

# Collingwood Official Plan

## Council Presentation

December 11, 2023



The Planning Partnership | urbanMetrics | Plan B Natural Heritage | Plan-It Geographical



# Work Program Overview

Phase 1

Project Start-Up

< November 2019

Phase 2

Community Visioning/Information Gathering

Phase 3

Background Analysis/Studies and Issue Identification

Phase 4

Directions/Recommendations

Phase 5

Draft Plan 1 (2022)  
Draft Plan 2 (July 31, 2023)  
Public Open Houses (October 4)

Phase 6

Council Public Meeting (October 17)  
Preparation of Final Draft Plan  
Adoption  
< We are here



# What Have We Heard – DRAFT 1?

The public has shown **significant interest** in the Official Plan since the very beginning

For DRAFT 1 **Comment Matrices were created** and organized under the following categories based on comments from the public:

- Growth Management
- Housing
- Climate Change
- 15-minute communities
- Natural Heritage
- Transportation
- Site Specific

In addition, **other upper-tier policy changes** have, and continue to influence the policy framework, including:

- Municipal Comprehensive Review and **OPA 7 from the County**
- Ongoing changes to Provincial legislation and Policy – **Bill 109, Bill 23, Bill 97/new PPS** and others
- The Poplar Health and Wellness Village **MZO**

# What Have We Heard – DRAFT 2?

2 Public Open Houses were held on **October 4**. Both sessions were well attended. In total about 65 people attended. A Public Meeting before Council was held on **October 17**.

Many questions at these sessions were related to site specific concerns, but most remained **focused** on:

- Natural Heritage
- Transportation
- Building Height

Overall, the conversation was **positive**, with **suggestions to improve the Plan** going forward

**The comments heard at the Public Meetings on October 17 correspond with the written submissions**

**Many adjustments to the Official Plan have been implemented, where appropriate**

# What Have We Heard – DRAFT 2?

There were somewhat fewer submissions on DRAFT 2, and again **Comment Matrices** were created and organized under the following categories based on comments from the public:

- Climate Change
- Height in the Downtown HCD
- Transportation/Active Transportation
- Golf Course Redevelopment
- General Comments - Questions, editorial comments, some related to the other listed topics
- Site/Area Specific

In addition, other **upper-tier policy changes** have, and continue to influence the policy framework, including modest comments and requests for revisions from the County and Conservation Authorities

**Many adjustments to the Official Plan have been implemented, where appropriate**

**Comments have been responded to within the Comment Matrices**

# The Collingwood Official Plan - Basis

- > This Official Plan is a **long-term document** with a horizon year to **2051**
- > It has been written to **conform to** applicable Provincial legislation, including the Planning Act, the Growth Plan for the Greater Golden Horseshoe and the County of Simcoe Official Plan
- > It has also been written to be **consistent with** the current Provincial Policy Statement, and where appropriate, consistent with the proposed new Provincial Planning Statement
- > At a minimum, this Official Plan will need to be **comprehensively reviewed** within the next **10 years**
- > It is understood that the anticipated **Master Mobility and Transportation Plan** and **Downtown Master Plan** may trigger amendments to this Official Plan upon their completion
- > It is a **“living document”** and is expected to be amended both site specifically and comprehensively as development is considered, as **new planning legislation** is approved and as the Town **evolves** and its **circumstances change** over time
- > This Official Plan, like all Official Plans, is an overarching planning policy document that includes **inherent interpretive flexibility**
- > It needs to be **read and understood comprehensively**, and all relevant policies applied to any specific planning issue or application
- > This Official Plan, or any element within it, following its approval by the County of Simcoe, is **subject to appeal to the Ontario Land Tribunal** (but global appeals remain prohibited under the Planning Act)

# The Collingwood Official Plan - Basis

- > This Official Plan has been prepared under **the authority of the Planning Act**, as it has been amended from time to time throughout this process.
  - > Importantly, other **Provincial legislation is relevant** to the implementation of this Official Plan, including:
    - The Municipal Act
    - The Development Charges Act
    - The Ontario Heritage Act
    - The Accessibility for Ontarians with Disabilities Act
    - The Environmental Assessment Act
  - > This Official Plan will be given legal strength through a **new Implementing Zoning By-law**, which must be completed within **3 years** of the passing of this Official Plan
- > This Official Plan will also be implemented through **other statutory planning tools** identified under the Planning Act, including:
    - Draft Plans of Subdivision/Condominium
    - Site Plan Approval
    - Community Improvement Plans
    - Community Benefits Charges
    - Parkland Dedication
    - Holding By-laws
    - Interim Control By-laws
    - Temporary Use By-laws

# The Collingwood Official Plan – 5 Big Moves

## 1. Updated Urban Structure and Natural Heritage System

An Urban Structure that supports transit and identifies more specifically and clearly the locations within the Town where intensification and taller, higher density built forms are focused, desired and promoted:

