



Strategic Directions

Report and Engagement

Summary

Phase 1 Final Report

Town of Collingwood

January 7, 2025

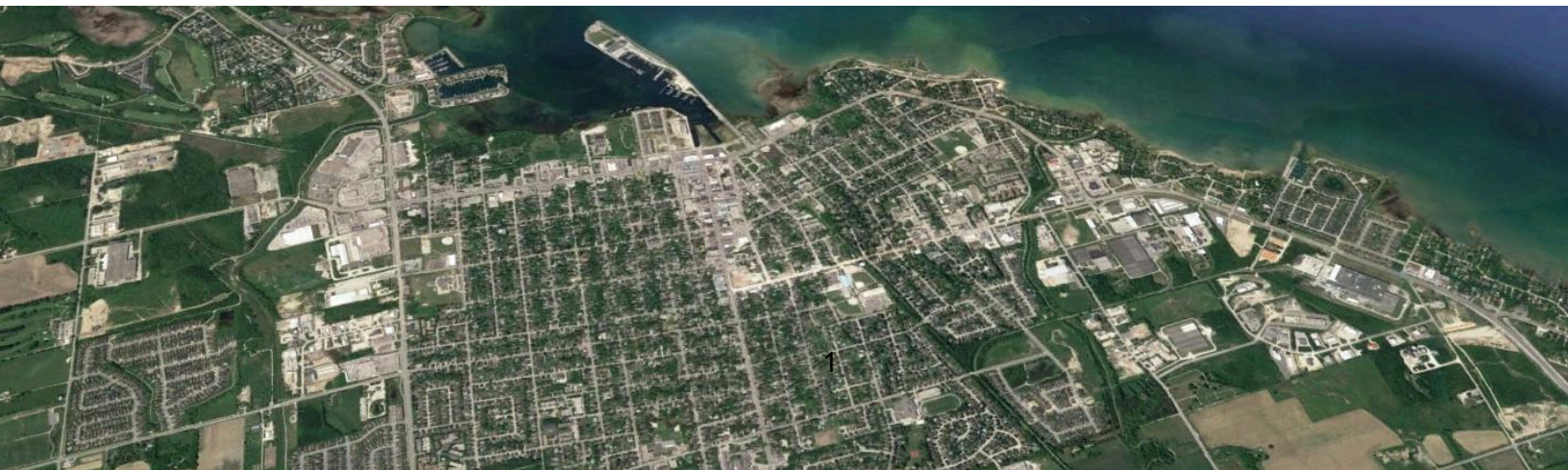
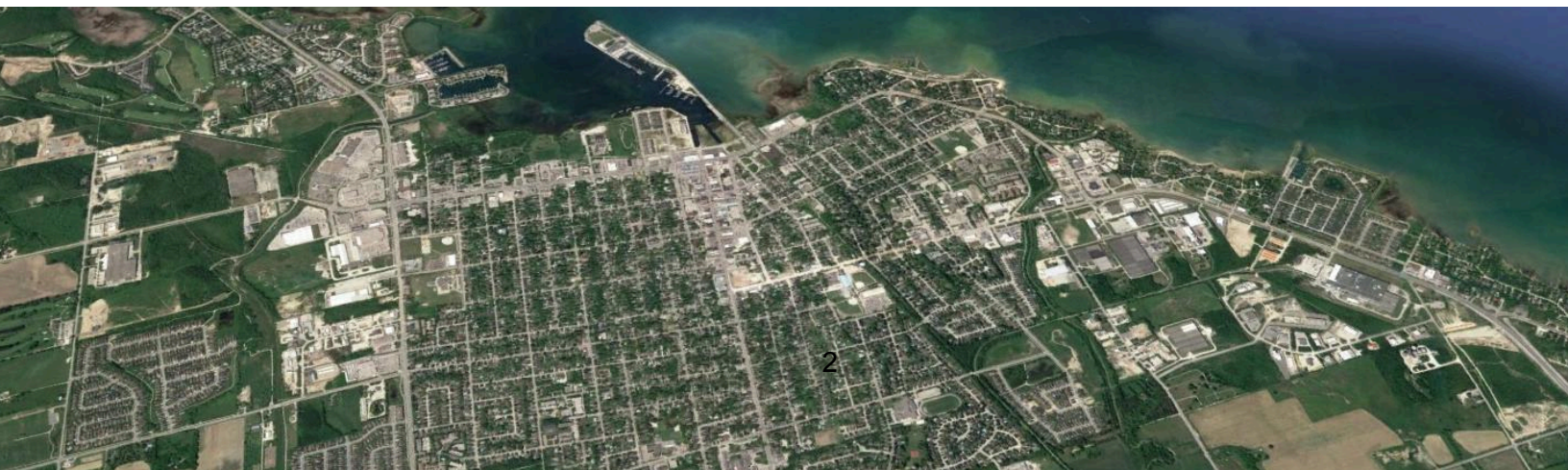


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1 Introduction

The Town of Collingwood is undertaking a new Zoning By-law intended to produce an updated Zoning By-law that implements the Town’s new Official Plan (“2024 Official Plan”).



There are three phases to this project. Phase 1, this current phase of work, will see the completion of background and policy review based on a number of thematic areas identified by the Town of Collingwood:

- Official Plan Implementation
- Research
- By-law Structure and Usability
 - Intensification and Gentle Density
- Analysis
- Recent Trends and Gap Analysis
 - Site-specific Provisions

Phase 2 will see the completion of a first draft Zoning By-law, targeted for March 2025. Phase 3 (Refinement and Enactment) is targeted to be complete later in 2025. Appeals to the 2024 Collingwood Official Plan may impact this timeline, as will the extent, type and breadth of stakeholder feedback received on the first draft of the new Zoning By-law.

1.1 Purpose of the Strategic Directions Report

This Strategic Directions Report is jointly an engagement summary (Section 2) alongside a summary of key zoning recommendations arising from the engagement efforts combined with research, analysis and expert opinion of the project team, which will be used as a strategic framework to guide the drafting of a new Zoning By-law (Section 3). The content outlined in this document summarizes high-level project recommendations thus far, taken from the Discussion Papers and feedback received from the public and other stakeholders through engagement efforts. This report is aligned with the pillars of the Town’s 2024-2028 Community Based Strategic Plan, which envisions Collingwood as a sustainable, connected and vibrant community.

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The document is structured around the recommendations by topic areas, progress to date surrounding community engagement and metrics, summaries of inputs from both the Committees of Council, stakeholder groups, and inputs from the public, key themes of what we've heard, and detailing strategic directions for the new Zoning By-law based on recommendations from the Discussion Papers.

