Heritage Conservation District Study

Collingwood Downtown Heritage Conservation District Town of Collingwood

















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Prepared for The Architectural Conservancy of Ontario

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Generous support provided by the Ontario Trillium Foundation

December 2012











Acknowledgements

This project was carried out under the direction of Professor Robert Shipley, Chair of the Heritage Resources Centre (HRC) at the University of Waterloo. The Project Coordinator was Kayla Jonas Galvin. Data collection and research was conducted by Lindsay Benjamin, a Master's student from the School of Planning, Christopher Sanderson, a PhD student in Planning, and Beatrice Tam, a recent graduate of the School of Planning.

This research endeavour represented a joint project between the Heritage Resources Centre and the Architectural Conservancy of Ontario (ACO). The HRC Staff members are particularly grateful to the ACO Manager Rollo Myers, President Susan Ratcliffe and ACO board member Richard Longley for their time, effort and guidance.

The ACO is indebted to Dr. Robert Shipley and Kayla Jonas Galvin for their assistance with the preparation of the *Ontario Trillium Foundation* grant application.

The project was undertaken in support of the volunteer efforts of ACO branch presidents and members, Heritage Ottawa, members of the local heritage committees and interested citizens across Ontario. These dedicated volunteers surveyed residences in the Heritage Conservation District and provided energy and purpose to the project.

We would like to thank staff at the Ministry of Culture for providing information and advice about the project: Paul King, Chris Mahood and Bert Duclos.

We would also like to thank the staff at the Heritage Resources Centre who are involved in other endeavours, yet provided support and helped with the fieldwork and administrative tasks during this project: Marg Rowell, Melissa Davies and Kristy May.

Recognition is deserved as well for Professor Rob Feick and Scott McFarlane at the University of Waterloo for their help obtaining and formatting the GIS maps. Thanks are extended to Dr. Susan Sykes at the Office of Research Ethics at the University of Waterloo for the thorough and timely approval of our research design.

We would also like to thank the local volunteers and municipal staff for their time and effort surveying residents, answering interview questions and helping to gather other vital information. Thank you to: Kyle Boegel,

Thank you!

Executive Summary

Introduction

- The Ontario Heritage Act enables municipalities to designate Heritage Conservation Districts (HCDs)
- Heritage Conservation Districts allow municipalities to guide future changes in these areas of special character
- This study of Heritage Conservation Districts has been funded by the Ontario Trillium Foundation and
 is a joint effort among volunteers of the Architectural Conservancy of Ontario, the Heritage
 Resources Centre and volunteer historical societies across the province
- 32 districts designated in or before 2002 were examined

Background of the Collingwood Downtown Heritage Conservation District

- Located in the Town of Collingwood
- Consists of 239 commercial properties
- District was designated in 2002
- Plan was written by Phillip H. Carter Architect and Planner and revised by the Town of Collingwood

Study Approach

- Resident surveys were conducted door-to-door by local volunteers
- Land use mapping and a streetscape evaluation was conducted
- Sales history trends were collected from GeoWarehouse and analyzed
- Key stakeholders were interviewed
- Data on applications for alterations was collected

Analysis of Key Findings

- The following goals have been met:
 - Maintain and conserve heritage buildings
 - o Ensure compatible development
 - Preserve the existing streetscape
- The following goal has been less successful:
 - o Foster community support, civic pride, and appreciation of the District
- 75% people surveyed are very satisfied or satisfied with living in the district
- The majority of applications for alterations are approved within a month
- Properties in the Collingwood Downtown district are performing well in the real estate market 21 (over half) of the properties sold above average
- Overall, the Collingwood Downtown Heritage Conservation District has been a successful planning initiative

Recommendations

The following aspects of the district represent areas for improvement:

- Track applications for alterations in a comprehensive and easily accessible manner
- Create an education program to foster community support, civic pride, and appreciation of the District by addressing the lack of knowledge, and focusing on preservation goals

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1.0 Introduction

1.1 Heritage Act and Designation

The Ontario Heritage Act (Subsection 41. (1)) enables municipalities to designate Heritage Conservation Districts (HCDs). A Heritage Conservation District is an area with "a concentration of heritage resources with special character or historical association that distinguishes it from its surroundings." Districts can be areas that are residential, commercial, rural, industrial, institutional or mixed use. According to the Ministry of Culture, "the significance of a HCD often extends beyond its built heritage, structures, streets, landscape and other physical and special elements to include important vistas and views between buildings and spaces within the district."