- > Intensification would be primarily focused in these **Strategic Growth Areas** and being less intensive and more managed within existing neighbourhoods
- > Some room for growth and **change in existing neighbourhoods** is critical to balance with maintaining character in order to achieve goals related to compact built form, sprawl reduction, affordable housing, and social equity.
- > Issues of **compatible development** is focused on establishing appropriate transitions between various built forms, including height/scale management, separation distance, landscape and angular planes
- > Ongoing recognition of the **importance of the Downtown Core** as the historic heart of the Town, with requirements to conserve the character and function of the Downtown, while promoting its ongoing evolution and encouraging appropriate residential intensification

The Natural Heritage System has been reviewed, updated and condensed into a single designation with a high level of protection for significant natural heritage features and functions. In addition:

- > Development rights of **existing lots of record** and properties with existing development approvals are recognized
- > Where changes are sought to **existing development approvals**, additional environmental review is required
- > Recognition that **ecosystems are not static** and important features or functions may be found and protected outside of the designated Natural Heritage System
- > Opportunities to make adjustments on the basis of an **Environmental Impact Study**



# The Collingwood Official Plan – 5 Big Moves

## 2. Facing the Housing and Climate Crises

The Town has recognized two crises facing Collingwood and threatening the sustainability and wellbeing of the environment, economy and social systems – housing affordability and climate change:

- > To address housing affordability, the project team considered the recommendations of the Town's **Affordable Housing Task Force** and proposes a more detailed and ambitious policy framework for the provision of a range and mix of housing types and affordable housing
- > Also includes **density targets**, **targets for intensification** and an **affordable housing target**
- > Empowering policies are included for the future implementation of a **community improvement plan** and **inclusionary zoning**, should this tool become available to the Town in the future

It is widely recognized that all levels of government must participate in preparing communities for climate change mitigation, adaptation and resiliency by activating every available lever. The Official Plan:

- > Encourages **higher density forms of development** that are more land efficient and that support enhanced transit and other mobility choices
- > **Protects** the Natural Heritage System
- > Address **higher-order community building strategies**, energy and water conservation, air quality and carbon mitigation, forest resources, and urban agriculture

# The Collingwood Official Plan – 5 Big Moves

## 3. Sustainable Development

Sustainability is a frequently used word, and it has many meanings, covering a multitude of topic areas. The concept of sustainable development is embedded throughout the Official Plan:

- > Promotes a **complete community** with a mix of uses and higher residential densities uses throughout the Town, focusing on identified **Strategic Growth Areas** and reducing sprawl
- > Facilitates **economic vitality** by planning for lands that would accommodate future employment growth across the job spectrum. Employment areas are categorized based on an understanding of their character and functional attributes
- > Reflects the community's **economic development aspirations**, and protects employment land resources in keeping with that vision
- > Provides a strong framework for the update of the Town's **Zoning By-law and Urban Design Manual**, including green building standards

## 4. Sustainable Infrastructure

Sufficient and sustainable infrastructure is required to support positive growth and change within any community. Key infrastructure includes the transportation system and municipal water and wastewater services:

- > **Transportation** - Recognize the need for a Master Mobility and Transportation Plan, and supports a multi-modal transportation system. Includes the concepts such as active transportation complete streets, enhanced transit and transportation demand management
- > **Stormwater Management** - Further work on refining stormwater management policies would be anticipated as a Master Plan is completed
- > **Water and Wastewater Services** – Policies are simplified. Stronger wording is used to reflect the trend towards more urban development on full municipal services
- > Policies represent one of the three implementation tools for the Town's **Servicing Capacity Allocation Framework** are incorporated, including limitations on the extension of draft approved plans of subdivision

# The Collingwood Official Plan – 5 Big Moves

## 5. Streamlined Approach

The existing Plan, although appropriate and comprehensive, has lost cohesiveness over time and this unintentionally resulted in a policy framework that is increasingly complex and piecemeal in nature. The age of the existing Plan also means that several policy areas are out of date with current best practices, community priorities, and legislative changes:

- > A key outcome of the review process is to **modernize** the document, reducing **unnecessary details and duplication** where other tools are available such as guidelines, standards, master plans and zoning by-laws
- > The format of the Official Plan is intended to be **easier to read and understand**, as well as minimizing the need for site-specific amendments
- > As noted, it is **crucial** that following approval of the Official Plan, that a **new Implementing Zoning By-law** be prepared to implement the new policy directions and concepts

# Overview of the Collingwood Official Plan

# The Collingwood Official Plan – Table of Contents

## Chapter 1 – Introduction

- Engagement with Indigenous Peoples and Purpose

## Chapter 2 – Vision and Community Priorities

- Vision Statement and principles to 2051 and Community Priorities

## Chapter 3 – Building a Successful Community

- Housing options / Strong Economy / Healthy Community / Quality Design / Cultural Heritage / Sustainability

## Chapter 4 – Growth Management

- Population and Employment Forecasts / Urban Growth / Projected Growth

## Chapter 5 – Land Use Designations

- General Provisions / Residential / Strategic Growth / Employment / Future Urban / Natural Heritage / Area-Specific

## Chapter 6 – Transportation, Municipal Service Infrastructure, and Utilities

- Multi-Modal Transportation System / Municipal Service Infrastructure and Utilities

