with the results presented in eight Discussion Papers.

This Options and Recommendations Report continues to build on specific issues identified in the Discussion Papers, explores a number of options for addressing these topics, and identifies recommended approaches. This report and its recommendations will provide specific direction for the next phase of work - preparing the draft Official Plan - scheduled for early 2021.

Through the Official Plan Update process, it is clear that the character and spirit of the Town are grounded in key values which are critical to consider as the project team proceeds to articulating recommendations and the upcoming drafting of the Official Plan. These key values include:

- > Walkability;
- > Social inclusivity;
- > Healthy lifestyle;
- > Sustainability;
- > Connectivity; and,
- > Quality urban design.

In addition to the recommendations of this Report, these values will continue to guide the Official Plan Update.

B Levels of Control: Regulate - Manage - Facilitate

In developing Official Plan policies, identifying the appropriate 'level of control' is a critical component in determining how the New Collingwood Official Plan (NCOP) will be implemented. The 'level of control' is linked to both the level of flexibility and level of anticipated change to current development patterns and it is crucial that the appropriate language is used to achieve desired objectives. The 'levels' are differentiated as follows:

- > **Regulate** – The Official Plan typically includes regulatory 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.

- > **Facilitate** - The Official Plan is, by nature, an aspirational document, providing a road map for the Town over a long-term time horizon. 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 above 'levels of control' will form the basis for developing options and recommendations for NCOP policies, helping to determine the approach that is most appropriate for achieving Collingwood's objectives for each policy topic area.

C Options and Recommendations for Each Topic

1.0 Growth Management

1.1 Overview of Discussion Paper Comments

The following is a summary of the public comments submitted in response to the Official Plan Update Discussion Papers:

- > In order to accommodate planned growth, density and height restrictions on undeveloped and underdeveloped parcels of land in close proximity to the Downtown Core should be lifted; and,
- > In order to support residential growth and ensure that neighbourhoods develop as complete communities, commercial uses should be more broadly allowed.

The above includes only those comments received following the public release of the Discussion Papers, applicable to this topic. For a more comprehensive overview of all comments received over the course of this project, please also see the Discussion Papers and the What We Heard Reports.

1.2 Overview of the Current Official Plan

The current Official Plan:

- > Utilizes a planning horizon of 2031;
- > Establishes an urban structure, including the identification of:
 - + The Built Boundary;
 - + The Intensification Area;
 - + Greenfields - including Lands Not for Urban Uses and Lands for Urban Uses; and,
 - + A number of Mixed Use Intensification Areas; and,
- > Identifies a minimum Intensification Target and a minimum Greenfield Density Target.

In a general sense, the Growth Management Section of the current Official Plan was prepared to specifically conform to the Growth Plan in force at the time, and utilizes the appropriate terminology and policy directives.

The level of control exercised in the current Official Plan is considered to be relatively consistent with the 'manage' level. The Plan does what it is supposed to do from a Provincial policy perspective. It is important to note that key phrases inherent to the current Official Plan's urban structure discussion have been removed from the Growth Plan (Lands for Urban Uses and Lands not for Urban Uses) and the NCOP will need to be updated to reflect more up-to-date terms and policy objectives.

A key part of the Official Plan is the 2031 time horizon. The newly amended Growth Plan now includes Simcoe County-wide population and employment forecasts to the year 2051, and the Provincial Policy Statement indicates that local Official Plans can utilize a 25 year time horizon.

The County is just beginning a required Municipal Comprehensive Review that will allocate growth to Collingwood to the year 2051. The targeted deadline for the County Official Plan Amendment to implement the results of the Municipal Comprehensive Review is July 1, 2022, with July 1, 2023 as the deadline for local level conformity.

One important aspect of the current Official Plan is considered to be particularly facilitative, in that virtually all of the established neighbourhoods of the Town are identified as part of the defined Intensification Area, intended to accommodate, fundamentally, more residential dwelling units than currently exist. Intensification within the established neighbourhoods is managed through identified permissions for various dwelling unit types, density (measured in units per gross hectare) and a number of prescribed criteria. Notwithstanding the above, the Intensification Area limits the type and form of intensification to a prescribed range of development. These policies are intended to allow some intensification with an emphasis on compatibility with and respect for the generally established urban lot fabric.

The current Official Plan includes a robust commercial hierarchy and associated planning policy framework. Commercial land uses policies occupy about almost 25% of the Plan. The associated policy framework is considered fine-grained and with 'regulate' role, both in terms of the allocation of and locations for various types of commercial development, but also in the limitations on other land uses, particularly residential uses and office uses. The requirements for approvals, including justification requirements, appear to be onerous.

The industrial category is also fine-grained and, as a result, may be considered relatively regulatory in that while the designations recognize differences among industrial and business oriented functions, there appears to be only a few locational options available for stand-alone office developments. Notwithstanding that, the industrial category appears to appropriately limit major retail and major institutional land uses in accordance with Provincial policy.

1.3 Growth Management (GM) Options for Change

Updates from New Provincial Policies - The NCOP will need to recognize changes in key terms used to manage growth from the newly amended Growth Plan and Provincial Policy Statement.

The Planning Horizon - The planning horizon discussion presents a number of options that can be considered:

GM Option 1:

The planning horizon remain 2031 until such time as the County has completed their Municipal Comprehensive Review, and amended their Official Plan. This work by the County is expected to allocate specific population and employment growth numbers to the Town and may also identify an alternative intensification target, an alternative greenfield density target and, potentially, opportunities for employment land conversions. It is expected that the County's work leading to the approval of an updated County Official Plan could take anywhere from 2 to 5 years. The NCOP can be written in a way that would "anticipate" the 2051 planning horizon, requiring a relatively straightforward Official Plan Amendment once the County's updated Official Plan is approved.