The recommendations in this Report are preliminary directions to guide the preparation of a draft Zoning By-law and should not be read as specific provisions. The zoning recommendations may be further refined as the new Zoning By-law is drafted and through consultation opportunities in the latter phases of the project.

1.2 Linkage to the Community Based Strategic Plan (CBSP)

The Council of the Town of Collingwood recently approved a new 2024-2028 Community Based Strategic Plan (CBSP). The CBSP is a guiding document that sets out the long-term vision for the community and the impactful actions the Town will take to achieve progress towards that vision over the next four years. The CBSP also guides the work of the Town, informing the annual budget process, staff operational plans and work plans, and large-scale future planning for the community in the form of master plans and other strategies, including the Zoning By-law Update.

These Strategic Directions take into account and respond to the pillars, goals and actions of the CBSP to the extent possible through the use of zoning as a regulatory land use planning tool. The vision of a sustainable, connected and vibrant Collingwood is upheld in the work undertaken to date and will continue to be considered in the subsequent stages of this project, recognizing the overarching policy framework established by the CBSP intended to weave throughout all the Town's actions. It should also be noted that under the Sustainability Pillar of the CBSP, specific reference is made to the consideration of opportunities within the new Zoning By-law to encourage the development of diverse housing options to meet community needs, which is dealt with extensively in this Report.

2 Summary of Engagement

Each phase of work on the Zoning By-law Update features extensive public consultation in both virtual and in-person formats. Engagement with both targeted groups (identified stakeholders, advisory committees of Council, and public events) to date has focused on identifying issues, priorities, and challenges for the Town to consider and address in the Zoning By-law Update.

2.1 Webpage – Engage Collingwood

The Town developed a dedicated webpage for the Zoning By-law Update project on the Engage Collingwood website. The webpage was professionally branded “Zone the Future” and is the primary public interface for project information. The webpage provides:

- An introduction to what a Zoning By-law is, why it requires updating, and how to get involved;
- A link to subscribe for project updates and a dedicated project email address;
- A link to download five Discussion Papers that were the focus for the first round of public engagement; and,
- A link to Council and public presentations.

The content of the Engage Page is intended to evolve with the progress of the project phases and additional information is posted as key milestones are achieved or when additional engagement opportunities are confirmed.

engage
COLLINGWOOD

Home Town of Collingwood All the Projects Sign in Register

Home / Zone the Future - New Zoning By-law

Zone the Future - New Zoning By-law

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Help Shape the Future of Collingwood!

Join us for two exciting **Community Conversations on October 23, 2024**, where your feedback will help us build a sustainable, more vibrant community!

This is your chance to dive into the draft recommendations and share your thoughts on five discussion papers which are available in the documents panel on the Engage Page and in the news item below. These are designed to spark conversation and innovation.

Register now at collingwoodzbl.eventbrite.ca to secure your spot! A link to the virtual meeting will be sent to you on the day of the event.

The Town of Collingwood has started the process to update the Comprehensive Zoning By-law

Council received a [presentation on May 22, 2024](#) to announce the beginning of a Zoning By-law Update project.

ZONE THE FUTURE
COLLINGWOOD
NEW ZONING BY-LAW

STAY INFORMED
Subscribe for project updates

Your email address...

Subscribe

22 members of your community are following this project

Who's Listening

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Town of Collingwood

Phone (705) 445-1030
Email zoningbylawupdate@collingwood.ca

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The website to-date has received over 600 unique visits and allows subscribers to receive automatic updates to their inboxes. Visits and subscribers are anticipated to grow once the first draft of the new By-law is posted online.

2.2 Engagement Methods

With the foundation set on the project's dedicated webpage, the Town staff/consulting team (i.e. the project team) worked in partnership using a variety of methods to engage the community and key stakeholders through both virtual and in-person events. In early July 2024, members of the team met with Councillors and the Mayor through one-on-one interviews to understand individual perspectives on key issues and opportunities to be explored through the Zoning By-law Update. This was an early step in the process and input was used to ensure key topics were addressed in the Discussion Papers.

A pop-up engagement at the Town's Farmers Market was held on Saturday, October 5, 2024, hosted by Town staff with the consulting team present. A table was set up with maps and material used to engage passersby in conversations about the By-law. Participants were encouraged to record their thoughts on sticky notes.

Upon completion of the five Discussion Papers in draft form, the team then embarked on the next round of engagement through both focused and open conversations with the public and key stakeholders.

The team met with the key stakeholders grouped by area of interest to seek input based on various perspectives on the Discussion Papers. Each meeting began with a presentation to introduce the Zoning By-law, what can and can't be controlled through zoning and why an update is needed. The presentation then went through the purpose, the key focus areas and probing questions for each of the five Discussion Papers. The following focused stakeholder meetings were held on October 8, 2024:

- Environment and Sustainability;
- Employers and Business Owners; and,
- Development Community.

The team also met with select Committees of Council/Task Forces in virtual meetings. Similar to the focus group meetings, these interactions began with a presentation to introduce the Zoning By-law, what can and can't be controlled through zoning and why an update is needed. The presentation covered the purpose, the key focus areas and probing questions for each of the five Discussion Papers. The team met with:

- Heritage Committee on October 3, 2024;
- Affordable Housing Task Force on October 4, 2024;
- Trails and Active Transportation Committee on October 10, 2024; and,

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- Accessibility Advisory Committee on October 17, 2024.

A formal notice was posted on the website and in the local online newspaper, Collingwood Today, to inform residents of the Discussion Papers and upcoming public consultation events in October 2024. The notice was also circulated to external agency partners and anyone who had expressed written interest or subscribed via the Town's Engage Page.

Two virtual "community conversations" with residents were held in the afternoon and evening on October 23, 2024.

Letters were sent via email in early October 2024 to 15 First Nations and Métis with an identified current or historic interest in the geography of the Town of Collingwood to introduce the process to update the Zoning By-law, provide notification of the Community Conversations, and offering to meet individually to share information, to understand interests and concerns, and to answer questions. Links to the project webpage and contact information were also provided.

The participants in interest group sessions and the public were also invited to share written feedback via the dedicated project email address. Five letters were received from residents, and two letters were received from external agency partners, including the Simcoe County District School Board.

2.3 What We've Heard So Far

This section summarizes the themes we've heard from the various engagement activities to date with respect to what the Zoning By-law Update project should be considering, noting that not all feedback can be appropriately addressed through zoning – there are statutory limitations to what that tool can achieve.