## Chapter 7 – Implementation and Interpretation

# Draft Official Plan Structure – Table of Contents

## Schedules

- **Schedule 1:** Growth Management
- **Schedule 2:** Land Use Plan
- **Schedule 3:** Natural Heritage System
- **Schedule 3.1** Natural Hazards
- **Schedule 4:** Waste Management/Sourcewater Protection
- **Schedule 5:** Active Transportation Plan
- **Schedule 6:** Transportation Plan
- **Schedule 7:** Area Specific Policies

## Appendices

- **Appendix I:** Cultural Heritage Resources
- **Appendix II:** Vision for the Poplar Village MZO Lands
- **Appendix III:** Natural Heritage System

## Chapter 2 - Vision

*Collingwood is a unique community that is a hub of year-round healthy active lifestyles. It is defined by the shoreline of Georgian Bay, with a backdrop of the nearby Niagara Escarpment - both are cherished for their natural features, historic legacy, and recreational amenities.*

*The entire community comes together in the Downtown, which is recognized as the heart of the community, with a mix of activities, the highest quality public realm, and connections with the waterfront, to present a distinct image of the Town to residents and visitors alike.*

*The residents of Collingwood aspire to live in healthy and complete communities that are inclusive, accessible, compact and well connected for all modes of travel – and prioritizes active transportation. All residents will continue to require access to a range and mixture of housing types, community services and recreational amenities to support their well-being.*

*Collingwood wants to retain and grow its economic prosperity, while protecting its environmental and cultural assets. The local economy will continue to thrive because it is diverse, entrepreneurial, and adaptable to changing trends, just as it has been over the course of Collingwood's history.*

*As Collingwood grows, the success of existing neighbourhoods and its cultural heritage resources will be strengthened, and the features that make the Town unique will remain as valued assets for future generations to enjoy.*

# Chapter 2 - Community Priorities

Community Priorities are not presented in any particular order of importance. They are all equally important:

**Priority 1:** Protection of the Natural Heritage System

**Priority 2:** Recognize the Downtown as the Heart of the Community

**Priority 3:** Support a Flexible Approach to Economic Development

**Priority 4:** Conserve Collingwood's Cultural Heritage Legacy

**Priority 5:** Promote High Quality Design.

**Priority 6:** Provide a Full Range and Mix of Land Uses

**Priority 7:** Provide a Full Range and Mix of Housing Options

**Priority 8:** Promote Compact Development and Intensification.

**Priority 9:** Be a Healthy Community

**Priority 10:** Plan for Enhanced Local Transit

**Priority 11:** Plan for and Develop an Active Transportation Network.



# Chapter 3 - Building a Successful Community

A series of overarching policies that are intended to ensure that Collingwood remains a Successful Community. More specifically:

## > **Providing Housing Options**

- Ensure a range and mix of housing types
- Monitor the housing supply
- Promote affordable housing options

## > **Promoting a Strong and Healthy Economy**

- Enhance the economy
- Foster investment readiness
- Diversify commercial uses
- Promote tourism
- Support entrepreneurial, creative and cultural industries
- Support the rural/agricultural economy

## > **Supporting a Healthy Community**

- Improve the health of citizens
- Active transportation
- Complete community
- Urban Agriculture

## > **Ensuring High Quality Built Spaces**

- Urban Design Manual
- Compatible development
- Crime Prevention Through Environmental Design
- Barrier free design
- Public art
- Transit supportive development

## > **Conserving Cultural Heritage Resources**

- A culture of conservation
- Heritage inventory
- Cultural Heritage/Archaeology Master Plan
- Downtown Heritage Conservation Plan
- Management and conservation
- Implementation

## > **Promoting Environmental Sustainability and Adapting to Climate Change**

- A comprehensive approach
- Energy and water conservation
- Air quality and carbon mitigation
- Urban forest

# Chapter 4 – Growth Management

A policy framework that articulates a host of growth related parameters:

> **Population and Employment Forecasts**

- Planning horizon – to 2051
- Residential growth – 17,220 new residents
- Employment growth – 6,280 new jobs