The designation of a Heritage Conservation District allows municipalities to protect the special character of an area by guiding future changes. The policies for guiding changes are outlined in a Heritage Conservation District Plan that can be prepared by city staff, local residents or heritage consultants. A Heritage Conservation District Plan must also include a statement of objectives and guidelines that outline how to achieve these objectives³.

1.2 Rationale for Heritage Conservation District Study

With funding from the Ontario Trillium Foundation, volunteers from branches of the Architectural Conservancy of Ontario (ACO) and Historical Societies partnered with the Heritage Resources Centre (HRC) at the University of Waterloo to undertake Phase 2 of a province-wide research program to answer the question: have Heritage Conservation Districts in Ontario been successful heritage planning initiatives over a period of time?

Many people now consider the Heritage Conservation District to be one of the most effective tools not only for historic conservation but for good urban design and sound planning. At least 102 HCDs are already in existence in Ontario with the earliest designations dating back to 1980. While more are being planned and proposed all the time there is also a residual resistance to HCDs from some members of the public. Typically this resistance centres on concerns about loss of control over one's property, impact on property values and bureaucratic processes. On the other hand, the benefits of HCDs, establishing high standards of maintenance and design, allowing the development of and compliance with shared community values and the potential for increasing property values, are not as widely perceived as might be the case.

Since it takes a period of time for the impacts of district designation to manifest, Phase 1 of the study concentrated on examining the oldest districts, those designated in or before 1992. Phase 2 continued to look at well-established districts. Applying the criterion of residential, commercial or mixed-use areas designated in 2002 or before, 32 HCDs were examined. These districts are found in or near the following areas: Cobourg, Hamilton, Ottawa, St. Catharines, Markham, Toronto, Centre Wellington, Orangeville, London, Stratford, and the Region of Waterloo.

¹ Ontario Heritage Toolkit, Heritage Conservation Districts, Ministry of Culture (2006), Page 5

² Ontario Heritage Toolkit, Heritage Conservation Districts, Ministry of Culture (2006), Page 5

³ Ontario Heritage Toolkit, Heritage Conservation Districts, Ministry of Culture (2006), Page 12

Figure 1 shows that the 32 districts have a wide geographic distribution and represent various community sizes. The types of districts that are part of the study are also evident.

Geographical Distribution		Community Size		Туре	
Northern	0	Small Community 11		Commercial	6
Eastern	7	Medium Sized	10	Residential	20
Central	19	Large City	11	Mixed	6
South Western	6				
	32		32		32

Figure 1: Distribution of Heritage Conservation Districts under examination.

The study sought to answer the following specific questions in each of the 32 Heritage Conservation Districts:

- Have the goals or objectives set out in the District Plan been met?
- Are residents content living in the Heritage Conservation District?
- Is it difficult to make alterations to buildings in the Heritage Conservation District?
- Have property values been impacted by the designation of the district?
- What are the key issues in the district?

These questions were answered through the contributions of local volunteers from the Architectural Conservancy of Ontario branches, Historical Societies and local heritage committees as well as through communication with local municipal officials.

2.0 Background of the Collingwood Downtown Heritage Conservation District

2.1 Description of the District

The Collingwood Downtown Heritage Conservation District is located in the Town of Collingwood. It runs along Pine Street, Hurontario Street, St. Marie Street and Elgin Street between First Street and Hume Street. It also includes parts of Heritage Drive. The district consists of 239 commercial buildings.

2.2 Cultural Heritage Value of the District

The Heritage Conservation District Plan describes the heritage character as follows:

"Collingwood's HCD encompasses a large portion of the traditional town. It is comprised of a main street of commercial and public buildings built between about 1880 and 1910 that is linked by streets and pedestrian pathways to enclaves of historic residential, institutional, and public buildings, and park spaces.

The District has value in its representation of the history and economic prosperity experienced by the town from its founding in 1855 as a railway and shipping terminus on Georgian Bay, to the early 20th century.