Council

A more nuanced approach to guide infill development

- Concern that some infill development is out of character with the neighbourhood – out of scale, too tall, inappropriate transition to adjacent housing, and overlook
- Infill development needs to be more context-specific
- Interest in protecting wartime dwellings

A broader awareness and understanding of the implications of the regulations

- Most people don't understand the implications of the setbacks, buffers, height, etc.
- Interest in ensuring that zoning is more easily understood by all

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Roads, parking and trails

- Important to get road classification correct as some streets do not function as their current classification implies
- Important to continue to ensure trail connections, especially along the waterfront around buildings
- Some interested in reducing parking requirements and providing more flexibility in meeting parking requirements, others interested in ensuring there is adequate parking, particularly in commercial and mixed-use developments

Support for walkable communities

- Support for intensification and walkable communities as there is not a lot of land to grow out
- Need more housing, in a way that maintains Collingwood's small-town character
- Makes sense to have taller buildings on High Street or First Street close to services, amenities, transit and active transportation infrastructure
- Will be important to ensure development includes affordable housing

The development process

- Will be important to still have the ability to negotiate with proponents through the development process
- Concerned about the lack of daycares and lack of open space downtown as examples of community benefits that might be able to be negotiated through development

Urban agriculture

- Interested in understanding how zoning will regulate urban agriculture, for example, backyard chickens

Employment lands

- Provide maximum flexibility for new uses to establish in these locations

Committees of Council/Task Forces

The Heritage Committee discussed whether specific site variances would continue. Concerns about lot coverage and protecting green space on a lot were raised. Also interested in understanding whether zoning is a tool that could be used to enhance safety in walkable communities.

The Affordable Housing Task Force highlighted the importance of community feedback on the Zoning By-law's first draft. Task Force members noted that while building

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materials and design cannot be controlled through zoning, there are other regulations in place, such as the *Ontario Heritage Act*. The Task Force also discussed affordable housing and the importance of highlighting that the Town cannot mandate affordability. Furthermore, the Task Force noted that there is an opportunity to decrease on-site parking requirements to increase affordable housing. Residents are concerned about the impact of reduced parking standards on street parking and enforcement. On-street parking is regulated by the Town's Parking By-law. The Task Force also asked if a maximum dwelling unit size or requiring additional residential units could be imposed through zoning, to improve affordability.

The Trails and Active Transportation Committee emphasized the need for zoning that fosters active transportation and accessibility, ensuring that new developments integrate walkways and active transportation routes. They noted the importance of creating conditions where active transportation is well integrated into walkable neighbourhoods so that people are aware of the routes, and that trails are safe to use and are connected.

The Accessibility Advisory Committee members were interested to understand how they could participate in the process.

Stakeholder Focus Groups

The *Development Community* focus group had 10 participants who expressed the following key points:

- Support for reducing parking requirements to allow for greater density, although understand there will still be pressure to provide parking
- Support for flexibility in zoning, the market will drive built form and parking, while recognizing the importance of community consultation
- Interest in pre-zoning lands to the extent possible to reduce the burden of timing, process and costs
- Challenges in finding adequate commercial space and the complexities of current zoning by-laws
- Clarification on the transition processes to a new Zoning By-law
- Concern that the current Zoning By-law does not contemplate stacked or back-to-back townhouses, forms that should be included in the new By-law

The *Environmental and Sustainability* interest group had 7 participants who expressed the following key points:

- Called for a greater understanding of sustainable practices that could be applied to new developments

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- Interest in green development standards: can residents be encouraged to plant native trees, require heat pumps, and permeable pavements; can incentives be offered?
- Interest in understanding how the new Zoning By-law will protect natural heritage features
- Questioned how the new Zoning By-law could further environmental protection and affordable housing, indicating that zoning cannot mandate specific features but can encourage green practices
- Interest in complete communities and permissions for convenience commercial uses in residential neighbourhoods
- Support expressed for intensification which lowers per capita carbon emissions
- Interest in understanding how churches and community service lands could be used for housing

The *Business and Employee* interest group had 7 participants who expressed the following key points:

- Raised concerns about the location of social services in the heritage area of downtown
- Discussed the opportunities for the redevelopment of parking lots and generally supported reducing or eliminating parking requirements for higher-density developments
- Interest in creating site-specific zoning for additional height
- Questions raised about carrying forward previously approved minor variances or site-specific zoning provisions
- Concerns about lack of available commercial space impacting rents and causing supply-demand issues. Requests to open opportunities for home occupation provisions and reduce parking requirements where appropriate
- Desire for simpler and a more user-friendly new Zoning By-law, with emphasis on flexibility for small businesses to evolve within spaces
- Ideas to incentivize the use of upper stories through parking reductions
- Interest in encouraging the use of upper storeys of commercial buildings for residential uses

Following the meeting, a meeting participant provided additional input with respect to breweries and related uses:

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- Current setbacks in commercial zones are limiting intensification in the downtown core. Suggested a blanket setback requirement to accommodate intensification in the Downtown that is compatible with existing development
- Minimum on-site parking requirements for commercial buildings are very restrictive for small businesses. Suggested removing the minimum to promote intensification, use of town parking lots, and promote less automobile use
- The 2024 Official Plan does not list breweries as a permitted use in any designation. These are often treated as an industrial use, which is not a perfect fit for smaller-scale uses or brewing integrated into other uses current permitted use definitions do not match standard industry definitions. Industry definitions for Brewpub, Nano-brewery and Micro-brewery should be adopted in the Zoning By-law
 - Current zoning does not address storage/warehousing space that is required for any scale of brewing operation and this should be considered in the new Zoning By-law to avoid off-site warehousing

A summary of comments received during the two public Community Conversations is as follows:

- Interest in pre-zoning lands to the extent possible while understanding the challenge of change within existing neighbourhoods
- Support for reduced parking around school sites and sharing parking on school lots that are under-used between 4:00 pm and 8:00 am
- Interest in simplifying zoning provisions and the overall new Zoning By-law document
- Concern about electric vehicle charging requirements being imposed through zoning with limited hydro capacity
- Interest in understanding the implications of reducing parking requirements and the impact on the community
- Interest in ideas to preserve the character of residential neighbourhoods

