



REPORT TO CITY BUILDING COMMITTEE

October 8, 2019

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TO: CITY BUILDING COMMITTEE

SUBJECT: GROWTH MANAGEMENT OPTIONS AND LAND USE POLICY DIRECTIONS

WARD: ALL

PREPARED BY AND KEY CONTACT: TOMASZ WIERZBA, PLANNER
EDWARD TERRY, RPP, PLANNER

KATHY SUGGITT, RPP, MANAGER OF STRATEGIC INITIATIVES,
POLICY AND ANALYSIS

SUBMITTED BY: M. BANFIELD, RPP, DIRECTOR OF PLANNING AND BUILDING SERVICES

GENERAL MANAGER APPROVAL: A. MILLER, RPP, GENERAL MANAGER OF INFRASTRUCTURE AND GROWTH MANAGEMENT

CHIEF ADMINISTRATIVE OFFICER APPROVAL: M. PROWSE, CHIEF ADMINISTRATIVE OFFICER

RECOMMENDED MOTION

1. That the growth management option described in Scenario 3 of the Report to City Building Committee dated October 8, 2019, be approved.
2. That the land use policy directions proposed in the Report to City Building Committee dated October 8, 2019, be approved.
3. That staff in the Planning and Building Services Department be directed to use the approved growth management option and the land use policy directions as the basis of the City's new Official Plan.

PURPOSE & BACKGROUND

The purpose of this Report is to provide members of the City Building Committee with growth management options as well as an overview of proposed land use policy directions which are to be the basis of the new Official Plan (OP). The growth management options have been evaluated against Barrie's land needs over the long term and are informed by public input gathered to date. Staff are seeking Committee and ultimately Council endorsement of the preferred growth option and land use policy directions in order to continue work on the new OP over the next few months with a targeted release of a first draft of the document in Spring 2020.

Report Overview

This staff report describes three growth management scenarios for consideration. These scenarios are prepared in order to allow Committee and Council to make a determination as to how to best manage and distribute growth and development over the next 20 years. Each of the growth management scenarios presented herein represent a transformation of Barrie as it matures into a mid-sized city. The city will begin to look and feel different as it becomes more densely populated and more urban, with complete neighbourhoods and communities that meet the needs of residents over the course of their entire lives.



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Further, each scenario proposes a strategy to ensure Barrie will be well positioned to remain competitive in an economy increasingly driven by the service and knowledge-based sectors. Throughout this transformation it is important to maintain the sense of community, connection to the past, and access to the waterfront as well as other public spaces that make Barrie unique.

This staff report also proposes a comprehensive set of land use policy directions which will lay the foundation of the new OP and facilitate a mid-sized city community structure with strong economic and community growth nodes. These land use policy directions are based on extensive public consultation and contemporary land use planning theory and practice.

Committee received a presentation and [planning staff memo dated June 11, 2019](#) which provided a status update on the new OP project as well as some background work that had been completed to date. That memo provides the context for the growth management scenarios and land use policy directions presented in this report.

The majority of this report focuses on describing the growth management options in order to compare them to each other and present the option recommended by staff. This particular stage of the new OP project is a critical one as the community structure will be determined based on the growth option endorsed by Committee and Council. Staff will build the new OP around the chosen growth scenario.

Report Structure

This report consists of two separate but interrelated parts. Part I focuses on growth management options. Part II presents the land use policy directions which are to underpin Barrie's new OP.

Part I – Growth Management

Part I of this report describes three growth management scenarios. These scenarios are all based on the Land Needs Assessment Report (LNAR) prepared by Watson and Associates ('Watson') in May 2019, and were developed in order to address the City's intensification challenges, determine the City's Designated Greenfield Area (DGA) density target, and reconcile the City's potential need for additional DGA land to accommodate growth forecasted for Barrie over the 2031-2041 period. The LNAR is a required component of the Municipal Comprehensive Review (MCR) that is part of the new OP process.

Although Planning staff believe we have enough information now to make a recommendation on policy direction, more information and financial analysis will have to be done to provide greater clarity before final policy is presented to Council. In that regard, the preferred scenario would have to be compared against the infrastructure planning work completed for the Master Plans (e.g. transportation master plan) to fully understand the implications of implementation.

Part II – Land Use Policy Directions

Part II of this report describes a series of Land Use Policy Directions which, if endorsed, will form the basis of the Barrie's new OP policies. These land use policy directions build upon the land use policy directions summary prepared by Dillion Consulting Ltd. (see Appendix "B"). These policy directions stem from research the Planning staff did in preparing a series of [Discussion Papers](#) which were released for public review and engagement in late spring/early summer 2019. The feedback received during the public engagement has helped to provide a sense of the community's appetite for change and to tackle the big issues municipalities face in planning to accommodate growth while trying to maintain a sense of identity and connection to their past. These land use policy directions are designed to work with any one of the three growth scenarios proposed, but will be most effective when paired with the recommended growth scenario (i.e. Scenario 3).



PART I - GROWTH MANAGEMENT: ANALYSIS

In Ontario's top-down land use policy led system, Provincial legislation and policy documents dictate how municipalities are to plan for growth. The City's new OP must conform to the Growth Plan, 2019. The Growth Plan sets out the City's population and employment forecasts to the year 2041 as well as the density and intensification targets that municipalities must plan to achieve. The City must plan to achieve an annual intensification target of 50% along with a density target 150 persons and jobs per hectare for the Urban Growth Centre (UGC) and 50 persons and jobs per hectare in the DGA. Appendix "A" illustrates where these policy areas are located throughout the city. Intensification is measured by the annual number of dwelling units created within the Built-Up Area (BUA). This means that for every year following the approval of the new OP, 50% of all new dwelling units created annually must be within the BUA as illustrated on Appendix "A". Furthermore, the Growth Plan requires the City to plan to achieve, at a minimum, the densities currently being achieved on the City's DGA lands.

Land Needs Assessment Methodology

To ensure that municipalities have enough land to meet their forecasted growth the Province developed a Lands Needs Assessment (LNA) Methodology. The LNA Methodology is a prescriptive, step-by-step process, which tests a municipality's land supply against the anticipated demand (i.e. the population and employment forecasts). Following the LNA Methodology staff worked with Watson to prepare the required Land Needs Assessment Report. This draft report has been provided to the Ministry of Municipal Affairs and Housing for review and comment. At time of writing, Staff are awaiting detailed feedback from the Ministry staff, however they have indicated that they believe that the City has properly followed the Provincial methodology.

Land Needs Assessment Report

The LNAR was provided to the members of City Council in June 2019 and is also available on BuildingBarrie.ca. The LNAR concludes that the City will struggle to meet the required 50% intensification target due to a couple of key factors: 1) a large amount of growth is already planned for and allocated to the Salem & Hewitt's Secondary Plan areas; and 2) intensification potential around the City's two GO stations, which are considered to be Major Transit Station Areas (MTSAs) in the Growth Plan, is limited. The South Barrie GO station is actually outside of the Built Boundary and so development around it does not contribute towards intensification efforts, and the Allandale GO station has constraints associated with its proximity to the waterfront and parkland as well as the historic Allandale residential community. As such, these factors may affect the City's ability to achieve the intensification target in the Growth Plan.

The LNAR concludes that the City may not have enough designated land within the current *Settlement Area* boundary to accommodate the forecasted employment and residential growth up to 2041. The results of the LNAR are based on certain assumptions related to density and intensification. As such it is important for the Committee to recognize that the results of the LNA Report are not prescriptive, meaning that the City is not obligated to simply accept the results of the LNAR. Rather, Committee and Council must consider the growth management scenarios presented in this staff report (PLN03-19) and decide which scenario is best at balancing the needs of the community and businesses all while accommodating the City's forecasted growth to the year 2041. Committee and Council will also need to understand and consider the financial implications of the preferred growth scenario before final policy decisions are made.

Key Terms and Concepts

Prior to describing the growth management scenarios it is important to define several key terms and concepts. Understanding these terms and concepts is critical to understanding the differences between the growth management scenarios presented in this report.

Intensification Rate



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The growth management scenarios presented herein are centered on intensification targets. In the context of the Growth Plan intensification refers to development occurring within the City's BUA. The annual intensification target for Barrie is 50%. As the intensification target applies following the approval of the new OP, 50% of all future residential development occurring each year to 2041 must also be in the BUA. It is therefore useful to organize the City's growth management scenarios around intensification targets as it is easy to differentiate one scenario from another. Another reason to organize the growth scenarios around the intensification target is the effect intensification has on the need for additional land. This is because intensification and land need have an inverse relationship; as intensification goes up the need for additional land goes down.

Community Areas vs. Employment Areas

The Growth Plan prescribes that the forecasted population growth be accommodated on *Community Area* lands. The term *Community Area* was introduced in the Province's LNA Methodology and refers to lands that are designated to accommodate population and the majority of Barrie's Population-Related Employment growth (e.g. commercial, retail jobs, institutional, and multi-tenant office uses). By measuring the quantum of *Community Area* land it is possible to determine if there is enough land to accommodate future growth. Nearly all lands within the City's *Settlement Area* boundary are *Community Area* lands; this includes the Urban Growth Centre (UGC), BUA lands, and DGA lands. Only *Employment Area* lands, which are lands reserved to accommodate primarily industrial type employment and supportive uses, are outside the *Community Area* lands.

Settlement Area Expansion

A *Settlement Area* boundary typically identifies lands that are designated to accommodate growth. A municipal boundary, which typically extends beyond a *Settlement Area* boundary, identifies the extent of a municipality's territory. The lands between a *Settlement Area* boundary and municipal boundary are typically agricultural or rural. For Barrie, any proposed expansion of the *Settlement Area* boundary does not affect the municipal boundary. Rather, it means some of the Post-2031 lands will become re-designated from agricultural/rural uses to *Community Area* or *Employment Area* uses. Appendix "A" illustrates the location of Barrie's *Settlement Area* boundary vs. the municipal boundary.