GM Option 2:

The planning horizon could be 2041, or 2046. A planning horizon out 20 to 25 years would be consistent with the Provincial Policy Statement, and would allow the Town to appropriately plan for future growth, both from a land use perspective and from a municipal infrastructure perspective - effectively linking decisions about growth with longer term investment strategies for transportation, sewer and water infrastructure. This approach also allows the Town to better consider conformity with the Growth Plan and consistency with the Provincial Policy Statement.

This approach does require consideration of growth projections that are generated by the Town, through this Official Plan process. It would require a level of agreement to do this from the County, based on the philosophy that the Town can project growth, as long as the population and employment projections are reasonable, and within anticipated shares of County-wide growth that would typically be assigned to Collingwood, as one of the key urban centres. It is also important to note that Provincial growth projections, and subsequently County allocations of growth to its constituent municipalities, are no longer considered to be maximums, but rather minimum projections to be achieved. As a result, should the Town's projections exceed those eventually released by the County, the Town could be considered in conformity with the County Official Plan and Growth Plan, as long as the minimum projections are met. That is a seemingly minor adjustment in application, that may have significant growth management implications.

The key to this approach is a very clear understanding about the important link between the Town's aspirations to accommodate growth with the existing and potential capacity to accommodate growth based on existing and planned improvements to the transportation network and sewer and water systems.

GM Option 3:

The Town could consider an Official Plan that builds out all of the lands to the edges of the municipal boundary. This approach may not necessarily be related to a planning horizon at all, but would phase growth over time (greenfield and intensification) on the basis of the Town's municipal infrastructure capacity.

This approach also requires, like Option 2, a level of agreement to do this from the County. Again, the key to this approach is a very clear understanding about the existing and potential capacity to accommodate growth based on the available land supply, the ability to accommodate intensification and existing and planned improvements to the transportation network and sewer and water systems.

Intensification - With respect to accommodating intensification, the following options can be considered in the new Official Plan:

GM Option 4:

The **current approach** can be maintained going forward. A number of adjustments will be required to recognize Provincial legislation related to additional residential units.

GM Option 5:

A more **facilitative** approach may be considered including:

- > Enhancing the overall intensification target to a higher percentage of overall growth;
- > Permitting a broader range of housing types within the Low Density Residential category;
- > Increasing the high end of the density threshold in all of the residential categories; and,
- > Removing the permissions for low density housing types in the medium density category.



GM Option 6:

A more **specific** approach can be considered. This approach would see a more refined Urban Structure Schedule that would clearly differentiate between defined urban centres and urban corridors where intensification is to be defined and promoted (consistent with the **'facilitate'** level of control), from the existing neighbourhoods where intensification is to be more highly managed (consistent with the **'regulate'** level of control). The philosophy of this approach is based on the principle that when the key elements of the urban structure (centres and corridors) are identified and promoted for intensification, then the expectation and potential need to accommodate significant intensification within existing neighbourhoods is substantially reduced.

The key to effectively managing change within an existing neighbourhood - a more **regulatory** approach beyond what currently exists to remove any perceived ambiguity - would then be based upon:

- > A very clear definition of compatible development that articulates the elements of compatibility that are important to the character of the community/neighbourhood. This would include very specific criteria requiring new development to be compatible with its neighbours; and,
- > A shift away from gross density as the key measure of compatibility to a stricter regulation of building height. Gross density is a very coarse measure of compatibility, and it is usually building height that causes the most concern within a neighbourhood.

Of course, this approach that reduces the role of existing neighbourhoods as key intensification areas is appropriately paired with a more **facilitative** approach that promotes intensification within identified centres and corridors within the Town. That kind of policy framework can include:

- > The identification of clear policy requirements that deal with the transition from a defined centre or corridor to an existing neighbourhood;
- > The definition of built form parameters for new development including the regulation of building height and net density in the form of a Floor Space Index, or Floor Area Ratio (much better predictors of building massing than units per gross hectare);
- > Consideration of pre-zoning for desired built forms, which involves zoning in anticipation of development, rather than requiring applicants to go through the zoning by-law amendment process; and,
- > The potential for development incentives for desired built forms.

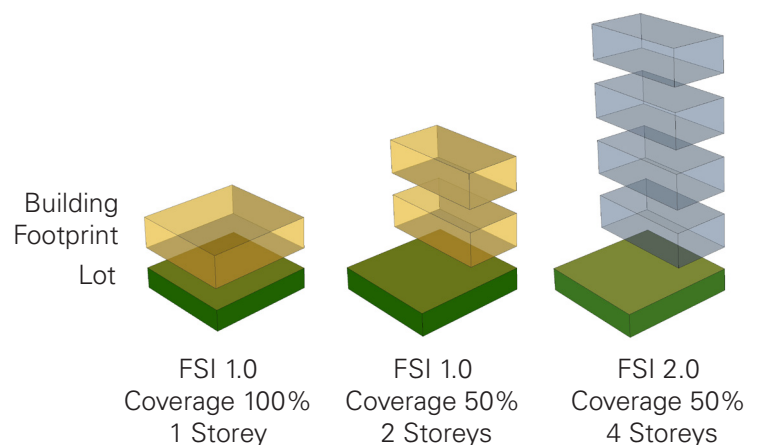
What is Floor Space Index?