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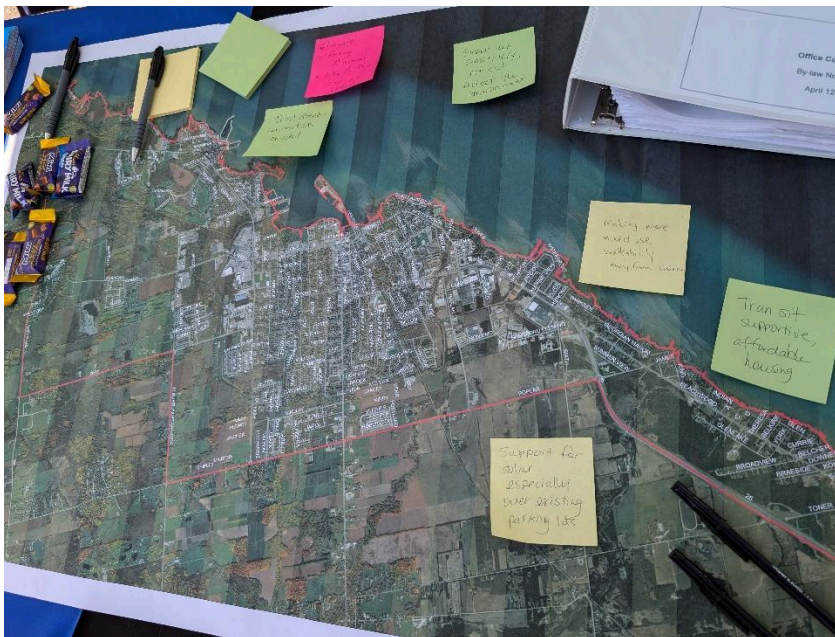
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Pop up engagement at the Farmer's Market



The following is a summary of input received from people attending the Farmer's Market on October 5, 2024:

- The community should be more transit-supportive
- More affordable housing is needed
- Support for solar facilities (especially over parking lots)
- Create more mixed-use communities
- More walkability throughout the community, not just Downtown



- Protect the environment
- Grow upward and sensitively rather than sprawl outward

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Nil	nil	3.0 m	3.0 m	3.0 m	3.0 m	15.0 m	40%
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- Sustainability or green building/infrastructure, including for stormwater management, provisions should provide flexibility without exact requirements
- Schools should be exempt from EV charging requirements due to limited electrical capacity
- Request that the following minimum parking provisions for schools be included in the new Zoning By-law

Elementary School	Two (2) spaces per classroom																					
Secondary School	<p>Parking is required in accordance with the On the Ground Capacity of a school (OTG). OTG is defined by the Ministry of Education.</p> <p>These parking calculations includes OTG plus pupil loading up to 12 portables</p> <table style="margin-left: auto; margin-right: auto; border-collapse: collapse;"> <thead> <tr> <th style="border-right: 1px solid black; border-bottom: 1px solid black;">OTG</th> <th style="border-right: 1px solid black; border-bottom: 1px solid black;">Space</th> <th style="border-bottom: 1px solid black;">Barrier Free</th> </tr> </thead> <tbody> <tr> <td style="border-right: 1px solid black;">0 – 400</td> <td style="border-right: 1px solid black;">80</td> <td>4</td> </tr> <tr> <td style="border-right: 1px solid black;">401 – 700</td> <td style="border-right: 1px solid black;">100</td> <td>5</td> </tr> <tr> <td style="border-right: 1px solid black;">701 – 1000</td> <td style="border-right: 1px solid black;">150</td> <td>6</td> </tr> <tr> <td style="border-right: 1px solid black;">1001 – 1500</td> <td style="border-right: 1px solid black;">200</td> <td>7</td> </tr> <tr> <td style="border-right: 1px solid black;">1501 – 2000</td> <td style="border-right: 1px solid black;">250</td> <td>8</td> </tr> <tr> <td style="border-right: 1px solid black;">2001 – 2500</td> <td style="border-right: 1px solid black;">300</td> <td>9</td> </tr> </tbody> </table>	OTG	Space	Barrier Free	0 – 400	80	4	401 – 700	100	5	701 – 1000	150	6	1001 – 1500	200	7	1501 – 2000	250	8	2001 – 2500	300	9
OTG	Space	Barrier Free																				
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701 – 1000	150	6																				
1001 – 1500	200	7																				
1501 – 2000	250	8																				
2001 – 2500	300	9																				

- New Zoning By-law should continue to encourage shared parking spaces between schools and municipal parks, or other compatible partners where facilities are within walking distance
- A maximum distance between the alternative parking location from the public service facility should be provided with 150 meters suggested “Scooters” should be added to the definition of bicycle parking in the new Zoning By-law
- Request that schools be exempt from minimum any glazing requirements for student safety
- Request that schools be added as permitted uses in all zones except where the sensitivity of the land use will not allow
- Requesting that a provision be included in the new Zoning By-law that limits the length of private roads to 1.6 km to ensure reasonable access to bus stops
- Request that the existing site-specific provisions for the Panorama North and Linksvie future development sites be carried forward into the new Zoning By-law and that they be exempt from any elimination cut-off period due to unique timeframes these sites are subject to related to school construction

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- Request that all references to “day care” and “day care centre” in the current Zoning By-law be replaced with “child care” and “child care centre”
- Request that accessory or ancillary child care centres be included as permitted uses in all zones which permit public service facilities
- Request that the following definition of “Portable Classroom” be included within the new Zoning By-law:
 - “Portable Classroom: Means a temporary building used to provide temporary school accommodation. A portable classroom is part of the primary school use”
- Request that the Town consider including the definitions of “Public Service Facility” from the PPS 2024, and “Public Body” from the *Planning Act*
- Request that the height exemption for mechanical rooms/penthouses and Special Yard Encroachment provisions (specifically 4.28.1 and 4.28.2) be carried forward into the new Zoning By-law
- Request that delivery and loading spaces not be required for schools in the new Zoning By-law

Consultation with Indigenous Peoples

The Town of Collingwood and the project team have reached out to local Indigenous Peoples seeking collaborative engagement to better understand and implement Indigenous interests, rights, and views. A second letter will be sent out once the new Zoning By-law is drafted along with the detailed proposed provisions. At this time, no responses have been received from First Nation or Metis representatives, noting that this is not unusual for the initial stage of the project due to capacity issues facing many Indigenous groups. The project team anticipates more active engagement once the new Zoning By-law is drafted and circulated.

Bringing It All Together

Throughout the engagement process, the project team has identified a number of common themes to address and recognize as follows:

- Desire to see flexibility, nuance, and sensitivity in the new Zoning By-law
- Interest in exploring green building standards and incentives through zoning, where possible

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- Modernizing definitions and provisions where applicable, especially to support economic development, local businesses including breweries, and schools
- Interest in exploring pre-zoning as a potential avenue for easing burdens placed on developers
- Consideration of reduced parking standards
- Concerns with imposing electric vehicle requirements due to limited hydroelectric capacity
- Desire to see mixed-use development across the community, including sensitive infill and intensification
- Desire for an emphasis on connectivity across the community to support transit, active transportation, climate change resiliency and reduced vehicle reliance

3 Strategic Directions for the New Zoning By-law

This section will identify preliminary strategic directions to guide the preparation of the first draft Zoning By-law content, organized by the Discussion Paper themes and informed by the input received throughout Phase 1 engagement initiatives.