The District preserves the historic street plan with its duo-orientation to the port and shipbuilding activity at the shoreline, as well as the railway line. The centre street, Hurontario Street, is wider (99 ft.) than the standard (66 ft.) and is among the best preserved 19th century grand main streets in Ontario. It is lined with 1880-1910 commercial and public buildings and is unique in maintaining the angled parking designed to accommodate the first automobiles in the town.

Radiating from Hurontario Street is an important historic grid of streets, pedestrian lanes, and pathways. The area has a variety of residential neighbourhoods and enclaves of public and institutional buildings and parks that are important in chronicling the evolution of the town's development and economy.

The District is integral to the preservation of Collingwood's identity and origin as a small, 19th century Ontario, waterfront town. It is also critical to the long-term economic vitality of the community" (p. 15).

2.3 Location of the District



Figure 2: Map of Collingwood Downtown Heritage Conservation District.

2.4 Designation of the District

The Collingwood Downtown Heritage Conservation District Plan was originally written by Phillip H. Carter Architect and Planner in 2002, but was updated in 2008 by the Town of Collingwood. The district is protected by Bylaw 02-12, passed December 2, 2002 and revised March 13, 2003.

According to the current plan, the Town of Collingwood updated the original plan in 2007-2008, stating that "starting in 2007, the Town of Collingwood undertook the task of updating, modifying, and consolidating Carter's *Collingwood Downtown Heritage Conservation District Study and Plan*, without substantially altering the contents" (p. 9).

3.0 Study Approach

3.1 Resident Surveys

Residents of the Collingwood Downtown Heritage Conservation District were asked a series of questions relating to their experiences and satisfaction living in the district. These surveys were conducted door-to-door by local volunteers. Of the 239 properties, a sample was taken resulting in surveys being conducted at 120 properties. Sixty-five of 120 residents answered surveys, representing a 54% response rate. The tabulated findings of the survey are presented in Appendix A.

3.2 Townscape Survey

A Townscape Survey of Collingwood Downtown was conducted in September 2011. The purpose of this survey is to provide an objective way to evaluate streetscapes. There are two elements to the survey; land use mapping and a streetscape evaluation. Land use maps, which represent the current use of buildings in the district, were produced for Collingwood Downtown (see Appendix B). The streetscape evaluation involves the use of a view assessment pro forma that generates scores between one and five for 25 factors in a view. A total of 45 views were photographed and evaluated (see Appendices C and D). The summary of the scores is included as Appendix E.

3.3 Real Estate Data

Sales history trends for properties within each Heritage Conservation District (HCD) under study were calculated and compared against non-designated properties in the immediate vicinity of each district. Sales records spanning an average 30 year period were identified for individual district properties using GeoWarehouse[™], an online subscription database commonly used by real estate professionals.

To measure the market performance of properties within a given HCD the designated properties were compared with surrounding real estate. Properties within the HCD that had more than one record of sale were plotted on graphs and compared with the average sales figures for properties outside the HCD and within a 1 km radius. This comparison was done using three factors: first the line of best fit (a trend line derived from regression analysis) was compared to establish which was rising or falling at the greater rate, second the period between designated property sales was compared with that segment of the longer line that coincided with it and third the gap between the designated property sale value and the average for that year was noted. From this the judgement was made whether the designated property performed above, at, or below the average.

It is expected that the use of average sales prices from the immediate vicinity of a district as opposed to the use of municipality-wide sales trends would provide a more accurate comparative record to show how the district designation status itself affects property values. Aside from the locational factor (i.e. properties located within a district), it must be recognized that this study did not take into account a variety of other issues that can also affect sales prices (e.g. architecture, lot size, zoning etc.). This comparison simply looks at

the single variable of designation. A total of 872 properties sales histories were calculated as part of this study.

3.4 Key Stakeholder Interviews

Individuals that had special knowledge of each district were interviewed for their experiences and opinions. These stakeholders often included the local planner, the chair or a member of the Municipal Heritage Committee and members of the community association or BIA. Two people were interviewed for the Heritage Conservation District. Both interviews were conducted over the phone. Those interviewed included the staff liaison to the Municipal Heritage Committee and a member of the Heritage Advisory Committee. A summary of the responses is included in Appendix G. Interviewees are not identified in accordance with the University of Waterloo policy on research ethics.