Barrie currently has enough *Community Area* and *Employment Area* lands to accommodate population growth to the year 2031. As per Watson's LNAR the City requires additional *Community Area* and *Employment Area* land to accommodate the 2031-2041 forecast population and employment growth. The only way to add more *Community Area* or *Employment Area* land is to designate lands in the Post-2031 area for growth. To allow growth to occur on Post-2031 lands a *Settlement Area* boundary expansion must occur. This is done through a Municipal Comprehensive Review, which is currently underway as part of the new Official Plan, and requires Ministerial approval.

The amount of *Community Area* land required to accommodate the 2031-2041 population forecast hinges on the intensification target. That is, as more people are accommodated within the City's BUA, the fewer number of people that have to be accommodated on new *Community Area* lands. However, there is a limit to how many people can be realistically accommodated through intensification. As such some of the forecasted population growth may need to be accommodated on new *Community Area* lands. As these new *Community Area* lands are created outside the BUA they will form part of the City's DGA lands.

Community Vision & Growth Management Assumptions

The scenarios presented herein are based on the technical work prepared by Watson in the LNAR and were developed in order to address the City's intensification challenges, determine the City's DGA density target, and reconcile the City's need for additional *Community Area* and *Employment Area* land. However, the selection of a preferred growth management scenario is more than just a technical exercise. Rather, it is about identifying a community vision for Barrie, one that will be etched into the landscape through the new OP and take shape over the next 20 years or more.

This section of the report describes the community vision which underpins the growth management scenarios discussed below. This is followed by a review of the data assumptions shared by all scenarios.

Community Vision

All three growth scenarios attempt to answer the same question: *how and where should Barrie grow and intensify?* Each of the following scenarios presents a different community vision for Barrie by answering this question.

Scenario 1

Presents a community vision which leans more toward greenfield development than intensification. In this sense Scenario 1 is more in line with past practices and does not represent a significant shift in approach to growth management.

Scenario 2

Is more intensification oriented than Scenario 1, and directs more growth to the city's BUA and developed DGA lands. Despite this Scenario 2 still relies on new greenfield lands to accommodate a significant amount of future growth. While intensification features more prominently in Scenario 2, the greenfield growth component does not represent a significant departure from past growth management practices.

Scenario 3

Relies exclusively on intensification to accommodate population and population-related employment. That is, Scenario 3 does not require additional greenfield lands to accommodate growth past 2031. Rather, it makes better use of existing greenfield lands. Scenario 3 therefore represents a shift away from past growth management practices and focuses on accommodating growth in compact and dense communities. In sum, each scenario provides a different answer to the same question. A decision must now be made as to which scenario, and therefore which community vision, best answers the question '*how and where should Barrie grow and intensify?*'

The community vision presented in each scenario is built on and guided by goals and core planning principles which are rooted in feedback gathered through public consultation and staff input. These goals and core planning principles, which underpin the community vision of all three scenarios, are as follows:



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Complete and Compact Community

Throughout public consultation it became clear that residents want to live in communities that meet their everyday needs. While Barrie is itself, as a whole, a complete community, certain areas of the city are underserviced. For example, downtown residents do not have convenient access to a grocery store. Rather, they are required to travel to buy groceries. This requires access to means of transportation. This is difficult for residents with mobility or financial challenges. On the other hand, certain areas of the city do not have convenient access to green spaces. Removing barriers to access, whether it is to healthy food options or green spaces, is a central to the concept of a compact and complete community.

Sustainability

In land use planning the term sustainability is used holistically and from a multi-disciplinary perspective. As such the community vision which underpins the growth management scenarios described below touches on elements of economic sustainability, environmental sustainability, and social sustainability. Keeping sustainability at the center of the OP will ensure that Barrie will prosper, protect our shared natural heritage resources, and be an inclusive, desirable, and affordable place to live.

Wise & Efficient Use of Resources

In addition to focusing on sustainability, the growth scenarios emphasize, to varying degrees, the wise and efficient use of resources. In this context the term resources is used broadly and refers to the City's assets, such as roads and parks, agricultural land, groundwater, and public funds. The City's assets must be used and leveraged strategically over the long term to ensure Barrie grows into a more sustainable and complete community.

Clear Land Use Policy Direction

Stakeholders, city employees, developers and residents alike have told us, loud and clear, that the City's new OP must provide unambiguous and consistent land use policy direction. The lack of a clear direction can lead to tension in the community regarding a development application, unnecessary delays in development approvals, and perhaps most importantly, inefficient use of public resources, assets, and funds.

Collectively, this list goals and principles, which has been condensed for brevity, will form a community vision that will be articulated through land use policy. By establishing a community vision, the new OP will be able to provide certainty, clarity, and direction as to where Barrie is headed over the next 22 years. Further, by establishing a community vision now it will be clear how the OP will seek to facilitate change and address the needs of industry in an effort to ensure Barrie is economically competitive. Finally, by selecting the preferred community vision and growth management option, staff will be able to more effectively and efficiently answer questions on the infrastructure and financial implications of the scenario chosen by Council.

The selection of any one scenario will require the City's infrastructure and financial plans to be updated to reflect the articulated community vision for Barrie. It is not feasible in the scope of the project as currently defined to prepare in-depth infrastructure and financial impact analysis for each of the three scenarios presented below. Rather, the preferred approach is for Council to first select a growth option. Staff will then prepare an infrastructure and financial impact analysis of the preferred scenario. This will be an iterative process where staff will re-direct growth to address servicing constraints and minimize costs while staying true to the community vision and growth option selected by Council. Staff understand that each scenario will come with its own set of costs. For example, a more intensification focused scenario may require higher upfront capital investment in existing areas than a greenfield focused scenario. However, the intensification scenario may have reduced operating costs over time when compared to the greenfield development



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oriented scenario. The combination of vision, community structure, land use policy and financial analysis will allow Council to decide which option is truly 'Made-in-Barrie'; for Barrie, in Barrie.

Growth Management Assumptions

All three scenarios are based on the same population forecast and dwelling unit mix. These are described in Table 1 and Table 2 below. Please note that the figures noted below refer to 2016-2041 growth. This is because, as per the LNA Methodology, Watson must take into consideration all of the future growth.

Table 1 – City of Barrie Growth Forecast as per Schedule 3 of the Growth Plan

Growth Type	2016 Count	2041 Forecast	2016-2041 Growth
Population	145,800	253,000	107,200
Jobs	73,780	129,000	55,220

Source: LNAR, Watson and Associates, May 21, 2019: Pg.3-34 & 5-62

To reach the forecasted population growth of 107,200 by 2041, Barrie must grow by 1,900 new residential units per year. For reference, the city grew by an average of 1,200 per year units between 1991 and 2016. The pace of growth over the 2006-2016 period has decreased to an average of 600 units per year. Therefore, while the growth forecast for Barrie is significant, the current rate of development would suggest that the city will not reach its forecast population by 2041. Nonetheless, Barrie must plan to accommodate the growth forecast as per provincial policy.

Table 2 – City of Barrie Forecast Dwelling Unit Type Mix 2016-2041

Low Density	19%
Medium Density	25%
High Density	56%

Source: LNAR, Watson and Associates, May 21, 2019: Pg.3-37

Another constant factor in all three scenarios is the total number of dwelling units required to accommodate the forecast population. Dwelling units are used here rather than persons as it is the dwelling units that consume land. The total number of dwelling units required to accommodate the forecasted population growth is summarized in Table 3 below.

Table 3 – Housing units required to accommodate 2016-2041 population growth by type

Total number of dwelling units, by type, needed to accommodate 2016-2041 population growth forecast	47,500	
Dwelling Unit Type	In Percent	In Units
Low Density	19%	9,025
Medium Density	25%	11,875
High Density	56%	26,600
<i>Total</i>	100%	47,500

The housing forecast outlined in the tables above represents a significant shift towards higher density and more compact forms of housing for the City of Barrie compared with historic patterns of growth. At present, single detached dwelling units, which fall into the low density category of Table 3, are the predominant unit type in Barrie. To conform to the policies of the Growth Plan and reflect an increasingly urbanizing community character – as driven by macro-economic and demographic trends – Watson determined that the unit mix needed to shift towards more high density and more compact housing types. The shift towards a greater share of high density housing is of critical importance as it represents a paradigm shift for the City, as summarized by Watson:

"It is important to recognize that the forecast mix of high-density housing growth summarized in this [LNA] report does not represent a status quo scenario. Achieving the targeted percentage of forecast high-density housing for the City of Barrie will require the City to re-examine many of its existing housing and land-use policies as well as to explore new housing policies and planning/financial tools." (Emphasis added)

Source: Watson Consulting, Municipal Comprehensive Review (M.C.R.) Long-Term Urban Land Needs Study, City of Barrie, 2019: Page 7-1

While the mix of units forecast for the City is indeed a significant break from past trends, it is important to note that "high density" does not only mean high-rise buildings or towers. Rather, high density units includes single detached dwellings with an accessory apartments (i.e. accessory suite). For reference, the housing unit definitions used by Watson in the LNA report are outlined below:

- **Low-density:** includes single detached and semi-detached housing. These are housing units with no units below or above.
- **Medium-density:** ground-oriented townhouse units, also referred to as row houses and apartments in duplexes where one of two dwellings is located one above the other.
- **High-density:** includes low-rise and high-rise apartment buildings. These are units that are below and/or above a unit. It is important to note that an accessory suite added to a single detached, semi-detached or townhouse housing unit is considered high density, reflecting the average occupancy of these units.

While the shift towards higher densities and more compact forms of housing is a common theme among all scenarios, it is important to note that Barrie will still accommodate ground-related housing types like single detached homes. There is currently over 6,600 single detached units in the development approvals pipeline. This, combined with the large number of single detached units already built, means that Barrie's housing supply will continue to be dominated by single detached homes.

In summary, the scenarios represent a shift towards a more comprehensive and sustainable approach to growth management. Specifically, the scenarios focus on creating more compact, complete, and desirable communities while satisfying provincial policy. As per Watson's commentary, staff wish to reiterate that these scenarios represent an elevated level of growth than what has occurred in the past. This is because the city must plan to accommodate the long term growth forecasts of the Growth Plan rather than plan based on market demand. This is an important consideration as staff do not anticipate growth to occur at the forecasted rate of 1,900 units per year at least in the short term. As such, the shift will occur over time and not take place immediately.