3.1 Official Plan Implementation

The first Discussion Paper explores the required actions to bring the new Zoning By-law into conformity with the 2024 Official Plan while addressing the evolving legislative and regulatory landscape and aligning with the CBSP. Additionally, the new Zoning By-law intends to bring an innovative lens to zoning as a tool to implement Town priorities and goals while maintaining flexibility to support new uses and types of development as they arise.

The *Planning Act* is structured to require municipalities to develop a vision for land use in the community that has regard for Provincial expectations in several areas (referred to by the *Act* as “Matters of Provincial Interest”), is consistent with the Provincial Planning Statement, 2024 (PPS), and does not conflict with provincial plans or the public interest as defined through a local planning process. This vision is contained in and further detailed through policies of an official plan and primarily implemented through a zoning by-law.

The test and expectation is that municipal zoning by-laws are “in conformity” with the vision, goals, objectives and policies outlined in documents such as official plans, in accordance with Section 24(1) and 26(9) of the *Planning Act*:

24(1) Despite any other general or special Act, where an official plan is in effect, no public work shall be undertaken and, except as provided in subsections (2) and (4), no by-law shall be passed for any purpose that does not conform therewith.

26(9) No later than three years after a revision under subsection (1) or (8) comes into effect, the council of the municipality shall amend all zoning by-laws that are in effect in the municipality to ensure that they conform with the official plan.

The current Zoning By-law does not currently conform to the Town’s new 2024 Official Plan. A new Zoning By-law can better deliver on the Official Plan’s policy direction and zoning is legislatively required to be updated within 3 years of the approval of a new official plan.

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Topic	Discussion and Policy Directions	Manner Implemented
Implementing Policy Planning Framework	There is a strong desire to see the 2024 Official Plan implemented in zoning, including zones that correspond to the policy designations.	<p>The Zoning By-law update will aim for one zone per designation, with uses and policies directly linked to the Official Plan designation, or site-specific policy, as appropriate. The use of Holding provisions is one example of how the new Zoning By-law may help implement the 2024 Official Plan. Holding symbols enable zoning permissions but first require a series of criteria to be met, usually technical, before allowing development to proceed.</p>
Form-based Standards	Since the 2024 Official Plan was designed with form-based zoning in mind, opportunities to implement form-based zoning to the fullest should be advanced.	<p>The new Zoning By-law will focus on implementing these standards by directing the majority of development toward Strategic Growth Areas and Greenfield Areas identified in the Official Plan in keeping with their specified density goals and built forms.</p> <p>Provide building envelopes that are:</p> <ul style="list-style-type: none"> ● Supportive of development and redevelopment in suitable areas ● Reflective of character in existing neighbourhoods, as in Section 3.5 (e)(ii) of the Official Plan regarding Urban Design of new development in Collingwood, subject to provincial legislative and regulatory limitations. <p>For major development such as in Industrial, Commercial, Institutional, and Mixed Use contexts, providing more flexibility with design to be</p>

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		<p>addressed at Site Plan Application, but with core standards included in the new Zoning By-law.</p> <p>Providing for broader definition categories, especially for non-residential uses, which evolve quickly in response to new markets and economic pressures, facilitating support for businesses to evolve and pivot operations without the need for planning applications.</p>
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3.2 By-law and Mapping Structure, Usability

In preparing a new Zoning By-law, the Town of Collingwood must consider how to best deliver and present content to the many users of the By-law, such as landowners, developers, Town staff, potential buyers, and the general public. The new Zoning By-law should balance legislative requirements, user preferences, design and publishing needs to improve readability and clarity, as well as consistency between other planning documents to facilitate ease of understanding and interpretation, improve clarity, and streamline use.

Like all municipal documents, there are minimum requirements that need to be met in the layout, structure, and display of a zoning by-law, such as the *Accessibility for Ontarians with Disabilities Act* (AODA), which sets out requirements for online documents that must be considered when preparing the new Zoning By-law.

The Discussion Paper addressing this theme, and the options and recommendations identified, follow the subsequent key design principles:

- Accessibility is key, in terms of language, document structure, and presentation. Compliance with AODA is required
- Reader aids will be included in the document to the extent possible such as photos, tables, and schematic diagrams
- The online document will include light interactivity to support navigation

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Topic	Discussion and Policy Directions	Manner Implemented
Zone Introductions	The introductory section to each parent zone should be initiated with a discussion of the intent of the zone and how it implements the Official Plan, an explanation to assist readers with an understanding of how the zoning relates to overall land use policy.	Text descriptions of the intent of the zone within the Zoning By-law should be used to link to Official Plan policy directions being implemented. They should also provide a description of what the zone is intended to do prior to discussing specific zoning policies. The zone introduction would be included for context and would not be an operative component of the new By-law.
Use of Tables	It is recommended that tables be used wherever possible in the new by-law to organize and present different zone provisions in a user-friendly way and in order to reduce the document length.	Tables should portray information wherever possible as a way to improve readability and navigation by condensing information.
Diagrams, Photos, and Illustrations	Diagrams, photos, and illustrations should also be provided to assist users with understanding definitions and zoning terms.	Diagrams and illustrations should be used as needed to improve understanding of the application of a given zoning provision. It is important to note that any diagram can be provided solely “for illustrative purposes” and cannot be tied to actual regulations. Photos may be used to illustrate the intended built form resulting from zoning provisions. Photos are particularly helpful for lay people, allowing them to visualize the anticipated on-the-ground look and feel that would be created by implementing the new Zoning By-law. Photos would be

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		examples only and would not be operative components of the new By-law.
Creation of a User's Guide	A User's Guide can be especially assistive in coordinating the use of the Zoning By-law with schedules and/or digital mapping platforms and should be implemented as a separate document to allow for simultaneous reading by users.	The By-law should be read in conjunction with a User's Guide to assist with reading and interpreting the Zoning By-law. A User's Guide may also include content to assist readers in understanding the key differences between the 2010 and new Zoning By-law (i.e. "what has changed and why"). A User's Guide would also assist in the use of any GIS interactive web mapping applications.