3.5 Requests for Alterations

With respect to the requests for alterations within the Heritage Conservation District, the study wished to answer these questions in each district:

- How many applications for building alterations have been made?
- How many applications have been approved or rejected?
- How long did the application process take for individual properties?
- What type of changes were the applications for?

For the Collingwood Downtown Heritage Conservation District, the information regarding the number of applications for alterations and the time it took to receive approvals was not available.

4.0 Analysis of Key Findings

4.1 Have the goals or objectives been met?

The Heritage Conservation District Plan lists many objectives in Section 5 that can be placed in four categories to evaluate:

a) Maintain and conserve heritage buildings.

The objective to maintain and conserve buildings has been met. Drawing on measures collected in the Townscape Survey, conserved elements evident, quality of conservation work, façade quality and maintenance all scored well. In addition, there are few neglected historic features and no dereliction. In short, the area is well maintained and historic elements as well as buildings have been conserved.

b) To ensure compatible development.

The goal to ensure compatible development has been met. The score for coherence in the Townscape Survey was moderately good. Likewise, the quality of new development category did moderately well.

c) To preserve the existing streetscape.

The goal to preserve the existing streetscape has been met. The Townscape Survey indicates that the coherence, edge feature quality, public planting, legibility and street furniture all scored well. These characteristics indicate a well-maintained commercial streetscape.

d) To foster community support, civic pride, and appreciation of the District. The goal to foster community support, civic pride, and appreciation of the District has been less successful. Though there is a high level of signage regarding the place name and historic reference, there are still a large number of people who do not know they own or rent property in a district. Nine people (almost 14%) did not know the area was a Heritage Conservation District. Furthermore, 16 of 64 respondents indicated they had no understanding of how the district worked and 17 of 64 respondent's knowledge of the district revolved around restrictions. This lack of knowledge indicates an area for improvement.

4.2 Are people content?

Two questions in the resident survey addressed people's contentment with living in the district. Most of the respondents (37 of 65) were located in the area before it was designated. The majority (16) of them felt positively about the designation, another ten people felt neutral and six people had negative feelings. Of the 26 who moved to the area after it was designated, 20 people stated that the designation did not affect their decision to move to the area.

Currently, 31 of 64 respondents are very satisfied with living in the district. An additional 17 people is satisfied with living in the district. This represents a 75% satisfaction rate. Ten people indicated they were neither satisfied nor dissatisfied. Two respondents indicated they

were dissatisfied, and one person was very dissatisfied. Three people stated they did not know how they felt.

The satisfaction rates indicate that people were happy with the district at the time of designation and that this level of satisfaction has been maintained.

4.3 Is it difficult to make alterations?

Only 29 respondents indicated they had made applications for alterations. All but one of the applications was approved. Of the 28 applications approved, 18 (over half) took less than a month, three applications took one-to-three months, and five people said it was "not long." Only one person indicated the application took over four months. Clearly, the application process in the Collingwood Downtown District is not lengthy. The fast turnaround might be related to the fact that staff has delegated authority for minor alterations. The records from the Town of Collingwood were not available.

4.4 Have property values been impacted?

According to the resident surveys, 26 of 65 respondents believed that the designation has increased their property values. Another 20 believed there was no impact and only one person thought the designation had a negative impact on the value of their property.

The data from GeoWarehouse indicated that only 41 of the 239 properties had sales histories. Of these properties, 21 preformed above average, 12 at average and eight below average. Two additional properties were outside of the sample.

This is an area with a booming market. Half of the properties are performing above the market average. Another quarter of the properties are performing in line with the average. At least four of the well-performing properties appear to have been renovated. They were bought and sold again within a year or two at a much higher value. In the group of poorer performers two properties showed catastrophic drops in price to a figure likely below the land value, which is difficult to explain. Two sales histories were out of the sample as they did not have sales after designation.

4.5 What are the key issues in the district?

a) Development Pressure

The key stakeholder interviewees both indicated that one of the major issues in the district is development pressure, both for new development as well as unsympathetic additions. This observation is supported by the survey responses, where many of the comments indicated the restrictions were too ridged.