Floor Space Index (FSI) is a way of measuring the intensity of development, by comparing the scale of a building with the size of the property.

For example, an FSI of 1.0 could include a one-storey building that covers the entire property, a two-storey building that covers half of the property, or a three-storey building that covers a third of the property (and so on - see diagram below). Similarly, an FSI of 2.0 could include a two-storey building that covers the entire property. Therefore, the taller the building, the smaller the building footprint.

What makes Floor Space Index a better measure for development intensity than density (i.e. units per hectare)?

- > Generally, much of the concern about too much density is about how big the development is, rather than how many units are in the building. FSI specifically focuses on how big the building is compared to the property, and is therefore a better and more predictable tool for managing how the building will fit into the surrounding neighbourhood.
- > There is concern in Collingwood around the lack of affordable housing. Because FSI is focused on building size, rather than number of units, it can support the creation of a larger number of smaller residential units, which tend to be more affordable, all within a building size that is appropriate for the area. Using density to control new development directly puts a limit on the number of residential units (i.e. x number of units/hectare), which can encourage the construction of larger units to be able to maximize the development size and profit, while meeting the density limits. These larger units are often less affordable.



Commercial Hierarchy - With respect to the commercial hierarchy, the following options can be considered in the NCOP:

GM Option 7:

The **current approach** which is considered to be at the **'regulate'** level of control, being relatively restrictive, can be maintained going forward. However, it is recognized that retail, service commercial and restaurant uses are experiencing significant pressure to change, and that may have an impact on the current commercial structure.



GM Option 8:

A more **facilitative** approach may be considered that could:

- > Continue to recognize the importance of the Downtown Core as the historic heart of the Town. Provide very specific protections that help to conserve the character and function of the Downtown, while promoting its ongoing evolution and promoting appropriate residential intensification;
- > Promote a more fulsome mixture of commercial, office, institutional, entertainment, recreational and higher density residential uses throughout the current commercial designations in the Town - focused on identified centres and corridors - such that there would no longer be any stand-alone commercial designations;
- > Establish a new hierarchy of mixed use centres and corridors, with the focus being on the scale of development, rather than on the land use mix and the type of retail and service commercial uses permitted;
- > Permit neighbourhood scale convenience and service commercial uses in key locations throughout new and existing neighbourhood areas as a way to promote walkability and healthy community development;

- > Relax the list of study requirements, particularly those requirements that are intended to protect the market share of existing retail facilities. The intent of any justification study should only be to ensure the avoidance of substantial urban blight in the Downtown Core; and,
- > Consider a policy framework that includes (as identified previously): the identification of clear policy requirements for transitions between different building types/heights; the definition of built form regulations for new development; consideration of pre-zoning; and, the potential for development incentives.

Industrial/Business Parks - With respect to the hierarchy of industrial and business park functions (employment lands), the following options can be considered in the NCOP:

GM Option 9:

The **current approach**, which is considered to be at the **'regulate'** level of control, can be maintained going forward.



GM Option 10:

The new Official Plan should consider more explicit policies that deal with requests for the conversion of employment lands to other land uses. Lands considered crucial to the future economic development of the Town should be recognized and given the full protection from conversion provided by Provincial policy (the **'regulate'** level of control). Other employment lands may be considered for conversion (the **'facilitate'** level of control) if:

- > The lands are no longer needed for the employment use that they are designated for;
- > The lands are specifically needed to accommodate the alternative land use proposed; and,
- > The conversion of the lands resolves an existing land use conflict.



GM Option 11:

The hierarchy of employment lands may be **combined and harmonized** based on an understanding of their character and functional attributes and in recognition of the types of employment the Town wants to attract in the future, moving towards the **'manage'** and **'facilitate'** levels of control. The new Official Plan needs to reflect the economic development aspirations, and to protect a land resource in keeping with that vision.

1.4 Growth Management (GM) Recommendations

It is recommended that the Town pursue an option for the NCOP that considers:

GM Recommendation 1:

An updated growth management section that recognizes a 2041/2046 planning horizon and that implements updated terminology and policies from the Growth Plan and the Provincial Policy Statement, including the population and employment projections, intensification target and greenfield density target. This approach will require ongoing discussions with the County.

GM Recommendation 2:

The inclusion of a revised Urban Structure Schedule that identifies more specifically and clearly the Strategic Growth Areas (the Town's system of urban centres and corridors) where intensification and taller, higher density built forms are desired and promoted.

GM Recommendation 3:

Implementing the intent of Options 2, 6, 8, 10 and 11.

2.0 Sustainable Development

2.1 Overview of Discussion Paper Comments

The following is a summary of the public comments submitted in response to the Official Plan Update Discussion Papers:

- > New buildings should be net-zero;
- > Existing buildings should be retrofitted in order to achieve zero site carbon emissions;
- > Where possible, rehabilitate land to naturalize it;
- > Increase the urban tree canopy;
- > Protect natural areas; and,
- > Once buildings and other infrastructure have reached the end of their useful life, replace/ retrofit them with an all-electric equivalent.

The above includes only those comments received following the public release of the Discussion Papers, applicable to this topic. For a more comprehensive overview of all comments received over the course of this project, please also see the Discussion Papers and the What We Heard Reports.