3.3 Intensification, Design, and Sustainability

The Town of Collingwood is forecasted to experience a population growth to 42,690 residents and 18,540 jobs by 2051 (NOTE: this is an area of non-decision imposed by the County until the Province approves County OPA No. 7). This growth is supported through Official Plan policies that promote complete, healthy, sustainable, and affordable communities, and is aligned with the goals of the CBSP.

The Town's Official Plan is informed by a series of detailed planning, environmental, economic, and servicing studies, as well as comments received from the general public, development industry and other stakeholders, the County of Simcoe and neighbouring municipalities, Provincial Ministries, Indigenous peoples, agencies, and departments. Based on these studies, the Town has determined that the purpose of the Official Plan, in part, is to:

"build upon the community's vision for the future and a number of supportive community priorities. The vision, priorities, and policies are inextricably linked to provide the Town with a comprehensive framework within which to guide decision making about future growth, and to manage change in a way that ensures Collingwood's reputation as a successful and desirable place for all to live, work, play, and invest. Although this Plan presents a long-range framework, it is also a dynamic document that will respond to changing circumstances over time."
(Section 1.2 a)).

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The 2024 Official Plan has been approved with sections under appeal as of September 24, 2024. Promoting high-quality design and compact development and intensification have been identified as priorities within this plan. Section 2.2 a) of the 2024 Official Plan identifies these goals and ways to achieve them:

- “Promote High Quality Design - Collingwood will promote high quality urban design throughout the Town achieving a balance between old and new, and between historic and contemporary, while mitigating impacts on the environment. Public parks, buildings, and infrastructure will set the standard and will define the quality of development that reflects the character of a successful community.”
- “Promote Compact Development and Intensification - New development will support the ongoing evolution of the Town’s urban structure of diverse mixed-use centres and corridors. Intensification will be compatible with existing development patterns, while supporting an evolution to a more compact, walkable, and transit-supportive urban structure. New development will be efficient and will be provided with municipal infrastructure systems and community services in a cost-effective and fiscally responsible manner.”

Through intensification, facilitation of appropriate development, the enhancement of design, and the implementation of zoning supportive of the Town’s sustainability goals, the new Zoning By-law can work to meet the objectives outlined in the Official Plan and Provincial policy, while additionally working to support implementing the CBSP.

Topic	Discussion and Policy Directions	Manner Implemented
Pre-zoning	Pre-zoning areas slated for intensification encourages development by reducing the need for developers to apply for the rezoning of their property in order to build on it. It can be used to better utilize land in denser cores, for example, and can be leveraged to increase density in desired areas. Pre-zoning land removes a barrier that tends to slow the development process. Pre-zoning also increases transparency to the public, where areas slated for increased density or intensity of development are identified and visible through zoning	Pre-zoning with a Holding provision applied to lands to prohibit development on given lands until certain conditions are met (such as municipal servicing) should be used to prevent the potential impacts of intensity by requiring supporting studies, such as traffic impact studies or servicing studies. Consideration will be given to zoning lands with community services to allow more housing as an accessory use to places of worship and other similar

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Topic	Discussion and Policy Directions	Manner Implemented
	upfront rather than a surprise when a re-zoning application is received.	institutional uses, aligning with the CBSP.
Compatible Development between Residential Community Areas (lower density Existing Neighbourhoods) and Strategic Growth Areas (higher density areas)	<p>Compatibility must consider other developments in the vicinity, which can be defined differently by the scale: minor and major. In determining compatibility, an area of influence in the vicinity of the new development shall be used. New development should enhance an established community and coexist with surrounding properties without undue adverse impact.</p> <p>Compatibility does not equate to the “same” built form or uses, but rather built form and uses that are sensitively integrated with each other geographically.</p>	<p>Regulations will support the transition between the strategic growth areas and lower-density areas. These regulations can include adjusted building heights or “stepbacks,” enhanced building setbacks, landscaping requirements, and the imposition of an angular plane, subject to Provincial legislative and regulatory limitations.</p>
Enhancing Neighbourhood Character	<p>The Zoning By-law must have provisions which enhance neighbourhood character within the existing Collingwood context while facilitating appropriate change through sustainable development concepts.</p>	<p>Provisions such as the following will allow the new Zoning By-law to directly enhance existing neighbourhood character, subject to Provincial legislative and regulatory limitations:</p> <ul style="list-style-type: none"> ● Allowable lot coverage ● Height restrictions ● Building orientation tools ● Roof pitch and design ● Landscape areas or open space minimums ● Maximum driveway dimensions <p>Consideration shall also be given to how an area of influence-type regulation might</p>

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Topic	Discussion and Policy Directions	Manner Implemented
		integrate with the new Zoning By-law.
Street Front Enhancement in Strategic Growth Areas	<p>A key component of an active transportation mixed-use corridor is preserving first-storey spaces for commercial, community and other activating uses.</p> <p>Consideration for further design treatments can include prohibiting street-facing blank walls.</p>	<p>A range of provisions in the new Zoning By-law will be considered, such as:</p> <ul style="list-style-type: none"> ● Requiring transparent glazing along street frontages ● Active uses at grade ● Prohibiting street-facing blank walls ● Requiring building setbacks in the Downtown Core and other key areas <p>Prohibiting residential uses on the ground floor (or a portion thereof) of developments in certain key areas</p>
Green Infrastructure and Design	<p>The new Zoning By-law will incentivize green design and infrastructure by counting such elements for zoning compliance, to the extent legally possible, aligning with the Community Based Strategic Plan.</p> <p>Small-scale facilities such as rooftop solar panels and water heaters may be permitted in any zone, subject to regulations that minimize any visual effects or access to rear yards.</p>	<p>A Zoning By-law is limited in its ability to mandate green buildings and infrastructure but can incentivize green design through zoning tools.</p> <p>Landscape area provisions can be used to ensure that the percentage of landscaped area on a lot is large enough to accommodate trees. Permeable paving can be supported as a surface treatment.</p> <p>Requiring electric vehicle and bicycle parking spaces in new mid and high-rise developments can be used to encourage more sustainable living through the new Zoning By-law.</p>