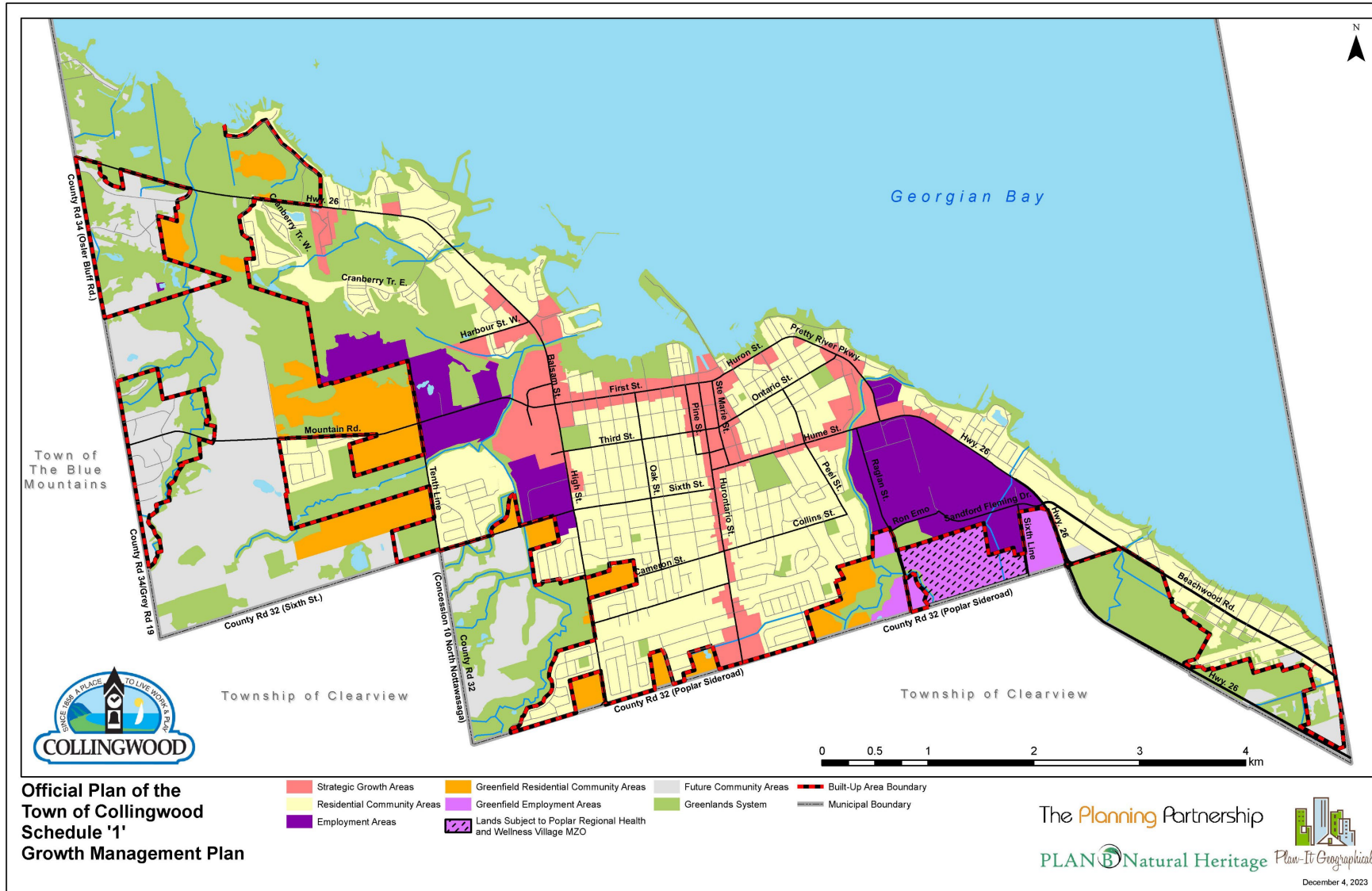
Importantly, forecasts of growth are to be considered minimum targets to be achieved

> **Planning for Growth in an Urban Structure**

> **Accommodating Projected Growth**

- Intensification within the Built-up Area Boundary
- Development in Greenfield Areas
- Employment area conversions
- Service capacity allocation and phasing

# Chapter 4 – Growth Management



# Chapter 5 – Land Use Designations

A policy framework that identifies requirements for various land uses and land use designations:

## > **Articulating the Urban Structure**

- Community area designations
- Development review
- Land uses permitted in all designations
- Land uses prohibited in all designations
- Natural heritage and hazard lands
- Wayside pits and quarries and portable asphalt plants
- Contaminated sites
- Land use/built form specific policies

## > **Residential Community Areas**

- The Existing Neighbourhoods Designation
- The Future Neighbourhoods Designation
- The Major Institutional Designation
- Health Service Overlay
- The Parks and Open Space Designation

## > **Strategic Growth Areas**

- The Downtown Core Designation
- The Mixed-Use Corridor I Designation
- The Mixed-Use Corridor II Designation
- The Regional Commercial District Designation

## > **Employment Areas**

- The Prestige Employment Designation
- The General Employment Designation
- The Poplar Regional Health and Wellness Village Overlay
- The Waste Management Industrial Designation
- The Waste Disposal (D-4) Assessment Areas Overlay