Growth Management Scenarios

Each of the scenarios presented below provides a different answer to the same question: *How and where should Barrie grow and intensify?* Table 4 (below) is a summary of the scenarios in terms of intensification target, DGA density targets, and the resulting land need.

Table 4 – Growth Management Scenarios Summary Table

Scenario	Scenario 1	Scenario 2	Scenario 3
Intensification Target	47%	50%	50%
DGA Density Target	62 Persons and Jobs per Hectare	63 Persons and Jobs per Hectare	68 Persons and Jobs Per Hectare

Community Area Land Need	165 Hectares	155 Hectares	None
Employment Area Land Need	116+ Hectares	116+ Hectares	103+ Hectares
Total Post 2031 Land Required	281+ Hectares	271+ Hectares	103+ Hectares
Post 2041 Lands Remaining (at maximum)	137 Hectares	147 Hectares	315 Hectares

Each scenario will be discussed further in terms of impacts on capital infrastructure and operating costs and how each scenario will (re)shape the city's built form. The *Employment Area* land need of 116 hectares, as determined in the LNAR, is consistent for Scenarios 1 & 2, with a custom 'Made-in-Barrie' solution being proposed in Scenario 3. The plus sign (+) adjacent to the *Employment Area* figure for each scenario in Table 4 above indicates that the *Employment Area* land need may increase as a result of employment land conversion requests. Details on the conversion requests are explained under Scenario 1, but they apply to all three scenarios. Should one or more of the employment land conversion requests be granted the *Employment Area* land need will increase, resulting in a greater *Settlement Area* boundary expansion. This is also consistent for all three scenarios.

Scenario 1: 47% Intensification & Settlement Area Boundary Expansion of 281+ Hectares

Scenario Summary

Scenario 1 is based on a 47% intensification target. This means that 40,700 persons are to be accommodated in the City's BUA, and 66,500 persons are to be accommodated on DGA lands. However, some of the city's existing DGA lands are already partially developed and have received some planning approvals. As such Watson forecasts that only a portion of the forecast population and non-industrial employment growth – i.e. retail, commercial, institutional, and multi-tenant office type jobs – can be accommodated on existing DGA lands.

As a result a total of 9,900 persons and jobs need to be accommodated on new *Community Area* lands (see Table 5, right). Watson forecast that these new *Community Area* lands will develop at a density of 60 persons and jobs per hectare; this density is slightly lower than what is being achieved on existing *Community Area* DGA lands. At a forecast density of 60 persons and jobs per hectare Barrie will need an additional 165 hectares of new *Community Area* DGA land.

In addition to accommodating population-related jobs, the City is required to accommodate industrial type jobs. Industrial type jobs are to be accommodated on *Employment Area* lands. As industrial type employment is to be accommodated on *Employment Area* lands, it is referred to as Employment Land Employment (ELE).

As per Table 6 (next page), the LNAR demonstrates that Barrie's 2016-2041 *Employment Area* growth is 22,120 jobs. As the current OP only looks to 2031, only 18,040 of these jobs can be accommodated on existing *Employment Area* lands. This means 4,080 jobs need to be accommodated on new *Employment Area* DGA lands. Of these 4,080 jobs, 3,091 are industrial type/ELE jobs. The remaining 990 jobs are *Population-Related Employment* jobs (e.g. commercial, retail, and office uses which service employment area land uses) which are forecast to be accommodated on new *Employment Area* lands. In total, the LNA report demonstrates an *Employment Area* land need of 116 hectares.

This land need is based on these new *Employment Area* lands developing at a density of 35 jobs per hectare. This forecast density is substantially higher than the 22 jobs per hectare *Employment Area* density currently being achieved on currently existing *Employment Area* lands (Watson Consulting LNA Report, 2019: Pg. 5-66). While employment densities are forecast to increase over the 2018-2041 growth period, with highest densities being achieved on new *Employment Area* lands, to assume an employment density higher than 35 jobs per hectare could potentially result in an *Employment Area* land shortage before 2041. As such the *Employment Area* job density forecast, and resulting *Employment Area* land need, is the same in all growth scenarios.

In addition to the demonstrated *Employment Area* land need, a further *Settlement Area* boundary may be needed to accommodate *Employment Area* land conversion requests. The Growth Plan strictly regulates the conversion of lands in *Employment Areas* to non-employment uses; in context of the Growth Plan, the term 'non-employment uses' means uses which are not industrial-type employment uses. Conversion of *Employment Area* land to non-employment uses is only permitted in certain circumstances, such as through a Municipal Comprehensive Review, which is currently underway as part of the new Official Plan project. Several land owners have taken this opportunity to request a conversion of their *Employment Area* lands to permit non-employment uses.

Table 5 – Community Area land need calculation

Total Greenfield Area Population and Employment	2041
Forecast Population and Employment at 2041 in D.G.A. and post-2031 lands	
Population	76,000
Employment	24,600
A) Total D.G.A. and Post-2031 Lands	100,600
Total Population and Employment to be Accommodated within Existing D.G.A.	
Population	67,300
Employment	23,400
B) Total D.G.A.	90,700

Land Need	2041
Greenfield Area Forecast Not Accommodated on Existing D.G.A. Lands (A - B)	9,900
Minimum Density Target for New D.G.A. (post-2031 lands) (per gross ha)	60
Community Area Land Need (ha)	165

Source: Watson Consulting, Municipal Comprehensive Review (M.C.R.) Long-Term Urban Land Needs Study, City of Barrie, 2019: Page XII-XIII.

Table 6: Calculation of Employment Area land need.

Sector	Employment ¹		Total Employment Not Accommodated on Existing Employment Lands (Proposed Employment Lands Expansion Area)		
	Employment	Employment Accommodated on Existing Designated Employment Lands ²	Employment	Density (jobs/gross ha)	Land Need, Gross ha
Industrial	12,960	9,869	3,091	30	103
Commercial/Population-Related	8,508	7,818	689	75	9
Major Office	653	353	300	85	4
Total Employment	22,120	18,040	4,080	35	116

Source: Watson & Associates Economists Ltd.

To date several employment land conversion requests have been received. Staff are currently reviewing these requests to determine if they satisfy the policies of the Growth Plan and would fit within a 'Made in Barrie' land use planning framework. Collectively, the conversion requests amount to approximately 85 hectares of *Employment Area* land. We also recognize that it is possible that additional conversion requests may be received as the new OP proceeds into the legislated 90 day public comment/review period.

The location and approximate size of the lands subject to the conversion requests received so far are:

- 594 Essa Road – 4.1 hectares;
- 622 Essa Road – 4.0 hectares;
- 6 Huronia Road – 9.7 hectares
- 90 Mapleview Drive – 4.5 hectares;
- Highway 400/Harvie Road – 15.3 hectares;
- 50 Wood Street – 8.7 hectares;
- 410 Bayview Drive – 5.3 hectares;
- 50 Welham Road – 22 hectares
- 375 Bayview Drive – 3.3 hectares
- 664/674/692 Essa Road & 366 Mapleview Drive – 8.1 hectares, and;
- 268 Essa Road – 3.1 hectares & 521 Huronia Road – 11.1 hectares: These two properties have been identified as a candidate conversion site in the 2012 Growth Management Study and LNAR, and as such will have impact on *Employment Area* land need).

The conversion of these employment lands to permit non-employment uses will have an impact on the City's *Employment Area* land need. That is, the lands subject to the conversion requests are currently assumed to accommodate a portion of the City's future industrial-type/ELE jobs according to the LNAR. The conversion of these *Employment Area* lands to permit non-employment uses means the industrial-type/ELE jobs that were to be accommodated on these lands will need to be accommodated elsewhere. As the City is already in need of additional *Employment Area* lands, the industrial-type/ELE jobs that were

to be accommodated on the employment lands subject to the conversion requests would need to be accommodated on new DGA *Employment Area* lands. As a result, the 116 ha Settlement Area expansion proposed under Scenario 1 may grow to address any additional needs as a result of the potential conversions. It is also important to understand that the conversion requests will have to go through an analysis process to determine their suitability for non-employment uses.

Collectively the *Community Area* and *Employment Area* land need would trigger a *Settlement Area* boundary expansion of, at minimum, 281 hectares, with potential to expand further should one or more of the *Employment Area* land conversions be approved.

Scenario 1 Analysis

Scenario 1 is based on a 47% intensification target and a *Settlement Area* boundary expansion of 281+ hectares. The required *Settlement Area* expansion, however, does not consume all of the Post-2031 lands. Rather, 137 hectares are left to accommodate growth after 2041; this may decrease should one or more of the employment land conversion requests be approved. The preservation of these lands to accommodate growth past 2041 is of critical importance for Barrie as it represents that lands that remain within the City's municipal boundary.

However, this scenario does not conform to the intensification policies of the Growth Plan as it does not meet the prescribed intensification target of 50%. This means Council will have to request that the Minister of Municipal Affairs and Housing (MMAH) approve an alternate intensification target for Barrie along with a *Settlement Area* boundary expansion. This request would need to be justified by demonstrating amongst other things, that the 50% intensification target cannot be achieved. Staff are of the opinion that there are sufficient intensification opportunities in the BUA to meet the 50% intensification target prescribed by the Growth Plan (see Scenario 2). Further, Staff are of the opinion that Scenario 1 leaves opportunity for an increased DGA density target, particularly as much of the existing and new DGA lands are vacant with no development approvals.