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Topic	Discussion and Policy Directions	Manner Implemented
Parking Regulations	<p>Parking requirements are generally recommended to be reduced in the new Zoning By-law. This is particularly important for the strategic growth areas, where reducing parking minimums supports redevelopment, intensification and transit/active transportation-oriented development.</p> <p>Commercial parking standards as they may be applied to major intersections or other identified high-traffic areas within mixed-use corridors may merit special consideration to ensure that sufficient on-site parking is available to support the proposed uses, in the context of the overall desire of the community and policy direction in the 2024 Official Plan to move toward a shift where active transportation and transit are preferred options to the personal vehicle.</p> <p>Active transportation/transit-oriented development is best supported by planning and accounting for non-automobile transportation modes and facilitating attractive higher-density mixed-use development around public transit hubs and stops, which is aligned with the CBSP.</p>	<p>Reduced minimum parking requirements, parking maximums, shared parking standards, requiring carpool or car-sharing spaces (and a means to secure those spaces), as well as requiring electric vehicle and bicycle parking spaces in accordance with the policy and strategic directions regarding Green Infrastructure and Design.</p> <p>Regulations for ground-oriented residential garages will be given consideration, such as establishing a maximum percentage or width of the ground floor that can be occupied by a parking garage and ensuring that parking garages are included as part of a building's Gross Floor Area.</p> <p>The new Zoning By-law will also investigate commercial parking standards as they may be applied to major intersections or other identified high-traffic areas within mixed-use corridors as a way to help ensure that the on-site parking related to a proposed use is sufficient.</p>

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3.4 Recent Trends and Gaps

The planning environment has changed considerably since the implementation of the Town's existing Zoning By-law 2010-040. Namely, new technologies in the transportation sector have arisen; the economy has continued to shift towards flexibility, especially those that allow businesses to seamlessly pivot when faced with evolving socio-economic pressures and/or business growth; innovations to combat climate change and increase resilience through the built environment are trending; and housing and affordability have emerged at the forefront of community priorities throughout the Province, as seen in the priorities of the CBSP. Municipal governments across Canada have been using a number of zoning tools to address emerging opportunities and best practices, many of which may be appropriate for adoption in various contexts.

After a review of the existing 2010 Zoning By-law as well as relying on engagement efforts to date and professional expertise, several opportunities have been identified for enhanced clarity or additional zoning regulations to help address some of these trends in the new Zoning By-law.

Topic	Discussion and Policy Directions	Manner Implemented
Broader Use Permissions	There is a strong desire for more flexibility in the uses permitted as-of-right in zoning. The 2024 Official Plan provides guidance and support for all permissions in the new Zoning By-law and offers more opportunity to establish new uses and businesses.	Flexibility in definitions can be considered for a variety of reasons, such as the scale of development when determining the concept of "vicinity". Implementing permissions as contained in the 2024 Official Plan will assist in providing flexibility for developers and economic development investment. Broader use permissions are also linked to a form-based approach, where the built form and building envelope are the most important factors in determining compatibility.
Incorporating Zoning By-law Amendments	Council's recently passed Zoning By-law Amendments will be incorporated into the new Zoning By-law.	Recently passed Zoning By-law Amendments will be included in the new Zoning By-law as they fit best with the overall structure of the Zoning By-law document. These include, but are not limited to:

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Topic	Discussion and Policy Directions	Manner Implemented
		<ul style="list-style-type: none"> • By-law 2024-053 (July 22, 2024), passed to support the implementation of the Town's Affordable Housing Master Plan through quick-wins and housing-focused regulatory changes. • By-law 2024-082 (November 18, 2024) to align the Town's zoning regulations with the Short-Term Accommodation Licensing Program and By-law. • Site-specific Zoning By-law amendments to facilitate recent development applications.
Flexibility for Rural Lands	For the zone(s) corresponding to the Rural Designation, include appropriately flexible definitions and permissions for the value-added agricultural uses outlined in the 2024 Official Plan.	As outlined in the 2024 Official Plan, the updated Rural Zone will include as-of-right permissions for value-added agricultural uses. On-farm diversified uses, agricultural-related uses, and agri-tourism uses will also be permitted, subject to criteria.
Urban Agriculture	<p>The new Zoning By-law will incorporate permissions for urban animal agriculture in non-agricultural zones and carry over existing permissions for community gardens.</p> <p>Licensing serves as the best route to provide for enforcement of urban animal agriculture matters and would need to occur alongside zoning updates for urban agriculture to ensure that no</p>	<p>The following will be considered in the new Zoning By-law:</p> <ul style="list-style-type: none"> • Terms regarding licensing • Minimum lot sizes to permit animal enclosures • Prohibitions regarding the application of this By-law with respect to Accessory Structures to animal enclosures

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Topic	Discussion and Policy Directions	Manner Implemented
	gaps are created in launching such a program.	
Reduced Parking Standards for Affordable Housing or for Housing Near Transit	<p>There remains considerable interest in identifying additional tools or incentives for affordable housing. The new Zoning By-law will investigate reduced or eliminated parking standards for affordable housing or housing proposals near transit corridors/stops. The intent of reducing parking standards for affordable housing is primarily to promote opportunities for more units in developments through incentivizing desired forms. Reducing parking requirements also lowers the cost of development, which is key to incentivizing affordable housing and reducing greenhouse emissions, as targeted by the CBSP.</p>	<p>The new Zoning By-law will contemplate a percentage parking rate deduction for units that are in formal affordable housing agreements with the Town, with the understanding that inclusionary zoning is not a tool currently available to the Town and considering any legal limitations in tying zoning to purchase price. Additional reductions might also be appropriate if the building is located along a transit route or near a station.</p> <p>Recommendations include:</p> <ul style="list-style-type: none"> ● Reducing parking requirements for housing in key locations and/or affordable housing, considering the evolving context of Collingwood transit offerings. ● Investigating best practices for tying parking permissions to transit proximity. ● Implementing distinct parking requirements for geographic areas based on proximity to transit stops.
Additional Residential Units (ARU) and Innovative Housing Forms	The new Zoning By-law will identify appropriate permissions for additional residential units that are compatible with community character and reflect historic development trends (particularly for upper-storey units in the	<p>New housing forms that will be contemplated for inclusion in the new Zoning By-law at appropriate locations include:</p> <ul style="list-style-type: none"> ● Back-to-back townhouses ● Stacked townhouses

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Topic	Discussion and Policy Directions	Manner Implemented
	<p>Downtown core), in conformity with the 2024 Official Plan, subject to Provincial legislative and regulatory limitations.</p> <p>The new Zoning By-law will recognize new housing forms in appropriate locations with regulations informed by recent development approvals in the Town, in alignment with the intent of the Community Based Strategic Plan.</p>	<ul style="list-style-type: none"> Other innovating housing forms/types <p>Expanding lot coverage in parent zones to accommodate detached Additional Residential Units, at minimum per Provincial regulations.</p> <p>Consideration of new Zoning standards for as-of-right permissions for four residential units per residential parcel of land.</p>

3.5 Site-Specific Provisions

The purpose of a special provision is to recognize unique development regulations created through either a zoning by-law amendment or the implementation of a particular policy direction, such as a special policy area in an official plan, or other past *Planning Act* approvals. As well, changes or modifications that have been made through the implementation of the 2024 Official Plan, or to the existing Zoning By-law through amendments, can be assessed to determine relevancy and consistency with current planning goals and priorities.