## > **Future Community Area**

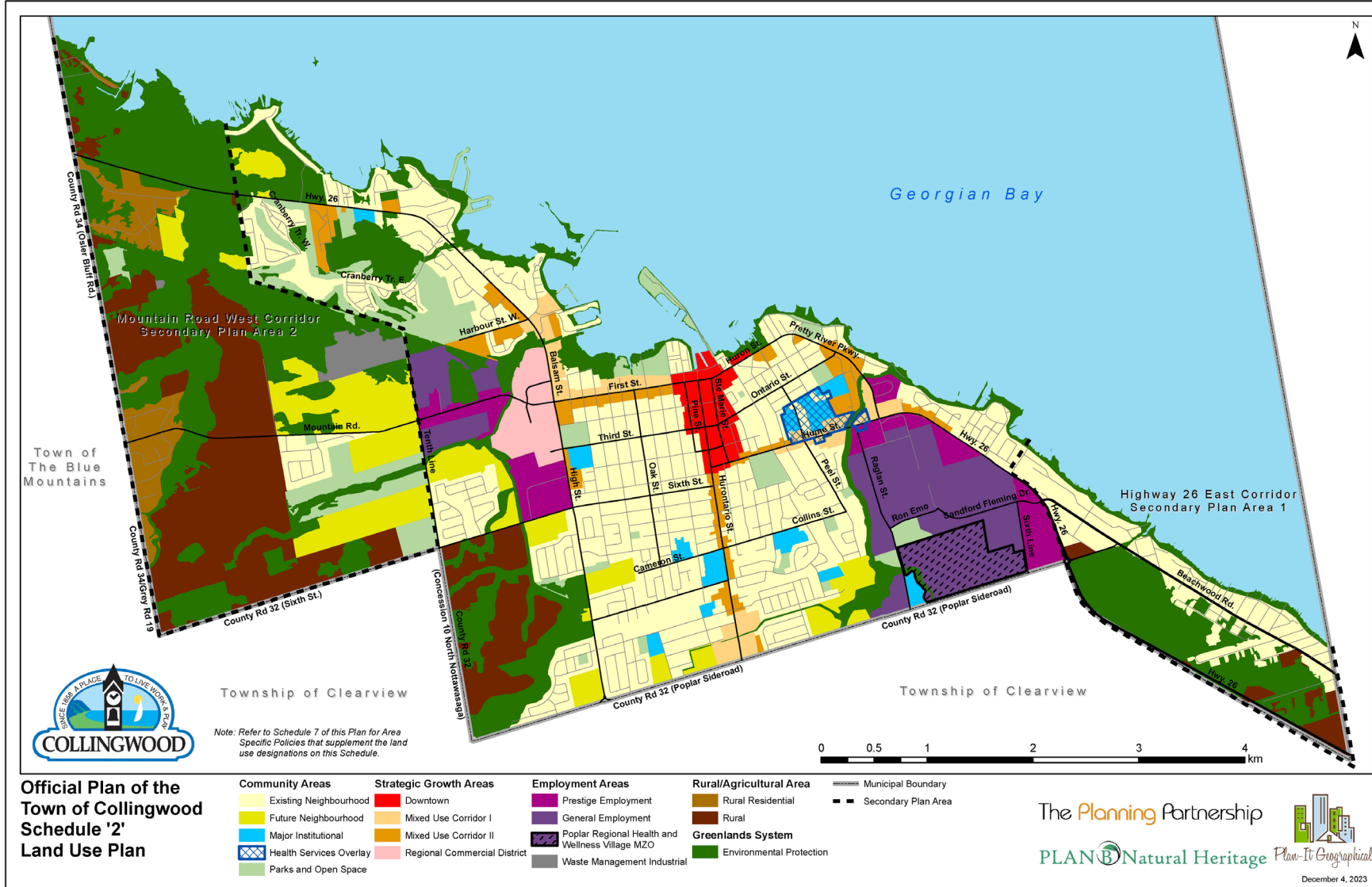
- The Rural Designation
- The Rural Residential Designation

## > **Natural Heritage System**

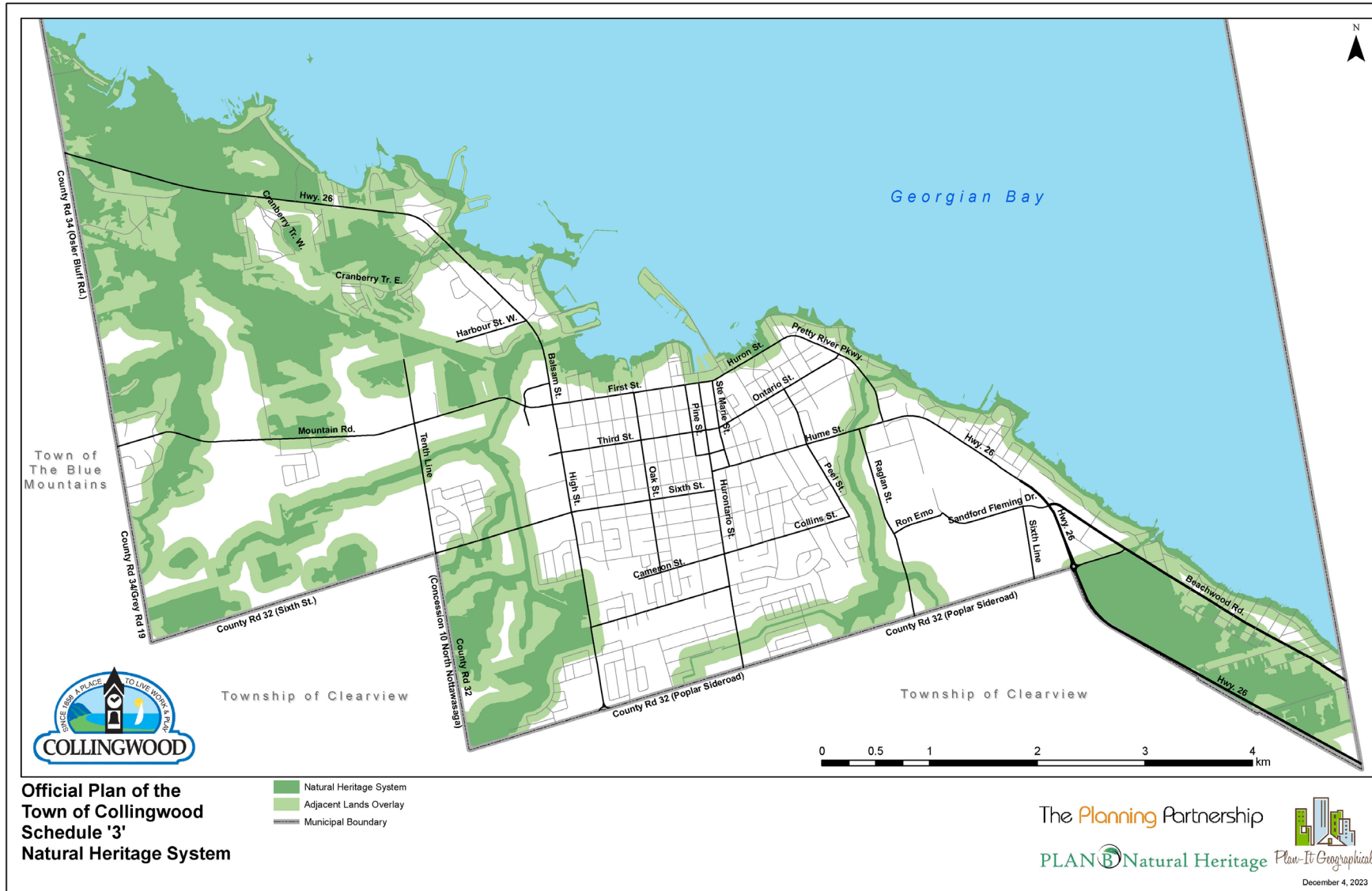
- The Environmental Protection Designation
- The Adjacent Lands Overlay
- Natural Hazards
- Endangered Species/Species at Risk
- Source Water Protection