2.2 Overview of the Current Official Plan

The current Official Plan presents an approach to sustainability that is multi-faceted, with many key elements provided with a useful policy framework. Some of those policies are highly regulatory, others less so. Most recently, the Town has outlined recent sustainability initiatives in Staff Report #CCS2020-04: Climate Change and Green Initiatives Report-back.

2.3 Sustainable Development (SD) Options for Change

Sustainability is an often used word, and it has many meanings, covering a multitude of topic areas. Issues related to housing, the natural heritage system, green infrastructure and transportation choices are an important part of the sustainability discussion. So are issues of complete community, compact form and intensification. Those topics are discussed in more detail under the other Options + Recommendations Report headings.

Throughout the consultation process to date it has been identified that improving the sustainability of buildings and improving the Town's response to climate change are key objectives. As such, the options in this Report deal more specifically with the need to include policies/guidelines for achieving green building technologies, as a key component of the sustainability/climate change discussion. The following options are to be considered in drafting the NCOP:

SD Option 1:

The current Official Plan includes numerous sections that deal with various issues related to sustainability. These can remain generally as they are, however, a direct reference to other relevant Town documents should be included in the Plan, including any key goals for sustainable development.

In terms of providing direction on green building technologies, the most flexible approach is to include guidelines within the Town's Urban Design Manual as encouragement for the consideration of the key elements of green building technologies. This would be consistent with the **'facilitate'** level of control, albeit not in the statutory Official Plan document.



SD Option 2:

The Town could include a specific section in the NCOP that outlines an approach to incorporating green building technologies in new development throughout the Town. In this option, the policies would be focused on "encouragement", with the potential for considering incentive programs to facilitate implementation. This would be consistent with the **'facilitate'** level of control, but it being included in the statutory Official Plan document would require development to be in 'conformity' with the intent.



SD Option 3:

The Town could include a specific section in the NCOP that outlines an approach to incorporating green building technologies in new development throughout the Town. In this option, the policies would be mandatory and measurable requirements requiring "conformity". All new development would be required to achieve the green building program, which could include requirements to obtain a minimum green building 'score' from among several options. The Town could also consider potential incentive programs to offset potential cost impacts on new development. This is the most **regulatory** option.

2.4 Sustainable Development (SD) Recommendations

It is recommended that the Town pursue an option for the NCOP that considers:

SD Recommendation 1:

Implementing the intent of Option 2. The Town may also wish to explore the feasibility of including some, or all of the elements of Option 3, if there is a strong financial and environmental rationale to do so.

3.0 Housing

3.1 Overview of Discussion Paper Comments

The following is a summary of the public comments submitted in response to the Official Plan Update Discussion Papers:

- > Description of housing ranges should include emergency and transitional housing; and,
- > Need to build attainable housing that is also sustainable for workers in Collingwood.

The above includes only those comments received following the public release of the Discussion Papers, applicable to this topic. For a more comprehensive overview of all comments received over the course of this project, please also see the Discussion Papers and the What We Heard Reports.

3.2 Overview of the Current Official Plan

The current Official Plan presents a very passive approach to the delivery of housing options, including affordable housing (towards the 'facilitate' level of control). To date, the strength of that policy framework has been judged as relatively ineffective - a conclusion that is drawn given the substantial concern about the housing mix, and the lack of available and affordable housing choices within the Town. The current Official Plan identifies a density target for new greenfield development as well as a target for intensification initiatives, in conformity with County and Provincial requirements. It also includes policies for second units in existing neighbourhoods.

3.3 Housing (H) Options for Change

Through the consultation process it has been clearly articulated that the housing policy framework needs to be improved. There is a lack of clarity in the definition of affordable housing, and a lack of planning tools that will directly result in the delivery of a full range and mix of housing types, including those types of housing that meet the definition of affordable. The following options are to be considered in drafting the NCOP:

H Option 1:

The current Official Plan represents a very **passive approach** to the delivery of housing. The Town's current approach is typical of the planning frameworks included in most municipal Official Plans in Ontario. That approach can be carried forward, however, there are a number of Provincial planning opportunities around additional residential units that will be required to be included (permissions for additional residential units). That policy framework will be required regardless of which Option is to be carried forward into the NCOP. In addition, the policies around an intensification target (40% intensification) and greenfield density target (50 persons and jobs per hectare) will remain.

The basic approach to housing affordability in the current Official Plan does identify (again, passively) a number of things that the municipality may undertake, but philosophically the approach is based on the concept of "intrinsic affordability," where higher density housing has the potential to be more affordable because it produces lower per unit land costs, and smaller units have the potential to be more affordable because of efficiencies in development costs.

H Option 2:

The Town could carry out a detailed Municipal Housing Strategy that would identify:

- > The long-term objectives for achieving a broader range and mix of housing types throughout the Town;
- > An appropriate and achievable affordable housing target; and,
- > An approach to achieving the affordable housing target.

The Town could then identify in the Official Plan that the Municipal Housing Strategy, a non-statutory document that supports the Official Plan, would be the primary document guiding municipal decisions about housing and, importantly, affordable housing. The NCOP would therefore include less housing policy and instead rely upon the details contained within the Municipal Housing Strategy.