Over the 2006-2016 period the average DGA density in Barrie has been 49 persons and jobs per hectare. The LNAR forecasts that Barrie's DGA density will be 62 persons and jobs per hectare by 2041. This is an increase of 13 persons and jobs per hectare over the next 21-plus years. This is a substantial increase. However, over the 2011-2016 period DGA development has occurred at a rate of 64 persons and jobs per hectare. This 2011-2016 DGA density average excludes DGA development in the Salem & Hewitt's secondary plans as no development had occurred on these lands over that time period. Rather, the DGA density of 64 persons and jobs per hectare was achieved on DGA lands outside the Salem & Hewitt's secondary plans, closest to the BUA portion of the city. This is in line with the general trend that DGA lands closer to the BUA tend to develop at higher densities than DGA lands on the outskirts. This is what is forecast to occur for Barrie under Scenario 1. In other words, existing DGA lands are to develop at a higher density than new DGA lands.

Staff are of the opinion that overall DGA density needs to be raised to ensure that new DGA lands added to the *Settlement Area* develop at a density that at least matches the density being achieved on existing DGA lands today. There are several benefits to a higher overall DGA density. The LNAR indicates that a DGA density of 62 persons and jobs per hectare results in a *Community Area* land need of 165 hectares. A higher DGA density would reduce the *Community Area* land need. A reduced *Community Area* land need means a smaller *Settlement Area* boundary expansion. A smaller expansion will preserve a greater amount of land for post-2041 growth. Further, a reduced *Settlement Area* expansion means fewer roads, sidewalks, watermains, etc. This will directly translate into reduced operating costs over the long term. Finally, higher DGA densities result in the development of a (more) complete community as neighbourhoods reach a critical mass of residents to support a mix of uses, transit, and activate streets. To reach this critical mass, however, a more compact and diverse built form will be required. More compact and higher density forms

of housing are typically more affordable than ground-related housing types. Therefore a higher DGA density target may also help address Barrie's need for more attainable and affordable housing.

Scenario 1 Conclusion

Based on this analysis staff do not recommend Scenario 1 as the preferred growth option.

Scenario 2: 50% Intensification & Settlement Area Boundary Expansion of 271+ Hectares

As required by the Growth Plan, Barrie is to plan to reach 50% intensification. As such, Watson prepared a 50% intensification scenario. Under Scenario 2 approximately 1,800 high density units are moved from the DGA to the BUA. Further, Scenario 2 assumes that these high density units would be built earlier on in the forecast period. This forecast ensures that the city plans to achieve 50% intensification by distributing units equally between the BUA and the DGA as shown in Table 7 below. By planning to achieve the Growth Plan intensification target an alternate intensification target request to the Minister would not be required.

Table 7: Unit split between BUA and DGA for 50% intensification scenario.

Period	Housing Units, 2022 to 2041			Intensification Rate
	B.U.A.	D.G.A.	Total	
2022-2031	8,630	8,630	17,260	50%
2031-2041	9,620	9,620	19,240	50%
2022-2041	18,250	18,250	36,500	50%

Source: Watson Consulting Memo – August 14, 2019 – Page 2

The increased intensification, however, does not result in a significant reduction in land need. This is because the units moved from the DGA to the BUA are all high-density units. High-density units do not have a significant impact on land need. Rather, it is low and medium density units – which are ground-related units such as single detached or town/row houses – that have the biggest impact on land area need. Nonetheless, by accommodating more units in the BUA the total *Community Area* land need is decreased by 10 hectares to 155 hectares (vs. 165 ha in Scenario 1).

As more high density units and population shift to the BUA, there are fewer high density units to accommodate on the new *Community Area* lands. This results, somewhat counterintuitively, in a decreased DGA density on the new *Community Area* lands. Watson forecast that while the average density for all DGAs in Barrie will be 63 persons and jobs per hectare by 2041, new DGA lands would develop at a density of 54 persons and jobs per hectare.

As stated earlier, the *Employment Area* land need of 116+ hectares is the same in all scenarios. Therefore, the combined land need of Scenario 2 would result in a *Settlement Area* boundary of, at minimum, 271 hectares.

Scenario Analysis

Upon review, Scenario 2 provides an incremental improvement over Scenario 1. The key difference between the two scenarios is that Scenario 2 would not require a request for an alternate intensification target. Further, the increased intensification would reduce the *Community Area* land need to 155 hectares, reducing the overall *Settlement Area* boundary expansion. While a higher intensification reduces land need, which will translate into lower operating costs over the long term, it also has a negative impact on DGA density.

To accommodate a higher rate of intensification approximately 1,800 high density units are moved from the DGA to BUA over the forecast period. This reduces the total number of persons and jobs to be accommodated on new *Community Area* lands. This has the effect of reducing the DGA density of the new *Community Area* lands to 54 persons and jobs per hectare. As stated in the analysis of Scenario 1, staff are of the opinion that lands added to the *Settlement Area* must be used efficiently. A reduced DGA density will not allow the optimal and efficient use of new *Community Area* land. Adopting Scenario 2 would therefore be a step backwards in terms of DGA density and efficient use of land. Further, a density of 54 persons and jobs per hectare just passes the minimum threshold of 50 persons and jobs to meet the definition of being transit supportive. A higher density would not only be more efficient at supporting transit, but would also support higher forms of transit, such as light rail, should that become a reality in the future. Finally, the lower DGA density means a higher share of ground-related housing on new *Community Area* lands. The addition of more ground-related housing to Barrie's supply will not address housing affordability. On the contrary, the addition of ground-related housing reduces the likelihood that more compact, dense, and innovative forms of housing – which are critically needed to address housing affordability - will be built on the *Community Area* lands.

It is important to note that the reduction of new DGA land density in this scenario is not the result of a recommendation made by Watson. Rather, it is a result of how the Province's LNA Methodology prescribes the density is to be calculated. The methodology stipulates that the density is to be determined by dividing the total amount of persons of to be accommodated over the forecast period by the total vacant land area. In this scenario the number of people to be accommodated over the forecast period is reduced, but not the land area. This results in an undesirable density on new DGA lands.

Scenario 2 Conclusion

The main positive attributes of this scenario is that it achieves Growth Plan conformity for intensification, and reduces the *Community Area* land need by 10 hectares. However, the reduction in land need comes at the cost of density of persons and jobs on new DGA lands. A reduced DGA density will result in lower DGA densities than are currently being achieved. Staff are of the opinion that this is an inefficient use of land which undermines key elements of a complete and compact community. As such Scenario 2 is not recommended as the preferred growth option.

Scenario 3: 50% intensification with a partial (103+ ha) Settlement Area Expansion to accommodate Employment Area land growth

As with Scenario 2, Scenario 3 assumes 50% intensification over the forecast period. As such, this scenario will achieve the Growth Plan intensification target for 50% and will not require an alternate intensification target request to the Minister. The purpose of this scenario is therefore to eliminate the need for additional *Community Area* DGA lands to support the transformation of Barrie into a compact and more complete community, in line with the preferred community vision. Further, staff worked with Watson to develop this scenario to present a more financially sustainable option. That is, while it is typically cheaper to put in new infrastructure on vacant greenfield lands, servicing those greenfield lands once they are developed is more expensive than servicing infill development. This is partially because infill development occurs at higher densities and makes use of infrastructure that is already in place and being serviced by the municipality. As stated earlier, this scenario proposes another avenue through which to transform Barrie into a complete and compact community.

Under this scenario the 2031-2041 forecast population and non-industrial job growth would be accommodated on existing *Community Area* DGA lands. There is currently 1,459 hectares of *Community Area* DGA land within the *Settlement Area* boundary. To accommodate the forecast growth the overall DGA density target would need to increase to 68 persons and jobs per hectare as shown in Table 8 (below). Please note that Table 9 shows the total population and non-industrial job growth to be accommodated to 2041 on existing DGA lands, and not the 2031-2041 growth increment. The purpose of this calculation is

to determine the minimum DGA density required to accommodate all of the City's forecast growth. The DGA density of this scenario is 5 persons and jobs per hectare higher than the DGA density of Scenario 2.

By increasing the DGA density as described above, the 9,900 persons and jobs that are proposed to be accommodated on new *Community Area* DGA lands in Scenarios 1 and 2, could be accommodated on existing DGA lands.

Table 8: DGA Density required to eliminate need for additional Community Area lands.

Population and Employment Planned for City's Existing D.G.A. at 2041 ¹	
Population ²	75,200
Community Area Employment ³	24,600
Total Population and Employment	99,800
Existing Gross Land Area (ha) ⁴	1,459
People and Jobs Density per gross ha	68

¹Based on community area lands currently designated in the City of Barrie's Official Plan.

²Includes Census population undercount of 3%.

³Includes usual place of work, no fixed place of work and work at home employment.

⁴In accordance with the Growth Plan, 2017.

Source: Watson Consulting Memo – August 21, 2019 – Page 5

While it is possible to mitigate the need for additional *Community Area* DGA land as described above, a *Settlement Area* expansion of 116+ hectares would still be required to accommodate the *Employment Area* job forecast. As per the LNA Report the density of jobs on all *Employment Areas* is expected to rise over time to approximately 27.3 jobs per hectare (Watson Consulting LNA Report, 2019: Pg. 5-66). To avoid the need for additional *Employment Area* lands, the average *Employment Area* density would need to increase to 29 jobs per hectare. This additional increase to what is already being forecasted means that the City's *Employment Area* lands would need to grow at a rate of 39 jobs per hectare (Watson Consulting Memo - July 31, 2019: Pg. 16). Watson have indicated that this rate of growth is inconsistent with employment land job densities in Barrie. As such staff do not recommend attempting to raise the employment densities beyond what is already forecast in the LNAR to totally eliminate the need for a *Settlement Area* boundary expansion.

While it is not possible to eliminate the need for additional *Employment Area* land, this scenario proposes to reduce the employment area need. Watson have determined a total *Employment Area* land need of 116 hectares. This is outlined in Table 6. The *Employment Area* land need may increase should vacant employment lands be converted to non-employment uses (i.e. non-industrial/ELE uses) through the employment land conversion requests.