## > **Area Specific Policies**

# Chapter 5 – Land Use Designations



# Chapter 5 – Land Use Designations



# Chapter 5 – Land Use Designations



**Official Plan of the  
Town of Collingwood  
Schedule '3.1'  
Natural Hazards**

- Shoreline Flooding Hazards (NVCA jurisdiction)
- Floodplain Limits (NVCA jurisdiction)
- Watershed Boundaries
- Pretty River Flood Fringe - Two-Zone Concept
- Black Ash Creek Special Policy Area
- Municipal Boundary

NOTES:  
 1. Floodplain and shoreline hazard mapping does not replace the Conservation Authority regulatory jurisdiction. Please consult with the appropriate Conservation Authority for permitting requirements within areas regulated under the Conservation Authorities Act.  
 2. Townline Creek subwatershed: Specific floodplain data is not available from the Grey Sauble Conservation Authority.

The Planning Partnership

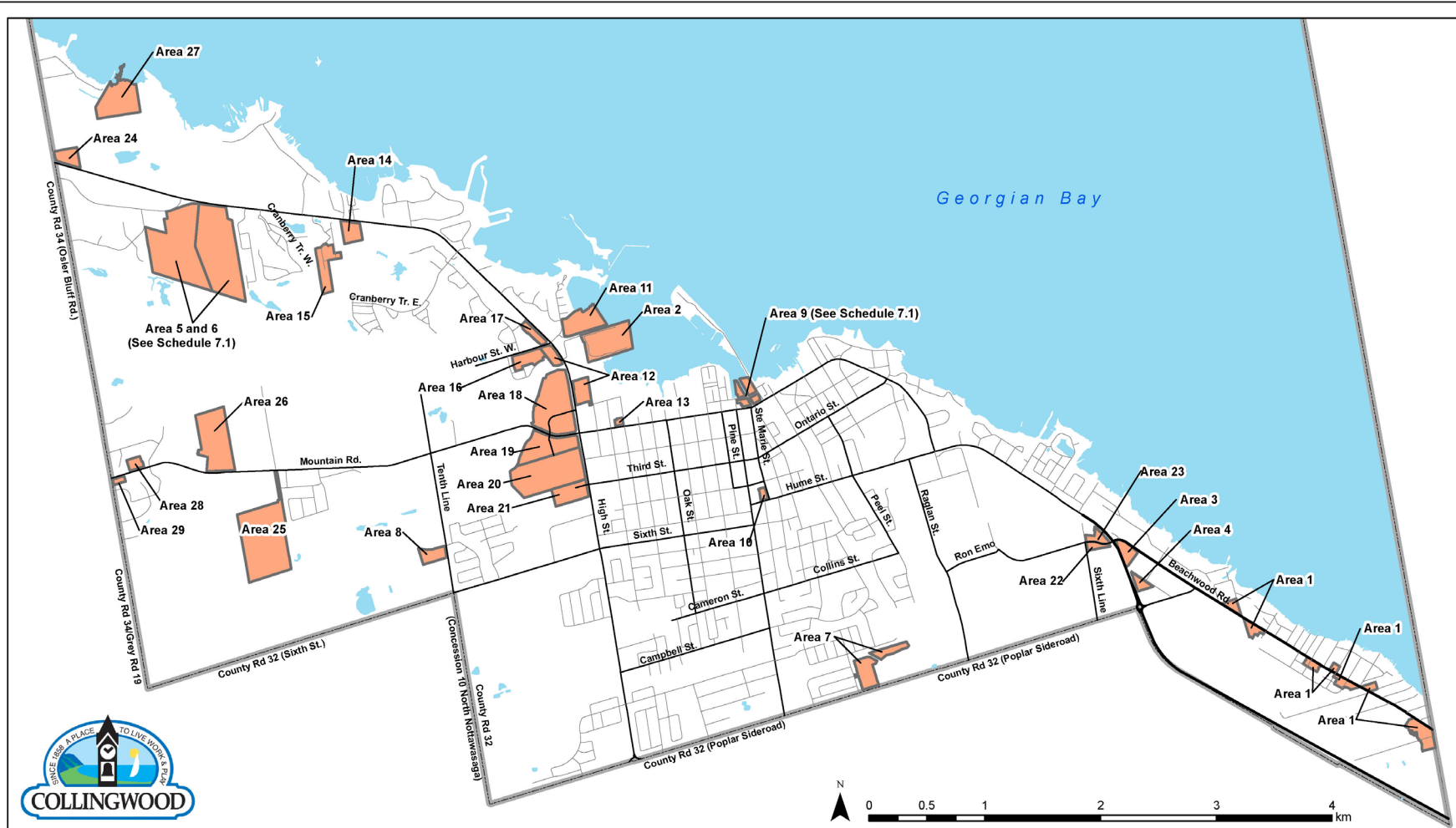