H Option 3:

The NCOP may include a much more enhanced approach (more **regulatory**) to the provision of a range and mix of housing types and affordable housing by:

- > Increasing the minimum greenfield density to 60 persons and jobs per hectare;
- > Clearly defining the required housing mix required to achieve the greenfield density target;
- > Sunsetting existing, but dormant Draft Plan Approvals, and requiring that resubmissions adhere to the new greenfield density target and housing mix;
- > Increasing the Town's intensification target to 50%, and clearly identifying locations where taller and more intense forms of housing will be permitted;

- > Considering establishing an incentive package that would facilitate intensified residential development projects and/or affordable housing, subject to an analysis of the Town's financial resources. Incentives could include:
 - + Waived application fees;
 - + Waived or reduced Development Charges;
 - + Waived or reduced Community Benefit Charges (if/when implemented);
 - + Reduced parkland dedication/cash-in-lieu of parkland requirements;
 - + Reduced parking/cash-in-lieu of parking standards;
 - + Servicing allocation; and/or,
 - + Pre-zoning for desired built-forms.



H Option 4:

The Town may add additional policies in the NCOP that are more focused directly on the provision of affordable housing units, which would encompass all levels of control as appropriate, as follows:

- > Provide a set of clear definitions of the various forms of affordable, accessible, attainable and social housing, and establish targets for the achievement of all of them in total, or individually;
- > Establish alternative residential development standards in the Zoning By-law to facilitate affordable housing and a more compact development form;
- > Ensure that the policies of the NCOP are sufficiently flexible to permit a range of innovative housing types and sizes, cohousing, communal housing and life-lease housing;
- > Consider affordable or accessible housing as priority uses for surplus County or Town-owned land and work with other levels of government to make surplus land available to providers of affordable or accessible housing development at little or no cost;

- > Pre-zone County or Town-owned lands for the development of affordable housing;
- > Apply for government grants and/or subsidies that will reduce overall development costs;
- > Inform the community of government grants available to encourage the creation of additional residential units, converted units, and accessory units;
- > Discourage the conversion of existing rental apartments to condominium or other uses where such conversion would result in a reduction of the available amount of comparable rental housing;
- > Discourage the demolition of rental apartment buildings unless replacement units are provided and the rents of the replacement units are at, or below the average market rents in the Town at the time of the application; and,
- > Discourage the conversion of rental apartment dwellings or units to short term vacation rental occupancy.



H Option 5:

The Town, regardless of whether Option 1, Option 2, Option 3 and/or Option 4 is selected, may at some point be able to implement “inclusionary zoning” subject to Provincial regulations, the first planning tool provided in the Planning Act that is directly tied to the provision of affordable housing. Recent legislation currently limits inclusionary zoning to protected major transit station areas and where a development permit system is required by the Province. Inclusionary zoning effectively links the development of market-based housing to the provision of an identified percentage of affordable housing units. The new Official Plan, while not the primary implementation tool for inclusionary zoning, must include policies that empower the municipality to be able to utilize this tool through the Zoning By-law, in anticipation of when its implementation is permitted in Collingwood. “Inclusionary zoning” represents a **‘regulate’** level of control.

3.4 Housing (H) Recommendations

It is recommended that the Town pursue an option for the new Official Plan that considers:

H Recommendation 1:

Implement the intent of Options 3 and 4 as the basis for the housing section of the NCOP. It is recognized that there are a number of substantial changes proposed in Options 3 and 4, and refinements to various elements will require further discussion as the NCOP is put together.

H Recommendation 2:

That the Town include the empowering policies for “inclusionary zoning”, as identified in Option 5.

4.0 Community Design

4.1 Overview of Discussion Paper Comments

The following is a summary of the public comments submitted in response to the Official Plan Update Discussion Papers:

- > Concern that developing Town-wide architectural control guidelines for new development will result in delays for development approvals;
- > Consider incorporating more community design principles and objectives within the Town's Urban Design Manual, rather than through architectural control guidelines; and,
- > Given how businesses have had to adapt due to the COVID-19 pandemic, the Town should examine some of the provisions within the Urban Design Manual that may impede this adaptation.

The above includes only those comments received following the public release of the Discussion Papers, applicable to this topic. For a more comprehensive overview of all comments received over the course of this project, please also see the Discussion Papers and the What We Heard Reports.

4.2 Overview of the Current Official Plan

The current Official Plan presents an approach to community design that includes broad policy statements in a number of topic-based sections, and then refers to the Town's Urban Design Manual for further detail and direction. Wording in the current Official Plan related to matters of community design tend to be "encouragement" policies, rather than definitive statements that would require a stronger test for compliance. This approach is considered to be relatively facilitative rather than regulatory with respect to the 'level of control'. It is important to recognize that the Urban Design Manual is an important document that informs the policy framework of the Official Plan, and is to be further implemented through the Zoning By-law and through the Site Plan Approval process.

Community design also includes a discussion about the conservation of the Town's cultural heritage resources, including archaeological resources, buildings and landscapes. The cultural heritage conservation section of the current Official Plan closely follows the key directions for conservation as identified in the Ontario Heritage Act.

4.3 Community Design (CD) Options for Change

Throughout the consultation process to date it has been clearly articulated that community design is a very important element of the ongoing growth and development of the Town. There appeared to be strong support for enhancing the Town's role in affecting decisions about design, including, potentially, the introduction of architectural control. The following options are to be considered in drafting the NCOP:

Community Design

CD Option 1:

The current Official Plan and associated Urban Design Manual represent a **passive approach** to the Town's role in the community design process. The Town's current approach is typical of many policy frameworks about community design included in municipal Official Plans in Ontario. That approach can be carried forward, however, there are a number of refinements that should be included in the NCOP, and the Urban Design Manual requires an upgrade. Fundamentally, the policy framework in the new Official Plan would still be based on the language of "encouragement," consistent with the **'facilitate'** level of control.