5.0 Conclusions

5.1 Conclusions

- The following goals have been met:
 - Maintain and conserve heritage buildings
 - o Ensure compatible development
 - Preserve the existing streetscape
- The following goal has been less successful:
 - o Foster community support, civic pride, and appreciation of the District
- 75% people surveyed are very satisfied or satisfied with living in the district
- The majority of applications for alterations are approved within a month
- Properties in the Collingwood Downtown district are performing well in the real estate market – 21 (over half) of the properties sold above average

Overall, the Collingwood Downtown Heritage Conservation District has been a successful planning initiative.

5.2 Recommendations

The following aspects of the district represent areas for improvement:

- Track applications for alterations in a comprehensive and easily accessible manner
- Create an education program to foster community support, civic pride, and appreciation of the District by addressing the lack of knowledge, and focusing on preservation goals

Appendices

Appendix A

Tabular Results of Resident Surveys

Heritage Conservation District Name: Collingwood

1. Are you the owner or tenant of this property?

Responses 65

	Owner	Tenant-Commercial	Tenant - Residential
Counts	32	29	4
Percentage	49.23	44.62	6.15

2. Are you aware you live within a HCD?

Responses

	Yes	No
Counts	56	9
Percentage	86.15	13.85

65

3. Did you move here before or after the area was designated?

Responses 64

	Before	After
Counts	37	27
Percentage	57.81	42.19

4. If you lived here before designation, how did you feel about it at the time?

Responses 32

Positive	16
Negative	6
Neutral	10
Mixed Feelings	0

5. If you came after the designation did the designation affect your decision to move here?

Responses

26

	Yes	No
Counts	6	20
Percentage	23.08	76.92

6. What is your understanding of how the HCD works?

Responses 64

Preservation	24
Restriction	17
No understanding	16
Good Understanding	7

7. Have you made application(s) for building alterations?

Responses 64

	Yes	No
Counts	29	35
Percentage	45.31	54.69

8. If so, were your applications for alterations approved?

Responses 29

	Yes	No
Counts	28	1
Percentage	96.55	3.45

9. On average, how long did the application take?

Responses 28

Over 5 months	1
4 to 5 months	0
1 to 3 months	3
Less than 1 month	18
Not long	5

10. Overall, how satisfied are you with living in a HCD?

Responses 64

	Mean Score out of 5	Very Satisfied	Satisfied	Neither Satisfied or Dissatisfied	Dissatisfied	Very Dissatisfied	Do not Know
Counts	4.03	31	17	10	2	1	3
Percentage		48.44	26.56	15.63	3.13	1.56	4.69

11. How do you think the HCD designation has affected the value of your property compared to similar non-designated districts?

Responses 65

	Mean Score out of 5	Increased a Lot	Increased	No Impact	Lowered	Lowered a lot	Do not Know
Counts	3.50	4	22	20	1	0	18
Percentage		6.15	46.81	42.55	2.13	0.00	27.69