To reduce the *Employment Area* land need Staff propose that all non-industrial employment uses forecast to be accommodated on new *Employment Area* lands, as per Table 6, be accommodated on lands approved to be converted to non-employment uses as per the conversion requests. This would reduce the *Employment Area* land need by 13 hectares as 989 non-industrial jobs are instead accommodated on lands that convert from *Employment Area* lands to *Community Area* lands. In this sense the lands subject to the employment land conversion requests will not convert to strictly a residential or retail/commercial use. Rather, they will become mixed-use in order to accommodate the 989 non-industrial jobs moved out of the new *Employment Area* lands. Should no conversion requests be approved, the *Employment Area* land need will remain at 116 hectares. Staff will ensure that the amount of non-industrial/ELE jobs shifted out the new *Employment Area* is commensurate with the total amount of existing employment land approved to be converted to non-employment uses.



Scenario Analysis

This scenario proposes the truly “intensification first” approach to growth management. An intensification first approach will optimize land already planned to accommodate growth in both the BUA and the DGA. This creates the opportunity for transforming Barrie into a regional urban center and a (more) complete and compact community. Furthermore, there has been very little development that has occurred on the new DGA lands since the lands came into the City in 2010 and so there is no compelling reason to require more *Community Area* lands to be added to the *settlement area*.

Specifically, Scenario 3 proposes to:

- Eliminate the need for additional *Community Area* DGA land by accommodating all 2031-2041 growth on existing DGA lands;
- Increases densities of existing DGA Lands to allow for more efficient use of land and facilitate the introduction of more compact and affordable forms of housing;
- Preserve over 100 hectares of post-2031 lands for growth beyond 2041 and;
- Facilitate a reduced *Settlement Area* boundary expansion by shifting non-industrial/ELE job to be accommodated on new *Employment Area* lands to lands converted from employment uses to non-employment uses.

By eliminating the need for additional *Community Area* land, the 2031-2041 population and non-industrial job growth of 9,900 persons and jobs is to be accommodated on existing DGA lands. This means that the total amount of new infrastructure needed to accommodate growth under Scenarios 1 & 2 gets substantially reduced, allowing for capital and operational cost savings over time. The cost savings associated with Scenario 3 are a result of the 2031-2041 population and non-industrial employment growth being accommodated on existing DGA lands. By necessity, this means raising the DGA density minimums of all DGA lands. As described earlier, the minimum density target for all DGA lands would need to increase to an average of 68 persons and jobs per hectare. While this is only five more persons and jobs per hectare when compared to Scenario 2, this increase in density is significant as it would require a shift towards denser and more compact forms of housing.

This shift away from a housing supply dominated by ground-related dwelling units (e.g. single detached, semi, and row/town homes) is not without its challenges. Specifically, and as noted by Watson in the LNA Report, accommodating families in denser and more compact forms of housing is challenging due to a current lack of availability of large non-ground related housing types and the higher carrying costs associated with living in larger apartment units (Watson Consulting LNA Report, 2019: Pg. 4-40). Adopting Scenario 3 as the preferred growth scenario will require the City to use a combination of land use policy, incentives, and other policy or financial tools to initiate a shift towards more dense and compact forms of housing on DGA lands. Staff are of the opinion that raising the DGA densities as described above would facilitate the required shift to higher density forms of housing, and that such a shift is achievable.

Scenario 3 Conclusion

Based on the analysis above staff recommend that Scenario 3 be selected as the preferred growth scenario for the new Official Plan.

Recommended Growth Management Scenario

Staff are of the opinion that Scenario 3 represents a ‘Made in Barrie’ approach to growth management. Specifically, Scenario 3 strikes a balance between meeting and exceeding Provincial policy targets while initiating a much needed housing shift and ensuring Barrie remains economically competitive.



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Provincial Policy

As stated above, Scenario 3 meets and exceeds the intensification and DGA density targets prescribed in the Growth Plan. While the LNAR recommends a 47% intensification target, staff are of the opinion that 47% intensification is too low of a target and does not fit within a 'Made in Barrie' growth management framework. As such staff worked with Watson to examine opportunities for intensification and tested a 50% intensification scenario.

To achieve 50% intensification annually, approximately 1,800 units were moved from the DGA to the BUA. Watson and Staff are in agreement that 50% intensification is appropriate for Barrie but trying to achieve a higher intensification target than that is not feasible or realistic. There are two major factors which constrain the city's intensification potential. Firstly, a significant amount of growth has already been approved for the Salem & Hewitt's secondary plan DGA lands. The number of units already approved on these DGA lands greatly exceeds the number of units approved in the BUA. This means that the DGA will draw population growth from the BUA for some time. Secondly, the Barrie South GO Station, which is defined as a Major Transit Station Area (MTSA), is located outside of the BUA. This means that all of the high density and high-rise development which is likely to occur around the Barrie South GO MTSA would not contribute to the Barrie's intensification target. For these reasons implementing a higher intensification target would therefore not be feasible as it is not attainable.

Scenario 3 proposes to exceed the DGA density target of 50 persons and jobs per hectare, satisfying the policies of the Growth Plan. The purpose of exceeding the DGA density target is not simply to exceed the Provincial policy target. Rather, it is part of a broader intensification first growth management strategy which builds on the momentum of current trends to build a more sustainable, compact and complete community. This strategy would eliminate the need for additional *Community Area* lands by targeting an average DGA density of 68 persons and jobs per hectare. As the DGA density target is an average that is measured across the entire DGA, the new OP will need to establish areas where higher DGA densities are appropriate to compensate for areas where high densities are not appropriate or feasible. The trend of increasing DGA densities supports this approach. As stated above, Barrie averaged a DGA density of 64 persons and jobs per hectare between 2011 and 2016. This is a significant jump from the 45 persons and jobs per hectare achieved on DGA lands over the 2006-2010 period. Staff anticipate that the trend toward higher densities will continue and is therefore supportable.

Staff are of the opinion that with strong OP policy the required DGA density increase is feasible and reflects a Made in Barrie approach to growth management.

Housing Shift

A shift towards higher densities and more compact forms of housing represents the adoption of a sustainable approach to growth management. Public input received through OP consultation process demonstrates that Barrie needs a housing intervention. Barrie is not unique in this regard. Many municipalities in the Greater Golden Horseshoe are experiencing housing affordability challenges. Consultation with the public has demonstrated a clear pent-up demand for action to address this issue.

One of the ways to address housing affordability is to provide a broader range of more compact forms of housing. By increasing the range of housing options in the city, Barrie could become a more affordable, diverse, and attractive place to live. Facilitating this shift of housing will bring the housing supply in better alignment with needs of the community, particularly lower-income households. Further, a more diverse housing market will also provide housing options for students graduating from Barrie's own Georgian College. More housing options means Barrie may become a more accessible place to live. This reflects a more desirable, socially conscious, inclusive, and therefore more sustainable approach to growth management that is in line with the recommended community vision for Barrie.



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Planning for Employment Growth

Scenario 3 proposes to create more *Employment Area* land through *Settlement Area* expansion. This expansion will achieve two inter-related goals; 1) create the new *Employment Area* land needed to accommodate future industrial growth, and; 2) re-designate existing *Employment Area* lands which cannot accommodate industrial-type/ELE jobs due to constraints imposed by the encroachment of sensitive land uses, mobility challenges, and other factors. In doing so the City will unlock large tracks of serviced or serviceable *Employment Area* lands needed to attract new investment while creating the opportunity for existing businesses to expand. Further, the conversion of existing *Employment Area* lands will create the opportunity for new and innovative forms of mixed-use development to occur on former *Employment Area* lands that have remained vacant for years due to other constraints.

The employment component of Scenario 3, which is shared among all the Scenarios, reflects an intensification first approach by facilitating redevelopment and intensification of previously constrained employment lands. The addition of more *Employment Area* lands through a *Settlement Area* expansion is, seemingly, at odds with the intensification first approach. However, it is not possible to mitigate the need for additional *Employment Area* lands. To do so would require increasing employment densities on existing employment lands. Both Staff and Watson are in agreement that attempting to raise employment densities beyond what is already forecast would not be feasible. Attempting to raise employment densities beyond what is already forecast in the LNAR represents a critical challenge. Should the densities not increase, due to a number of macro-economic forces, the City would be in a position of not being able to attract or accommodate industrial-type/ELE employment. Staff and Watson are of the opinion that this is not a desirable approach to growth management and economic development. As such, the addition of more *Employment Area* lands to the *Settlement Area* is recommended.

Conclusion

Scenario 3 balances growth with finances, allows for economic opportunity and ensures Barrie is economically competitive. Staff are of the opinion that the result would be the transformation of Barrie into a city with the critical mass needed to be truly transit supportive, facilitate mix-use areas across the *Community Area* lands, and create a highly livable, attractive, and desirable communities that meet the needs of all residents of all age groups and socio-economic background over the course of their entire lives.

Based on the above analysis, City Planning Staff recommend that Council endorse Scenario 3 as the preferred growth management approach for Barrie. This option means the City will require a *Settlement Area* boundary expansion for *Employment Area* lands only, but will not require an alternative intensification target.

The preferred option is being recommended based on sound growth management and land use planning principles. More importantly, Scenario 3 proposes a strategic vision for Barrie over the next 22 years, one that will see the city become a more complete, compact, and sustainable community.

With Council's endorsement of the preferred option, City Planning staff will prepare the new OP and schedules to reflect the community structure needed to support this growth.



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PART 2 – LAND USE POLICY DIRECTIONS: ANALYSIS

The purpose of this section of the Staff Report is to outline the proposed Land Use Policy Directions for the Barrie's new OP. The Land Use Policy Directions are organized by seven primary themes. They are:

1. Urban & Complete City
2. Connected and Mobile City
3. Prosperous City
4. Cultural City
5. Resilient City
6. Waterfront & Green City
7. Attractive City

These land use policy themes are based on the [Discussion Papers](#) which were prepared earlier this year as part of the OP public and stakeholder consultation. Further, the land use policy directions presented below build on a Land Use Policy Directions summary report provided by Dillon Consulting (see Appendix "B"). Dillon's summary report effectively consolidates feedback, staff input, and contemporary best practices in land use planning to develop draft policy directions. Staff expand on Dillon's policy direction recommendations to begin developing what is anticipated to be the building blocks of the new OP.