CD Option 2:

The Town could carry out an extensive overhaul of the community design components of the current Official Plan and Urban Design Manual, taking a much more **regulatory** approach, including:

- > Promoting more forcefully the concept of "compatible development" by providing a very specific definition and articulating the key elements that define community character;
- > Bringing forward into the NCOP significantly more of the substance of the Urban Design Manual as policy, and changing the "encourage" test to conformity with the policies of the new Official Plan, and consistency with the elements that remain in the Urban Design Manual through stronger policy language;
- > Updating the Urban Design Manual as a much more specific document that focuses on key private realm design guidance for various built-forms, including mixed-use developments and additional residential units; and,
- > Providing specific guidance on the subsequent tools (Zoning By-law and Site Plan Approval) through which the provisions of the Urban Design Manual will be implemented.



CD Option 3:

The Town could consider expanding the concept of an architectural control process for new development. This would require, in addition to the typical elements within the Urban Design Manual, more detailed guidance on building materials and architectural details. This additional specificity in guidelines would be considered moving towards the **'manage'** level of control.



CD Option 4:

The Town could consider establishing a Design Review Panel who would help to implement the Town's community design vision, supplementing the existing urban design peer review process already in place. As an additional process, this would contribute to a more **'regulate'** or **'manage'** level of control.

Heritage Conservation



CD Option 5:

With respect to heritage conservation, the current Official Plan effectively manages the Town's approach because it fundamentally implements the policy requirements from the Provincial Policy Statement and the Ontario Heritage Act. Modest wording refinements are required to bring it up to date with new wording from the Province.



CD Option 6:

The Town could include a heritage conservation section within the Urban Design Manual, taking a somewhat more **regulatory** approach. It would be appropriate to consider building height and massing, building materials, architectural details and relationships/transition to other heritage resources.

CD Option 7:

As an even more **regulatory** approach, the heritage conservation section of the NCOP could be enhanced with more specific urban design policies that deal with development that incorporates existing heritage resources, or is in proximity to other identified heritage resources.



CD Option 8:

The Town could consider expanding the concept of an architectural control process for new development involving, or adjacent to identified heritage resources. This would require detailed guidance in the NCOP, or the Urban Design Manual, on building height and massing, building materials, architectural details and relationships/transition to other heritage resources.



CD Option 9:

The Town could consider establishing a Heritage Design Review Panel who would help to implement the Town's community design vision with respect to development involving or adjacent to an identified heritage resource and/or within a Heritage Conservation District.

**4.4 Community Design (CD)
Recommendations**

It is recommended that the Town pursue an option for the new Official Plan that considers:

CD Recommendation 1:

With respect to community design, the Town should implement Option 2.

CD Recommendation 2:

With respect to heritage conservation, the Town should implement Options 5 and 6.

CD Recommendation 3:

The Town should consider the feasibility of both Options 3 and 4 as potential processes to improve community design throughout the Town. At the same time, the Town should consider both Options 8 and 9 as potential processes to improve the design elements of heritage conservation throughout the Town.

5.0 Natural Heritage System

5.1 Overview of the Current Official Plan

The current Official Plan includes two categories of natural heritage feature lands – Categories 1 and 2 – with a separate approach to each. Category 1 lands are those also designated Environmental Protection Area and where development, with limited exceptions, is not permitted – reflecting a ‘regulate’ level of control. Category 2 lands are managed with a more permissive policy framework, following more of a ‘manage’ level of control. These lands have underlying designations which permit some development, but subject to an Environmental Impact Study. Adjacent lands to the Category 1 lands are also subject to a policy framework with a ‘manage’ level of control.

5.2 Natural Heritage System (NHS) Options for Change

Defining the Natural Heritage System – Provincial policy requires the identification and protection of a Natural Heritage System, with policy language demonstrating a high (‘regulate’) level of control. There is limited opportunity for local discretion or interpretation. However, the following options can be considered in the NCOP:

NHS Option 1:

The NCOP can maintain the status quo by retaining its two tier approach to identifying and protecting the Natural Heritage System, reflecting a combination of ‘regulate’ and ‘manage’. This provides a much lower level of protection to those lands which are not identified by the Province, creating flexibility for new development. However, it is also a more complex process, and could add to confusion and uncertainty regarding to what extent natural areas are protected.



NHS Option 2:

The NCOP can implement a simplified Natural Heritage System approach, whereby the entire Natural Heritage System is captured under a single designation. In this way, all identified natural heritage areas and features have the same level of protection (‘regulate’), and any proposed development must be evaluated through an Environmental Impact Study and an Official Plan Amendment.

Existing Lots of Record and Existing Approvals



NHS Option 3:

The NCOP will recognize the existing development rights of existing lots of record and properties with existing development approvals. If any changes are sought to existing development approvals, the Town would require an Environmental Impact Study to determine if the change is appropriate and/or if any mitigation is required. This approach is consistent with a ‘regulate’ level of control and maximizes the protection for natural heritage features.

NHS Option 4:

The NCOP can remove lands with existing approvals or development from the Natural Heritage System designation to remove the need for an Environmental Impact Study. Lands may still be subject to the requirements of any agency having jurisdiction. This approach is consistent with a more ‘facilitative’ approach by removing the need for studies and facilitating new development.

5.3 Natural Heritage System (NHS) Recommendations

It is recommended that the Town pursue an option for the new Official Plan that considers:

NHS Recommendation 1:

Implementing the intent of Options 2 and 3.