12. Do you think the HCD designation will affect your ability to sell your property?

Responses	51

No	19
Yes	1
Yes, easier	16
Yes, harder	0
Don't know	9
Maybe	2

13. Comments

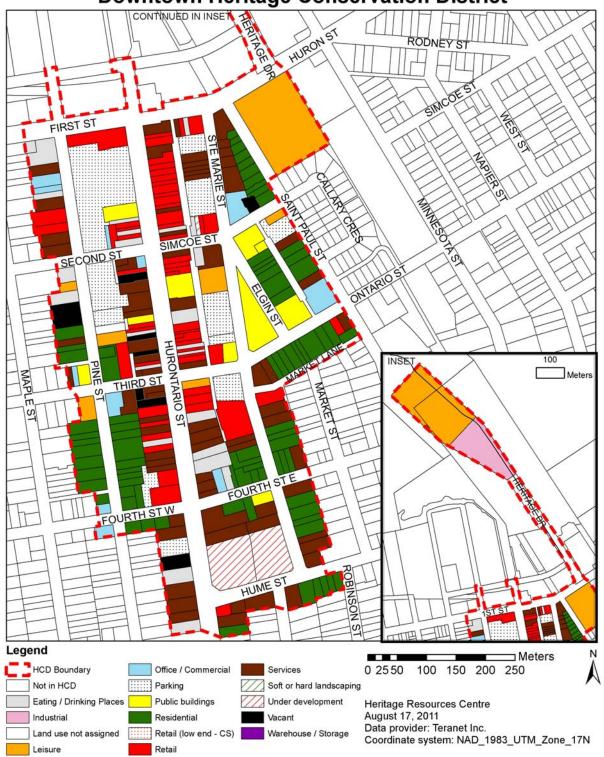
Comments: everyone needs to work together (1), some restorations are uncomforting (1), it hasn't impacted me yet (1), concerns over doing renovations by future owners (1), too overbearing - no being able to deal with my property the way we went to (1), hope the district will shown to others not just those that live here (1), fits with look and feel of business (1), colours are a bit drab (2), too tight(2), dedicated staff are readily available for discussion, greatly help the building application process (1), Collingwood is a good area for business (1), consumer do not know it is an HCD (2), location desirable (4), wonders how it is monitored (1), important that everyone work under the same rules (1), very positive impact for property owners (1)