Each policy theme below is introduced through a Vision Statement. This is followed by sub-themes and corresponding policy directions that support the sub-theme. To illustrate how these policy directions and their corresponding land use policies would be articulated in the new OP, a draft Table of Contents of the new OP is provided in Appendix "C". Please note that this Table of Contents is in draft form and is subject to revisions over the next several months as staff receive input from the public and key stakeholders or develop new policy ideas.

Urban and Complete City

Vision Statement

The City of Barrie will be an Urban Centre that encourages diversity in built form and a mix of uses to create healthy, walkable communities. Barrie will become more densely developed, will encourage transit-supportive development, will provide more amenities in the public realm and will provide more options for affordable housing.

Sub-themes & land use policy

Healthy Neighbourhoods

- Barrie will improve existing and new neighbourhoods by creating spaces which provide opportunities for Barrie residents and employees to live, work, learn, and play. At a macro level these complete and healthy neighbourhoods will provide for a range of services and amenities to meet the needs of daily life.
- Barrie will be strategically designed to integrate and connect a mix of land uses. Mobility throughout the city will be facilitated through a hierarchy-based mobility network which prioritizes Active Transportation. Barrie will also implement a set of design standards for enhancing mobility to support the development of a viable transportation system that supports the establishment of a complete city at all scales.
- Barrie will foster the development of a network of social and commercial hubs that are well connected and planned to meet the needs of the neighbourhoods and communities they serve.
- Strategic planning will guide the City's investment in parks, community facilities, transit and other services for each neighbourhood and the City as a whole.



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Community Sensitive Intensification

- Barrie will establish a clear hierarchy in the Official Plan that orients the city's rapid development of Strategic Growth Areas ideally suited to accommodate the urbanization and transformation of Barrie into a Complete City. The new Official Plan will also recognize "established neighbourhoods" and their ability to continue their own processes of maturation and revitalization.
- Barrie will direct the highest densities and tallest buildings to the Urban Growth Centre and other Strategic Growth Areas in both established and new communities. Barrie will ensure that high density housing is integrated into new and existing communities in a sensitive manner through prescriptive urban design guidelines.
- The term "corridor" will refer to transportation infrastructure, not intensification areas. Corridors would be transit-supportive but focus on movement, and would connect Strategic Growth Areas (Primary, Secondary & haul routes).
- Some intensification will be permitted along corridors, just not to the extent of an SGA. SGAs are to be inherently mixed use.

Connected and Mobile City

Vision Statement:

The City of Barrie will make active transportation and higher order public transit a priority to move people throughout the City. The City's approach to transportation will be adaptable to future trends in technology, and will continue to review and revise policies to ensure that the City becomes less reliant on private automobile travel. The City will become a transportation hub for Central Ontario.

Sub-themes & land use policy

Active Transportation

- Barrie will accommodate all forms of transportation and provide the appropriate infrastructure to support these different modes to ensure residents will have mobility options other than the private automobile. Further, the City will plan for an improved active transportation network that is safe, efficient, and reliable.
- Barrie will work with the Province to coordinate, prioritize, and secure investment in Active Transportation infrastructure to improve connectivity and mobility at all Highway 400 crossings.
- Barrie will promote the use of trails as a means of transportation by implementing a connected multi-modal network that is well maintained, feels safe, encourage design excellence and provides wayfinding signage and amenities during all seasons.
- Barrie will promote active transportation as a lifestyle choice to a wide variety of the City's residents.
- Barrie will identify opportunities to create connections along intensification corridors and in strategic locations that take advantage of topography and other factors.
- Barrie will allocate funding to improve the active transportation network and leverage partnerships to build infrastructure.



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Public Transit and Vehicle Travel

- Barrie will be adaptive and flexible to the implications of transportation innovation. Barrie will explore opportunities to integrate autonomous vehicles into the city's mobility network.
- Barrie will plan strategic growth areas (intensification areas) as economic, social and cultural hubs of activity.
- Barrie will explore the locations of parking lots away from commercial areas and downtown and consider locations at the edges of the City, especially at the ends of intensification corridors for greater inter-municipal connections.
- Barrie will consider flexible parking standards at a site-specific level.

Goods Movement

- To bolster the economy Barrie will support goods movement by identifying and protecting freight-supportive transportation corridors (e.g. railway corridors & key highway 400 interchanges such as McKay Road) to support goods movement and employment areas.

Prosperous City

Vision Statement:

Barrie will be a premiere destination for business investment and will support a broad range of diverse careers. The City will continue to focus on economic diversity for the community, so that all residents are able to pursue local employment in an economy that can withstand changes in economic conditions and global competition.

The City of Barrie will continue to pursue opportunities to expand post-secondary education recognizing that an educated and well trained work force is one of the key components of economic prosperity.

Sub-themes & land use policy

Protecting Employment Areas

- Barrie's Official Plan will clearly define and differentiate Employment Land Employment from Population-Related Employment, and establish policies that direct these use to appropriate locations.
- Barrie will identify Employment Areas throughout the City; lands within Employment Areas will be preserved for industrial employment uses. Complimentary and employment-supportive uses will be located outside of and adjacent to Employment Areas. Employment Areas will be located adjacent to or in close proximity to freight-supportive transportation corridors.

Employment Districts

- Designated Strategic Employment & Economic Districts (SEEDs) will be identified throughout the City to support and attract innovative industries that provide well-paying jobs. SEEDs will target specific industries while remaining flexible to permit a mix of uses.
 - MacKay Road interchange will focus on Employment Land Employment Uses;
 - Mapleview/400 interchange to be a mixed-use district;
 - 400/Dunlop interchange & Anne St employment area as automation/knowledge district;
 - Downtown and Bayfield St as entertainment, commercial, cultural and tourism nodes all wrapped up in a PRE employment district, and;
 - Georgian Collage and RVH as Health care campus and educational district

Cultural City



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Vision Statement:

The City of Barrie will continue to be a welcoming community and will enhance civic pride through public art, preservation of buildings with historic value and programming of public spaces. The City will develop a strategy to protect and celebrate its history. The City will pursue an ongoing and expanded cultural development program and creative economy as principle economic drivers in Barrie.

The City of Barrie will create public spaces and provide services and infrastructure that enhances downtown Barrie and the public realm at both day and night. The City will find creative ways to animate public streets through place-making particularly in the Urban Growth Centre and Intensification areas.

Sub-themes & land use policy

Welcoming Community

- Barrie is a welcoming and inclusive city, where diversity is embraced and celebrated, and all people who call Barrie home or come as visitors can feel safe in and connected to our city.
- Barrie will become a more welcoming community by facilitating the development of more affordable housing and create opportunities for economic prosperity.
- Barrie will plan libraries throughout the City as decentralized Community Resource Centres that can be integrated with a mix of uses.

Festivals

- Barrie will be planned to create a hierarchy of public celebration spaces that provide an opportunity for a wide range of festivals and events throughout the city. These spaces will support neighbourhoods and communities and will be tourism-supportive by connecting hotels, event venues, and restaurants to larger areas.
- Barrie will encourage the development of hotels, indoor/outdoor event spaces and signage to ignite tourism.

Creative Industry

- Barrie has a growing creative economy which will be supported by land use policies that foster the development of creative clusters that serve the needs of employees and industry.

Celebrating History

- Barrie is a place where our rich past is recognized and a shared identity is expressed through naming dedications, preservation of cultural heritage, and through diverse cultural celebration spaces.
- Barrie will protect built form of historic value and preserve cultural heritage landscapes and districts.

Resilient City

Vision Statement

The City of Barrie will be resilient to the effects of climate change and will work with other agencies to understand and respond to future environmental trends.

Our natural heritage system will continue to be planned with a systems approach and not based on individual, isolated features.

Sub-themes and land use policy*Climate Change*

- New development in Barrie will meet environmental standards and include design elements that will help address the impacts of climate change and contribute to community resiliency.
- Barrie will protect and improve air quality and promote energy efficiency through enhancement of the City's tree canopy cover and vegetation to provide shade, reduce the urban heat island effect, trap pollution, and control run-off. This will be implemented through green urban design practices.
- Barrie will take advantage of parks and open spaces as an opportunity for stormwater storage and food production.
- Barrie will continue to encourage community gardens throughout the City.

Vulnerable Populations

- Buildings and communities in Barrie will be designed or retrofitted to support vulnerable populations by providing spaces, services, and infrastructure needed to meet the needs of residents through all stages of life.

Diverse Workforce and Talent

- Barrie will promote opportunities for a wide range of employment to create opportunities for post-secondary school graduates and entry level jobs.
- The planning for and provision of affordable housing will help Barrie ensure that the needs of the city's diverse residents are being met and all people can call Barrie home throughout their lifecycle.
- Barrie will promote neighbourhoods that reflect the diversity of the entire community.

Waterfront and Green CityVision Statement

Barrie will continue to recognize the Waterfront as a focal point of the City and a gratifying experience for residents and visitors that brings everyone together. The City will carefully balance development to take advantage of the Waterfront and the needs of the entire community, both visually and otherwise, as the City densifies. The City will continue to explore opportunities to interconnect downtown Barrie to the Waterfront. Barrie will protect, enhance and restore the natural heritage system for future generations.

Sub-themes & land use policy*Natural heritage system and corridors*

- Barrie will identify, enhance, and protect a thriving and well connected natural heritage system. Through a coordinated approach the City's natural heritage system will be linked at a regional and city level.
- Barrie will identify and protect linkages and corridors to support valuable natural resources, species at risk, wildlife habitat and environmentally sensitive areas.
- Through development applications Barrie will expand Environmentally Protected areas by ground-truthing.
- Barrie will educate the public about the Natural Heritage System with wayfinding signage and will promote the economic, social and health benefits of nature.



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Connectivity

- Barrie will enhance connectivity of the natural heritage system with surrounding municipalities and along the shoreline of Little Lake.
- Barrie will enhance connectivity of the natural heritage system on both public and private lands.
- Barrie will enhance connectivity between natural heritage systems east and west of Highway 400.
- Barrie will explore opportunities for enhanced connections in and between the north and south ends of the City.