6.0 The Downtown and Waterfront

6.1 Overview of Discussion Paper Comments

The following is a summary of the public comments submitted in response to the Official Plan Update Discussion Papers:

- > The central waterfront area needs to allow for mixed use and higher density developments in order to support intensification within the waterfront;
- > Expand permitted uses within Mixed Use areas to include microbreweries;
- > There is insufficient parking within the Downtown; and,
- > Need to support the Downtown by disallowing other commercial centres from developing throughout the Town.

The above includes only those comments received following the public release of the Discussion Papers, applicable to this topic. For a more comprehensive overview of all comments received over the course of this project, please also see the Discussion Papers and the What We Heard Reports.

6.2 Overview of the Current Official Plan

The current Official Plan addresses Collingwood's core area under the Downtown Commercial Core designation, and the adjacent the Shipyards Special Policy Area. In general, the policy framework for the Downtown Commercial Core is relatively permissive ('manage' and 'facilitate'), with a broad range of permitted uses and more flexible parking arrangements than elsewhere in the Town. The exception to this is along Hurontario Street where the Official Plan includes more 'regulate' language to protect the primary shopping frontages, by limiting residential uses to the upper storeys and requiring parking to be located to the rear of buildings. Notwithstanding the relatively permissive Official Plan policies, the Downtown Commercial Core is also the location of Collingwood's Heritage Conservation District, whose boundaries largely coincide with the boundaries of the designation. As a result, development must also be in accordance with the requirements of the Heritage Conservation District Plan, and may require a Heritage Impact Assessment.

The Shipyards Special Policy Area by contrast provides a very detailed policy framework for managing new development, with seven land use categories (and one exception). The Special Policy Area includes policies ranging from specific permitted uses and density/height limits, to specific development standards, remediation requirements and transportation, infrastructure and phasing policies. This policy framework is much more consistent with the 'regulate' level of control.

6.3 The Downtown and Waterfront (DW) Options for Change

DW Option 1:

The NCOP can maintain the status quo by retaining the general approach to the Downtown and Shipyards, with some minor revisions to update terminology and incorporate new Provincial/County policy requirements.

The Downtown



DW Options 2:

The NCOP could be strengthened in key areas to better achieve certain objectives, such as a stronger focus on shaping the built form, the relationship of new development to the street, encouraging higher densities in certain areas, encouraging alternative transportation modes, and minimizing the impacts of parking (both on the street and in laneways). This would involve introducing more language at the **'regulate'** level of control.



DW Option 3:

The NCOP could include stronger references to the Heritage Conservation District Plan through providing an overview of the key objectives/themes of relevance to the growth of the Downtown. This could be supported by additional guidelines for appropriate development in the Downtown, and the appropriate integration of new building styles, in the Urban Design Manual.

DW Option 4:

The NCOP could include stronger references to the Heritage Conservation District Plan through including a more fulsome implementation of the objectives, key policies and recommendations. This will result in a substantial section of the NCOP being drawn directly from the existing District Plan, creating a more detailed and longer Official Plan document.



DW Option 5:

The NCOP could introduce a shift in direction by encouraging the Downtown to development in a way that diversifies its role, including for intensified residential, office/employment, and a focus on the 'downtown experience', rather than focusing almost exclusively on its role as a commercial hub. This would involve building on the concentration of institutional, cultural, recreational, entertainment and retail/commercial uses, as well as connections to the water, heritage character and high quality public realm.

Waterfront – the Shipyards



DW Option 6:

The NCOP can implement a simplified Shipyards Special Policy Area to reflect what has already been built, improve its integration with the rest of the Official Plan, and create a more flexible policy framework, while still retaining those core requirements needed to achieve the overall vision for the waterfront. In some instances it may also be necessary to clarify and/or strengthen policy language where gaps have been identified, to ensure that future development in the Shipyards meets the needs of the Town.

6.4 The Downtown and Waterfront (DW) Recommendations

It is recommended that the Town pursue an option for the new Official Plan that considers:

DW Recommendation 1:

Implementing the intent of Options 2, 3, 5 and 6.

7.0 Transportation

7.1 Overview of Discussion Paper Comments

The following is a summary of the public comments submitted in response to the Official Plan Update Discussion Papers:

- > Design streets for people not cars;
- > Consider increasing the cost of parking passes within the Downtown to encourage other modes of transportation;
- > No new parking structures should be built;
- > Incentivize carshare programs;
- > Prioritize the plowing of sidewalks and bike lanes in the winter;
- > Build wider sidewalks in the Downtown; and,
- > Build infrastructure in the Downtown for emerging transportation options such as scooters, which could include covered parking areas.

The above includes only those comments received following the public release of the Discussion Papers, applicable to this topic. For a more comprehensive overview of all comments received over the course of this project, please also see the Discussion Papers and the What We Heard Reports.

7.2 Overview of the Current Official Plan

The level of control exercised in the current Official Plan with respect to transportation varies by sub-topic. In general, the current Official Plan uses relatively strong language, i.e. 'shall', in policies that relate to the road hierarchy, road improvements and general parking and loading requirement, leaning more towards the 'regulate' level of control. Policies respecting parking in the downtown specifically, uses language that is more consistent with the 'manage' level of control, providing a bit more flexibility. Policies for transit use words like 'encourage' to create a more facilitative approach. The current Official Plan addresses trails a bit more differently, with language that spans all levels of control.