Total Population	120
Participants	65
Participation Rate	54.16666667

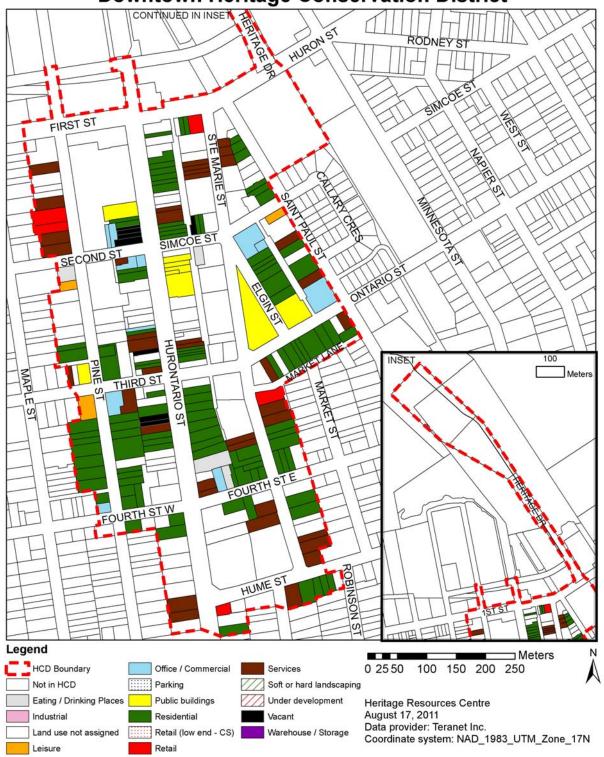
Appendix B

Land Use Map

Ground Level Land Use in Collingwood Downtown Heritage Conservation District

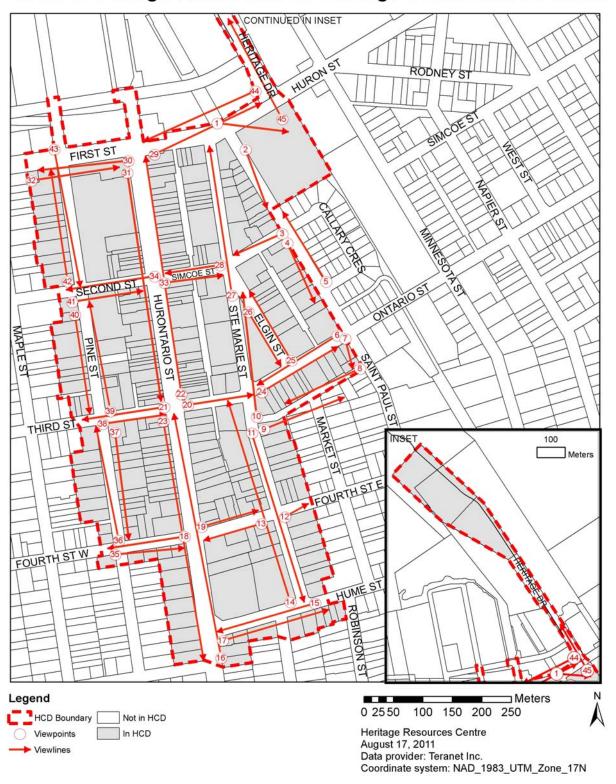


Upper Level Land Use in Collingwood Downtown Heritage Conservation District



Appendix C Map of Views

Views in Collingwood Downtown Heritage Conservation District



Appendix D Photographs of Views





View 11 View 12













View 17 View 18





View 19 View 20











View 23 View 24





View 25



View 26



View 27



View 28



View 29 View 30





View 31



View 32



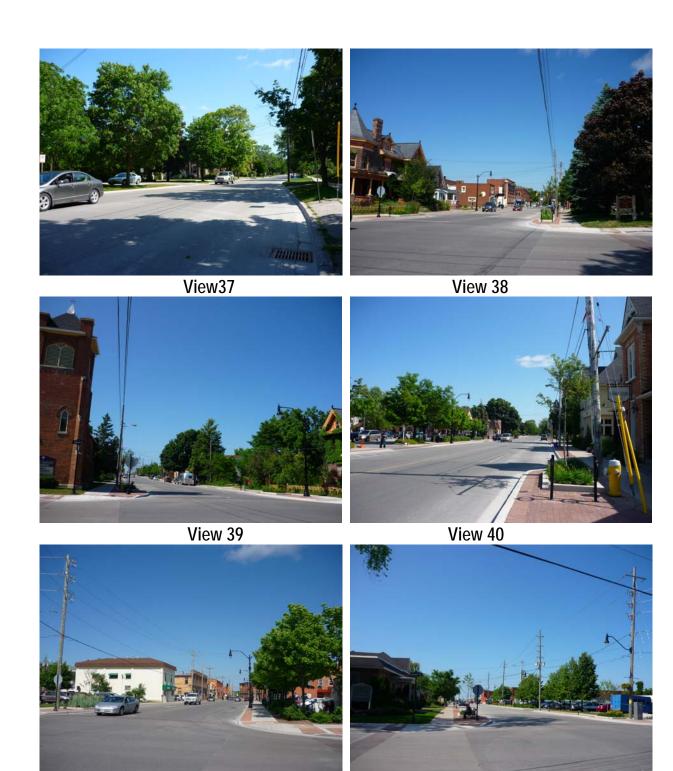
View 33



View34



View 35 View 36



View 41 View 42





View 43 View 44



View 45

Appendix E Townscape Evaluation Pro Forma

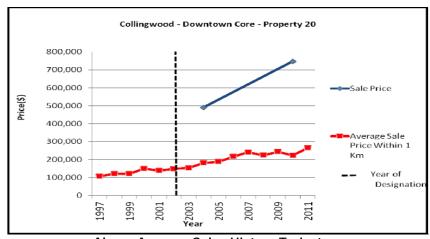
A. Streetscape Quality				
		Out		Out of
	Score	of	%	5
A1-Pedestrian friendly	172.5	230	75.00	3.8
A2-Cleanliness	179.5	230	78.04	3.9
A3-Coherence	154.5	230	67.17	3.4
A4-Edgefeature Quality	179.5	230	78.04	3.9
A5-Floorscape Quality	181.5	230	78.91	3.9
A6-Legibility	171	230	74.35	3.7
A7-Sense of Threat	177.5	230	77.17	3.9
A8-Personal Safety: Traffic	161	230	70.00	3.5
A9-Planting: Public	129	170	75.88	3.8
A10-Vitality	166	230	72.17	3.6
A 11- Appropriate Resting Places	164.5	230	71.52	3.6
A12-Signage	152	230	66.09	3.3
A13-Street Furniture Quality	167	230	72.61	3.6
A14-Traffic Flow. Appropriateness	171	230	74.35	3.7
SUM A	2326.5	3160	73.62	3.7