Protecting Drinking Water

- As Barrie grows, it will continue to have safe, accessible, and clean drinking water that will serve the community and its growing population. This resource will be protected by identifying vulnerable areas and implementing new risk management practices that benefit both community health and ecosystem health.
- Barrie will continue to protect the city's drinking water sources by requiring new development to incorporate LID's when appropriate and advocating for increased vegetation during site plan review.
- Barrie will promote smart salt practices and the importance of safeguarding our water sources.
- Barrie will explore partnerships with other agencies and organizations to take a collaborative approach to water quality protection.

Parks

- Barrie's parks are safe year round destinations, with programmed, passive, and flexible spaces that offer a variety of recreational and cultural opportunities to serve the diverse needs of residents.
- Barrie will provide a variety of multi-use park spaces and typologies, including naturalized spaces, to create a safe, inviting and connected park system which meets the needs of all segments of the population, and contributes to the vitality of the natural environment.
- Barrie will provide park spaces that are flexible for a wide variety of recreational and cultural needs to promote outdoor gathering and recreation as a lifestyle.
- Barrie's parks will be well lit and feel safe while providing amenities such as shade structures, food truck lay-bys, public art, performance spaces, community gardens and public furniture. Park lighting shall complement the City's Dark-Sky and energy conservation policies.
- Barrie will encourage opportunities to incorporate private amenity spaces into the connected park system.

Protecting our Waterfront

- Barrie's waterfront, which is the City's premier natural resource, will be protected for future generations, and will provide high quality experiences that service the needs of all users of the space. Food retail, tourism activities, temporary markets, pop-up events, facilities, and other experiences for users will be permitted across the street from the waterfront or as a temporary use on the waterfront; at the same time Barrie will protect the waterfront's natural function and features.
- Barrie will protect the City's waterfront as our premier natural resource by not permitting permanent development and ensuring that it continues to remain publicly owned.
- Barrie will consider temporary and/or seasonal uses that enhance the public experience without permanently removing parkland. These uses include but are not limited to kiosks, food truck lay-bys, and pop-up patios and markets.
- Barrie will encourage commercial uses separated by public land adjacent to the waterfront and will provide facilities for transient boaters.

Attractive City



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Vision Statement

The City will strive for design excellence in the built form and public realm to create attractive communities. Barrie will ensure that there is an opportunity to enjoy public spaces throughout the entire year and encourage active streets.

Sub-theme & land use policy

Design Excellence

- Barrie will use a variety of urban design tools and best practices to create a cityscape that is inviting, safe, and aesthetically pleasing. Minimum Urban Design Standards will be established to address matters such as architecture, public art, active street design, greenery, signs and street furniture, etc.
- Barrie will implement policies that enhance public consultation to increase transparency and opportunities for meaningful involvement with all stakeholders, with the ultimate goal of leveraging good urban design as a means to improve the aesthetic character and function of the City's communities.
- The City will create compact and human-scale development that seamlessly integrates public and private spaces and encourages timeless designs through the use of quality materials.
- Design excellence will be implemented through design guidelines, recognition through awards, incentives and OP policy.

Winter City

- Barrie will become and promote itself as a vibrant 'Winter City'. Municipal places and private development will be designed to function equally as well in wintertime as they would in other seasons.
- Barrie will promote walkability in the winter by improving lighting and through design guidelines for built form that addresses wind, snow and ice.
- Barrie will provide and encourage more multi-purpose spaces such as water features into rinks and explore opportunities around Kempenfelt Bay.
- Barrie will use salt management best practices.
- Barrie will explore the opportunity for a winter market.
- Barrie will promote the utilization of trails in the winter and consider microclimate control through site design.

Public Art

- Public art and artistic expression will be prominent throughout Barrie's public realm and private spaces. This will be implemented through urban design standards or can be community-driven.

Conclusion – Part II

The land use policy directions above are to be the building blocks of the new OP. If approved, staff will develop more robust and comprehensive land use policies which will form the operative sections of the new OP.



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The directions presented above reflect a shift towards transforming Barrie into a (more) complete community at all scales, from street to the neighbourhood and to ward. Further, these land use policy directions are truly community-based. Staff have worked diligently with Dillion consulting to develop and implement an innovative, wide reaching, and comprehensive public engagement strategy, the results of which have yielded rich and sophisticated commentary that now underpins the policy directions presented herein. To ensure staff have understood the input received correctly a 'What we heard' was prepared for both [Phase 1](#) and [Phase 2](#) of the OP project.

Based on the above staff recommend that the land use policy directions presented in this report be approved.

ENVIRONMENTAL MATTERS

There are no environmental matters related to the recommendation.

ALTERNATIVES

The following alternatives are available for consideration by General Committee:

- | | |
|-----------------------|---|
| Alternative #1 | General Committee could endorse Scenario 1 and the proposed land use policy directions. This alternative is not recommended as it does not provide for a Made-in-Barrie growth management solution. |
| Alternative #2 | General Committee could endorse Scenario 2 and the proposed land use policy directions. While this Scenario achieves conformity with the Growth Plan, it leaves opportunity for improvement regarding housing affordability and is a less efficient use of land. Staff do not recommend Scenario 2. |
| Alternative #3 | General Committee could accept the proposed land use policy directions but request that staff explore a growth scenario defined by Council. This alternative is not recommended as this would extend the OP project timeline and would result in additional costs. |

FINANCIAL

There are no immediate financial implications for the Corporation resulting from the proposed recommendations. As presented in PART I of this report, although full financial analysis has not been completed, staff estimate the recommended growth scenario will have the smallest long term financial impact for the Corporation. The alternate scenarios will likely have a higher and negative financial impact on the City in the long term. A full analysis will be completed for the preferred growth scenario and presented along with policy recommendations.

LINKAGE TO 2018–2022 STRATEGIC PLAN

Staff are of the opinion that the recommended growth scenario and all of the proposed policy directions support the 2018-2022 Strategic Plan in some way. The following provides a high level overview of how the recommended growth scenario supports each goal of the Strategic Plan. This is followed by discussion on how just one of the several recommended policy direction supports each goal in the Strategic Plan.



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Growing Our Economy

Recommended Growth Management Scenario

The recommended growth scenario will support the economy in several ways. Firstly, a *Settlement Area* boundary expansion is being recommended to support employment growth. This will ensure that Barrie has enough land to accommodate a wide variety of industrial businesses. The growth of industrial-type businesses will attract services and industrial-supportive businesses creating further economic growth. Secondly, the recommended growth scenario will create higher concentrations of people in all communities. This higher concentration of people will support existing population-related businesses and create new opportunities for such businesses.

Recommended Land Use Policy Directions

The most applicable of the recommended policy directions is the Prosperous City theme. The purpose of this theme is to provide clarity, certainty, and direction regarding the use of land for population-related and industrial employment. Specifically, the proposed policies will focus on protecting industrial employment land from encroachment by sensitive land uses and population-related employment uses. Further, the proposed policy directions will reduce the need for Official Plan and Zoning By-Law Amendments on a site-specific basis by permitting a wide range of uses through the City. Finally, the recommended policy direction of establishing Strategic Employment Districts will enable the City to attract and target the development of certain industries, supporting the diversification of Barrie's economy.

Fostering a Safe and Healthy City

Recommended Growth Management Scenario

The recommended growth management scenario will significantly reduce Barrie's urban sprawl by eliminating the need for additional *Community Area* land. By accommodating future growth on the city's existing footprint Barrie's neighbourhoods will become more densely developed, thereby attracting more population-related businesses and reducing the need for residents to drive to access the services on which they depend to meet the needs of their daily lives. In other words, the more compact form of development proposed in the recommended growth scenario will foster better interconnectedness, reducing the financial and environmental impact associated with increased travel required with traditional suburban development.

Recommended Land Use Policy Directions

The Resilient City policy directions are the most closely related to this Strategic Plan goal. This policy direction will ensure Barrie is prepared to deal with the realities associated with anthropogenic climate change; in the Barrie context this means more frequent and more powerful precipitation events and drought. This means addressing matters such as water security, food security, and protecting vulnerable populations. More broadly, the policy direction supports diverse communities, affordable housing, and will support initiatives to increase physical activity.

Building Strong Neighbourhoods

Recommended Growth Management Scenario

The recommended growth scenario stakes a strong stand against urban sprawl to ensure that Barrie grows responsibly. This will ensure that Barrie has room enough to accommodate growth past 2041, avoiding the need for the annexation of additional land, while preserving irreplaceable agricultural land and soils.

Recommended Land Use Policy Directions

The Attractive City policy direction is most directly applicable to this goal. This policy theme will ensure that future development in Barrie is held to a high standard of urban design and that the City's cultural heritage is protected, and that communities grow in an interconnected fashion. Further, this policy direction will support the use of public art, promote a wider range accessible public spaces and urban squares, and incorporate Winter City design principles to reflect Barrie's unique climactic conditions. .

Offering Innovation and Citizen Driven Services

Recommended Growth Management Scenario

The intensification first approach of the recommended growth scenario will make tax dollars go further by reducing the City's operating costs over the long term. These savings will have to be more fully costed and analyzed as part of next steps, but are assumed to be substantial. These cost savings could be reinvested in affordable housing, public art, or be reinvested in the downtown.