In particular, it should be noted that the current Official Plan does not address in any significant way the provision of active transportation infrastructure, including sidewalks (with the exception of The Shipyards Special Policy Area) or complete streets.

7.3 Transportation (T) Options for Change

T Option 1:

The NCOP can generally maintain the same approach as the current Official Plan, with some updates to incorporate new terminology and required policies from Provincial and County plans, which are generally required to be at the '**regulate**' level of control. This includes maintaining and updating the list of planned road widenings.

Multi-Modal Transportation



T Option 2:

The NCOP can implement policies to support a more multi-modal transportation system, particularly concepts such as active transportation (i.e. walkability and bikeability), complete streets and transportation demand management, using a the full range of 'levels of control'. This would include using language at the **'regulate'** level for requirements identified by the Province/County and any other reasonable Town priorities (i.e. requirements for a 'complete streets approach'), **'manage'** for policies that go beyond the basic requirements (i.e. traffic calming initiatives), and **'facilitative'** for more aspirational objectives (i.e. electric vehicle charging stations).

Implementation of Town Plans - Including the Active Transportation Framework, Transportation Study and Cycling Plan

T Option 3:

The NCOP can refer to the relevant plans without repeating their content in the Official Plan policies. For example, "Active transportation facilities shall be planned in accordance with the Town's Active Transportation Framework."



T Option 4:

The NCOP can refer to and distill the key objectives of the relevant plans to ensure that the objectives become a statutory part of the Official Plan and help to shape the transportation policy direction.

T Option 5:

The NCOP can include a fulsome implementation of the relevant plans, including references to the plans, objectives, and key policies and recommendations. This will result in substantial sections of the new Official Plan being drawn directly from existing plans, creating a more detailed and longer Official Plan document.

7.4 Transportation (T) Recommendations

It is recommended that the Town pursue an option for the new Official Plan that considers:

T Recommendation 1:

Implementing the intent of Options 2 and 4.

8.0 Municipal Infrastructure

8.1 Overview of Discussion Paper Comments

The following is a summary of the public comments submitted in response to the Official Plan Update Discussion Papers:

- > Should not be investing in infrastructure that will not allow us to address climate change moving forward; and,
- > The Town should be moving away from using natural gas in homes.

The above includes only those comments received following the public release of the Discussion Papers, applicable to this topic. For a more comprehensive overview of all comments received over the course of this project, please also see the Discussion Papers and the What We Heard Reports.

8.2 Overview of the Current Official Plan

The current Official Plan does not include a very comprehensive municipal infrastructure policy framework, largely focused on identifying service areas to define the criteria for development moving forward, and outlining 'relaxed servicing criteria' where full municipal services will not necessarily be required. The level of control exercised in the current Official Plan with respect to municipal infrastructure is largely consistent with the 'manage' level, with language such as 'it is the intent', 'generally' and 'should'. The language reflects a stronger level of control, more consistent with 'regulate', with respect to defining study requirements for service areas where municipal servicing is anticipated to be more challenging, and in defining major development and requiring it to proceed on full municipal services.

8.3 Municipal Infrastructure (MI) Options for Change

MI Option 1:

The NCOP can maintain the status quo, including the relatively detailed policy framework for service areas and development on private or partial servicing. Some updates would be required in accordance with Provincial and County policy, such as requiring stormwater master plans to incorporate appropriate low impact development and green infrastructure. These additions would be consistent with the 'regulate' approach, albeit in a rather limited way.

Private and Partial Servicing



MI Option 2:

The NCOP can simplify the policy framework for development on private or partial servicing to more closely align with Provincial and County policy wording, while at the same time providing stronger wording to promote development on full municipal services, and extending/connecting to municipal services where private or partial services exist. This would reflect the trend towards more urban development in Collingwood. This approach would shift towards the 'manage' and 'facilitate' levels of control.

Green Infrastructure and Low Impact Development



MI Option 3:

The NCOP can include policies that go beyond Provincial and County requirements by promoting and encouraging green infrastructure and low impact development throughout the Town and in a full range of contexts, subject to local conditions, including commitments that the Town will consider such infrastructure in appropriate public works. This would be a hybrid approach, incorporating policy language from all three levels of control where appropriate.

MI Options 4:

The NCOP can require that green infrastructure and low impact development be prioritized for all new development and public works, creating an ambitious policy framework that would create stricter obligations for developers and the Town. This would be towards the ‘regulate’ and/or ‘manage’ approach.

Implementation of Town Plans – With respect to implementing the Town’s Master Servicing Plan for Water and Sanitary Sewer Systems, the following options can be considered in the new Official Plan:

MI Option 5:

The NCOP can refer to the Master Servicing Plan, without repeating its content in the Official Plan policies. For example, “Municipal infrastructure shall be planned in accordance with the Town’s Master Servicing Plan for Water and Sanitary Sewer Systems.”



MI Option 6:

The NCOP can refer to and distill the key objectives of the Master Servicing Plan to ensure that the objectives become a statutory part of the Official Plan and help to shape the municipal infrastructure policy direction.

MI Option 7:

The NCOP can include a fulsome implementation of the Master Servicing Plan, including references to the Plan, objectives, and key policies and recommendations. This will result in a substantial section of the new Official Plan being drawn directly from the existing Plan, creating a more detailed and longer Official Plan document.

8.4 Municipal Infrastructure (MI) Recommendations

It is recommended that the Town pursue an option for the new Official Plan that considers:

MI Recommendation 1:

Implementing the intent of Options 2, 3 and 6.