Impression Score				
Aggregate Score	4040	5575	71.83	3.6

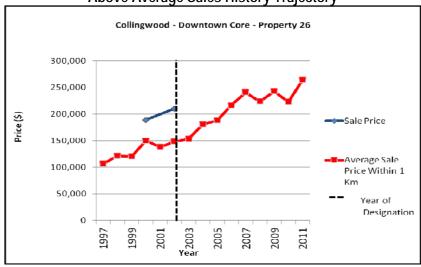
B. Private Space in View				
	Out C		Out of	
	Score	of	%	5
B15-Advertising, in keeping	115	180	63.89	3.2
B16-Dereliction, Absence of	177	230	76.96	3.8
B17-Detailing, Maintenance	171	230	74.35	3.7
B18-Facade Quality	161	230	70.00	3.5
B19-Planting Private	119	180	66.11	3.3
SUM B	743	1050	70.76	3.5

C. Heritage in View				
		Out		Out of
	Score	of	%	5
C20-Conserved Elements Evident	165	230	71.74	3.6
C21-Historic Reference Seen	162	230	70.43	3.5
C22-Nomenclature/Place Reference	156.5	225	69.56	3.5
C23-Quality of Conservation Work	167.5	230	72.83	3.6
C24-Quality of New Development	139	225	61.78	3.1
C25-Neglected Historic Features	180.5	225	80.22	4.0
SUM C	970.5	1365	71.10	3.6

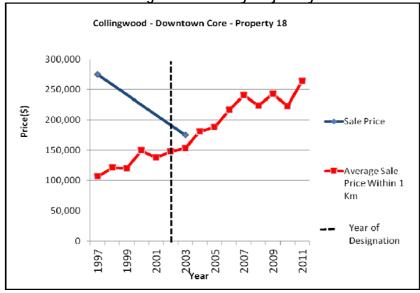
Appendix F Real Estate Data



Above Average Sales History Trajectory



Average Sales History Trajectory



Below Average Sales History Trajectory

Appendix G Summary of Key Stakeholder Interviews

Heritage Conservation District Name: Downtown Core Month(s) of Interviews: December 2011 and January 2012 Number of People Interviewed: 2

Question	Summary of Answer
1. How are you	Resource staff to Municipal Heritage Committee
involved in the	Chair of Collingwood's Heritage Advisory Committee
HCD?	Business owner in the HCD
2. How did the	Joint effort between the Town of Collingwood and the LACAC
HCD come	 Undertook a heritage study that lead to nominating the area for district
about?	designation
about	 Ontario Municipal Board decision to protect the downtown core to maintain it's
	identity and protect from unsympathetic encroachment of commercial
	development
3. In your	Well accepted by property owners and public (2)
opinion how	 Support for the creation of the district was so unanimous that the district
has the HCD	boundary was expanded to include more properties
designation	For the most part Collingwood is proud of the HCD designation as it draws
been	tourists, representing a good economic resource for the Town
accepted?	 Some feel that the designation detracts from development in the area
4. In your	HCD Plan was created and is enforced by bylaw
experience	Heritage permit is required for exterior alterations
what are the	 Town staff assist in determining if property owners need a heritage permit
HCD	
management	
processes in	
place and how	
do they work?	
5. In your	Apply for Heritage Permit (2)
experience	Minor alterations (paint, etc.) are handled by staff (2)
what is the	 Larger alterations are referred to the Municipal Heritage Committee (MHC)
process for	where owners are invited to present their request (2)
applications	Minutes from MHC meeting are presented to Council at which point they pass a
for alterations?	resolution (2)
6. Is there a	Website dedicated to the HCD (heritagecollingwood.com) (2)
communication	 Quarterly hardcopy newsletter direct mailed to property and business owners in
process set up	the district (2)
for the HCD?	City buys the back page of the local newspaper and prints municipal notices
	 Heritage Week – press release, window display, etc.
7. In your	Very large district with a lot of support from staff and property owners, grant and
opinion, what	tax rebate programs in place and an efficient, streamlined management process
are the issues	Without support of council it is hard to maintain the integrity of the HCD
that are unique	Unsympathetic development and development pressure (2)
to the HCD and	developer pushing to amend HCD Plan to change the zoning to increase
how have they	allowable density in the district from three to six storeys

been managed?	
8. What are similar non designated areas?	• No
9. Other comments	 Legislation on intensification (Places to Grow Act) are challenging municipal heritage bylaws, often trumping bylaws at Ontario Municipal Board hearings This makes it difficult for districts to rely on the Provincial Policy Statement, 2005 and the Municipal Act