A key goal of the project is to streamline and reduce the overall length of the Zoning By-law text. Site-Specific Provisions have been identified as the simplest target for eliminating text that may no longer be relevant or necessary for a variety of reasons, as well as ensuring outdated regulations that no longer meet the goals and priorities of the community do not continue to be carried forward.

Topic	Discussion and Policy Directions	Manner Implemented
Site-Specific Provisions	<p>The recommended process for existing Site-Specific Provisions include:</p> <ul style="list-style-type: none"> Retaining provisions for undeveloped lots or sites only; and/or 	<p>Retaining Site-Specific provisions would apply only to undeveloped properties or sites with no new buildings or permits that would implement the site-specific zoning since the site-specific provision was approved. If a site had been</p>

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Topic	Discussion and Policy Directions	Manner Implemented
	<ul style="list-style-type: none"> Eliminating all provisions in effect before a certain cut-off date. <p>From this, 3 scenarios arise as follows:</p> <ol style="list-style-type: none"> Undeveloped Sites Area Specific Policies in the Official Plan Outcomes of prior Tribunal Decisions (Appeals through the OMB, LPAT, or OLT) <p>Anything not covered in the scenarios above will not carry forward into the new Zoning By-law.</p>	<p>allowed additional uses under previous regulations, those permissions may still apply. However, if the site had been developed, it would lose any special permissions granted under the previous regulations that are not related to use.</p> <p>Eliminating all Site-Specific Provisions in effect before a certain cut-off date would impose a time limit for landowners to act on development plans. If the provisions lapse, the landowner would then need to reapply for an updated Zoning By-law Amendment which meets current standards and involves more recent public consultation. Specifics regarding the amount of time granted before the Site-Specific Provision or Minor Variance lapses will be contemplated further.</p>
Undeveloped Sites	<p>Sites that remain undeveloped after a given number of years will have their approvals lapse or revoked. Once this happens, the landowner will need to begin the application process again to ensure that their development continues to align with community goals and documentation requirements (as detailed within the 2024 Official Plan and would be consistent with the 2024 Provincial Planning Statement), while also ensuring that public</p>	<p>The amount of time before an approval is set to lapse will vary by the type of development:</p> <ul style="list-style-type: none"> Site Plan Approvals <ul style="list-style-type: none"> Lapsing no earlier than 3 years. Consent Approvals and Minor Variances <ul style="list-style-type: none"> Lapsing if conditions have not been met and/or no implementing building permit issued in 2 years.

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	<p>engagement feedback remains current prior to development, subject to Provincial legislative or regulatory limitations.</p>	<ul style="list-style-type: none"> ● Subdivision/Condominiums <ul style="list-style-type: none"> ○ Lapsing after 3 years, with the potential for extension (typically of 1 additional year) under extenuating circumstances.
<p>Area-Specific Policies in the Official Plan</p>	<p>The 2024 Official Plan contains a number of Area Specific Policies carried forward from the 2004 Official Plan that reflect prior amendments to generally facilitate future development applications and land uses. The Zoning By-law Update will need to consider whether the Area Specific policies should be reflected in the new Zoning Bylaw, or if a zoning by-law amendment should be required to meet community land use planning goals and priorities and should be omitted.</p>	<p>Each site-specific policy in the 2024 Official Plan should be compared to existing site-specific Zoning By-law provisions, and measured against the other criteria (i.e. undeveloped, Tribunal decision) to determine a recommendation on whether it should continue, in whole or in part.</p>
<p>Tribunal (OMB, LPAT, or OLT) Decisions</p>	<p>A decision issued by the Ontario Land Tribunal (OLT) or its predecessors (OMB, LPAT) may result in site-specific provisions being placed on a property. When incorporated into the parent regulation, for example, it may not make sense to carry some site-specific provisions forward into the new Zoning By-law if they no longer meet community land use planning goals and priorities. The length of time that has elapsed since the Tribunal decision will also be considered.</p>	<p>Provisions arising from Tribunal Decisions will be reviewed and carried forward to the new Zoning By-law on a case-by-case basis.</p>

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Topic	Discussion and Policy Directions	Manner Implemented
Updating Transition Provisions	<p>The current transition provision should be updated to address a range of approvals (e.g., minor variances, consents, site plans, subdivisions) that are approved but not yet built or created (for a strictly time-limited period), and in-process building permit applications that comply with current zoning.</p> <p>Other scenarios could be considered as this project advances.</p>	<p>Specifics regarding the precise time the transition provision that would apply will be contemplated further. Once the precise time is established, any applicable applications would only have a certain amount of time to act on their approval. After this period, the transition protection would lapse automatically—though under certain circumstances, an extension might be warranted. This would require a new application to review.</p> <p>A companion guide is recommended to assist By-law users during the transition period.</p>

4 Next Steps

Phase 1 of this project concludes with the presentation of this Strategic Directions and Engagement Summary Report. This report is being presented to Council for endorsement in the first quarter of 2025. It will also be posted on the [project webpage](#).

At this stage, the project team will begin work on Phase 2—the first draft of the new Zoning By-law, using these strategic directions as the approved framework, noting that the recommendations included in this report may evolve further as the project progresses and pending further consultation with stakeholders and the public. Work for this stage will commence in Q1 2025. Phase 2 also entails another engagement cycle, expected to take place in the first or second quarter of 2025, with a statutory public meeting expected to be held in the third phase of the project.

Phase 3 is targeted to begin in the second quarter of 2025, concluding in the third quarter of 2025. In this phase, the Draft Zoning By-law will be refined further and a Project Summary Report will be prepared. Both are targeted to be submitted in the third quarter of 2025. It is projected that the final version of the new Zoning By-law will be presented to Council for approval in the third quarter of 2025 and will come into force and effect subject to any appeals received.

Sixteen (16) appeals were submitted following the County of Simcoe's approval of the Town's Official Plan, covering approximately a third of the policies in the Plan. The project team will continue to monitor any progress or updates on appeals to the Collingwood Official Plan for any considerations to this project. As the new Zoning By-law is the primary tool used to implement the 2024 Official Plan and must conform to the Plan, the outcomes of the appeals may impact the content and delay the timing for delivery of the Town's new Zoning By-law. The timelines included in this Report are targets and subject to change.