PLAN Natural Heritage



Plan-It Geographical

December 4, 2023

# Chapter 5 – Land Use Designations



Official Plan of the  
Town of Collingwood  
Schedule '7'  
Area Specific Policies

Area Specific Policies  
Municipal Boundary

The Planning Partnership

PLAN Natural Heritage Plan-It Geographical

November 30, 2023



# Chapter 6 – Transportation, Municipal Service Infrastructure and Utilities

A policy framework that identifies requirements for transportation, municipal service infrastructure and utilities:

## > **A Multi-Modal Transportation System**

- A Master Mobility and Transportation Plan
- Active Transportation and Complete Streets
- Future Transportation Corridors
- Public Transit
- Parking, Access and Loading
- Entrances on to Public Roads
- Transportation Demand Management
- Goods Movement
- The Road Network

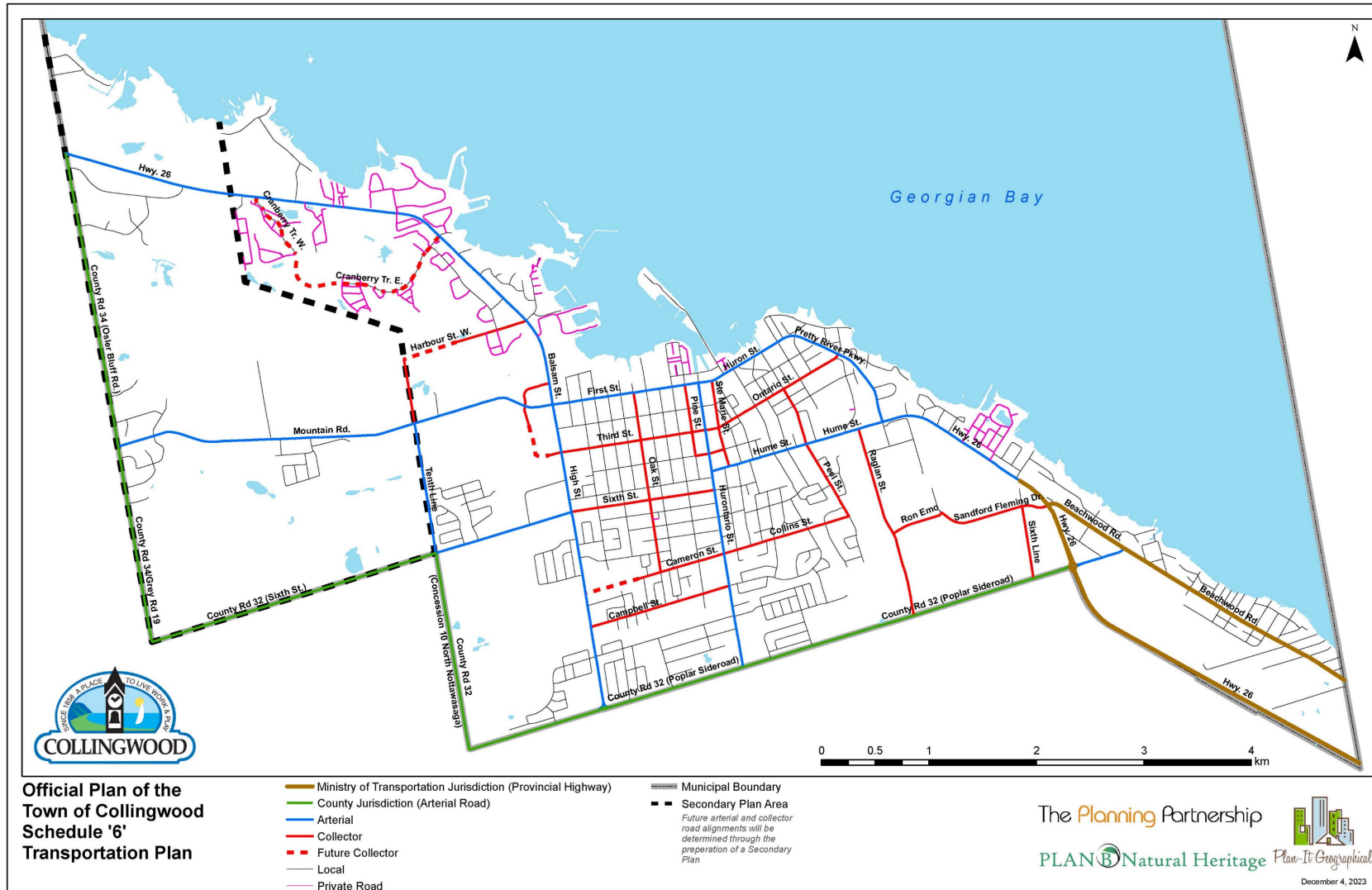
## > **Municipal Service Infrastructure and Utilities**

- Municipal Wastewater Servicing Infrastructure
- Municipal Water Servicing Infrastructure
- Private Individual On-site Single Service Infrastructure
- Stormwater Management Infrastructure
- Utilities and Telecommunications Facilities
- Renewable Energy
- Gas and Oil Pipelines

# Chapter 6 – Transportation, Municipal Service Infrastructure and Utilities



# Chapter 6 – Transportation, Municipal Service Infrastructure and Utilities



# Chapter 7 – Implementation and Interpretation

Policies that identify the planning tools to be used to implement this Plan, and policies that explain how this Plan is to be interpreted:

## > **Implementation**

- Upper Tier Legislation/Plans
- This Official Plan
- The Zoning By-law
- The Committee of Adjustment
- The Subdivision of Land
- Legal Non-Conforming Uses, Buildings, or Structures
- Site Plan Control
- Other Provincial Planning Tools
- Land Acquisition
- Municipal Finance
- Public Meetings and Notification
- Development Applications

## > **Interpretation**

- Definitions
- Land Use Boundaries and Roads
- Numeric Standards
- Subsequent Legislation/Companion Documents
- Technical Revisions
- Policy Conflicts
- Delegated Authority

# Next Steps

- Adopt Official Plan with, or without modifications
- Finalize Official Plan, based on any direction from Council to modify
- Submit to County of Simcoe for Approval (may be approved with modifications)
- Decision of the county to approve, approve with modifications or deny approval may be subsequently appealed to the OLT



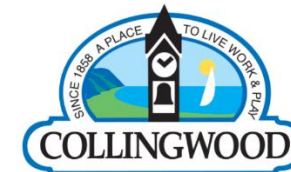
# New 2023 Official Plan Adoption

Staff Presentation  
Special Meeting of Council  
December 11, 2023



Town of Collingwood  
Official Plan

December 2023



# Key Points

- Staff concur with the consultant's professional opinion
- The new Official Plan is consistent and conforms with all relevant planning instruments and represents good planning



- Reminder: Horizon to 2051 but intended to evolve over time
- The Official Plan is NOT a static document and adjustments can and should be made over time

Council can choose to modify the new Official Plan before adoption or request modifications through the County approval process



# Evolving Conversations



County  
MCR



Grain  
Terminals



Flood  
Mapping



Legislative  
Changes



Transportation  
and Mobility  
Master Plan



Indigenous  
Engagement



# Potential Modification Highlights



Downtown  
Protectionist  
Policies



Wellness  
Village – MZO  
Lands



Site Specific  
Environmental  
Deferrals



Other  
Modifications  
Proposed by  
Council



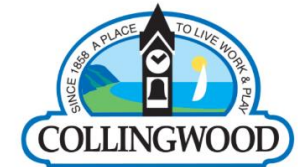
# Proposed Motion

- Confirms landowner requests for major redesignations have not been incorporated
- Adopts new Official Plan and repeals 2004 Official Plan
- Recognizes Indigenous engagement will continue
- Requests significant modifications be endorsed by Council before approval by the County



Town of Collingwood  
Official Plan

December 2023



# Next Steps Post Adoption

- Issue a Notice of Adoption
- Forward new Official Plan and record to County
- Continue conversations about potential modifications – County detailed review
- County may receive additional public comments
- County can approve, modify and approve, or refuse all or parts of the Official Plan
- Notice of Decision to be released
- Potential for appeals – cost to the municipality



# Stay Involved and Request Notice

To request a Notice of Decision from the County of Simcoe or to get more information about the approval process or your appeal rights contact:

County Clerk, County of Simcoe,  
Administration Centre, 1110 Highway 26,  
Midhurst, ON L9X 1N6 or email  
[clerks@simcoe.ca](mailto:clerks@simcoe.ca)



# The New Official Plan



strengths priorities thinking culture  
change climate resilient thriving  
protection economic community  
housing healthy heritage environmental  
growth complete forward fiscal  
management sustainability local  
positive vitality affordable downtown  
responsibility building



# Thank you