Recommended Land Use Policy Directions

There is no directly related or applicable policy direction to this Strategic Plan goal

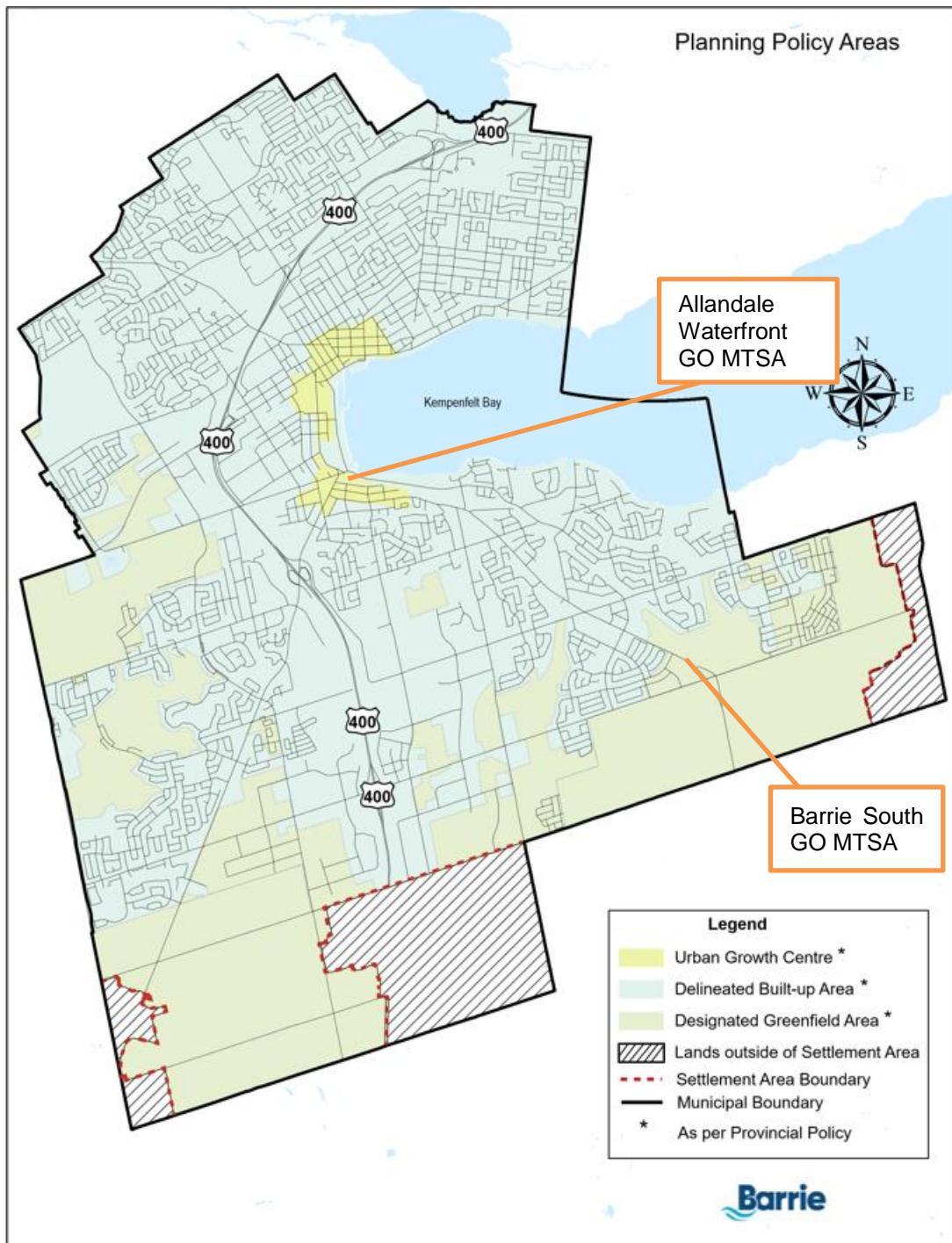
Improving the Ability to Get Around Barrie

Recommended Growth Management Scenario

Due to the nature of growth, none of the growth scenarios can help residents get around. However, the recommended growth scenario will create truly transit friendly neighbourhoods, allowing more people to take transit rather than drive and will further support intensification efforts which will also result in more people housed in areas that will be more transit supportive.

Recommended Land Use Policy Directions

The Connected and Mobile policy directions support this Strategic Plan goal. Specifically, the policy direction supports establishing and strengthening active transportation connections, prioritizing public transit and mobility, and create freight-supportive transportation corridors to support economic growth and reduce congestion. Further, this policy direction is based on a 'complete streets' approach to design. This means not only creating safer streets, but also more pleasant, walkable, and attractive streetscapes that support the pedestrian experience.

Appendix "A"
City of Barrie Provincial Policy Area Map



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Appendix "B"
Land Use Policy Directions Report from Dillon Consulting Ltd.

TO: Kathy Suggitt, Tomasz Wierzba
FROM: Daniel Hoang, Rory Baksh
DATE: September 11, 2019
SUBJECT: Policy Directions Discussion Summary
OUR FILE: 18-8307

The following is a summary of policy directions for Barrie's new Official Plan. The directions discussed herein are organized around the seven [Policy Discussion Papers](#) that were developed during Phase 2 of the Official Plan review. The questions explored in this summary were drawn from these discussion papers and from new questions that emerged during policy brainstorming sessions and through public consultation.

It should be noted that not all the questions posed in the Policy Discussion Papers are answered in this summary for two reasons. Firstly, some of the questions posed have obvious answers, such as the question, "Should redevelopment and intensification be considered an opportunity to retrofit aging infrastructure?" – here the answer is a logical "yes". Secondly, some questions overlap. In this case a policy direction is given once and not repeated. Finally, discussions among the planning team led to an inherent prioritization of questions and those that were deemed to be foundational have been answered herein. Nonetheless it is understood that the new Official Plan will undoubtedly cover the full breadth and depth of the city's planning needs for the future.

Urban and Complete City

The following presents policy directions derived from discussions and public consultation on questions from the Urban and Complete City paper.

1. Do we have the correct urban structure in place to accommodate growth at both the citywide and neighbourhood scales?

Discussion revolved around the strategic accommodation of Provincial growth targets for persons and jobs, adding to the range of (affordable) housing options, and supporting transit. There was also discussion about the need to be community-sensitive when planning for high density of uses and tall buildings. The planning team discussed the benefits of using "strategic growth areas (SGAs)", which could be neighbourhoods, areas, sub-areas, nodes, or stretches of major roads, where higher densities, tall buildings, and a mix of uses would be directed.

Policy Direction: Barrie will establish a clear hierarchy of Strategic Growth Areas in the Official Plan to facilitate the city's rapid urbanization and transformation into a more Complete City. The new Official Plan will also recognize 'established neighbourhoods' and their ability to continue their own processes of maturation and revitalization.

This policy direction aligns with the feedback from the Phase 2 consultation as it aims to manage and direct growth into defined areas, in a sensitive and coherent manner. This is in line with the public's general preferences for intensification in Barrie. Most of the public understands that major growth is coming and beneficial for Barrie, however, they want it to be introduced in a way that still fits into the local context and Barrie's character as a mid-sized City. The hierarchy of SGAs will help to achieve this by ensuring that each defined area has its own level of control, to ensure that it is compatible with its unique context and prevent from negatively impacting established neighbourhood areas.

2. What are the first principles for complete communities?

Discussion revolved around the need for Barrie to take a neighbourhood focus so that the needs of residents are well-served; the overall layout based on concession road surveys can help give shape to planning areas and help understand if neighbourhood goals are being met.

Policy Direction: Barrie will improve existing and new neighbourhoods by creating spaces which provide opportunities for Barrie residents and employees to live, work, learn, and connect. At a macro level these complete and healthy neighbourhoods will provide for a range of services and amenities to meet the needs of daily life.

This policy direction aligns with the feedback from the Phase 2 consultation, reflecting the overwhelming support from the engagement activities for creating more complete communities in Barrie. The public has a preference for development that is mixed-use and contributes to more walkable communities – where housing is located close to transit, retail, and services – and with its own identity, while still being part of Barrie.

3. How can Barrie's urban structure facilitate and promote walking, cycling and transit use while accommodating private vehicles?

Discussion revolved around a hierarchy of corridors that could serve important functions for the transformation of the city; primary corridors would be the major network that would also see significant (re)development, whereas secondary corridors would be places for infilling while also framing the city's many neighbourhoods. It was acknowledged that design standards (for improved walkability, safe speeds, reduced parking, etc.) are needed to help achieve success in these vital areas.

Policy Direction: Barrie will be strategically designed to integrate and connect a mix of land uses. Movement throughout the city will be facilitated through a hierarchy-based mobility network which prioritizes active transportation. Barrie will also implement a set of design standards for enhancing mobility to support development of a viable transportation system that supports the establishment of a more complete city at all scales.

This policy direction aligns with the feedback from the Phase 2 consultation because some of the major themes that emerged from the engagement included more walkability, compact development, connectivity, and safe active transportation. The public expects design standards to target and address these areas.

4. Where are the best locations for high density housing, and how can it be integrated into existing and new communities?

This discussion revolved around the potential for Barrie to achieve transit-oriented higher density development downtown and along major arterial roads with connectivity to open spaces and parks. It was also explored how Barrie could encourage appropriate infill, leverage high density housing to offer residents the option of close proximity to urban workspaces, the benefits of mixed-use development, and how high density housing might contribute to sustainable active transportation.

Policy Direction: Barrie will direct highest densities and tallest buildings to the Urban Growth Centre and Strategic Growth areas in both established and new communities. Barrie will ensure that high density housing is integrated into new and existing communities in a sensitive manner through prescriptive urban design standards.

This policy direction aligns with the feedback from the Phase 2 consultation by addressing the need to introduce density in a sensitive way that respects the local context and character. Both groups wanted to see density in strategic areas that were well-connected, and that continued to support stable neighbourhoods.

5. How can social and commercial hubs be reinforced and better connected to neighbourhoods?

This discussion revolved around the variety of places that could be construed as a “social hub” or “commercial hub” and a lack of clarity about what these constituted. Yet, there was still an acknowledgement that these hubs should embrace all user groups, could be mixed use (e.g., have a commercial or institutional component), could be a catalyst for neighbourhood reinvestment, and reflect the immediate community’s character.

Policy Direction: Barrie will foster the development of a network of social and commercial hubs that are well connected and planned to meet the needs of the neighbourhoods and communities they serve.

This policy direction aligns with the feedback from the Phase 2 consultation, as participants wanted to see more complete communities where services and uses are mixed and clustered closer together. Social and commercial hubs help to achieve this type of development by creating destinations that contribute to more walkable communities (which is a key consideration that residents have expressed).



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Cultural City

The following presents the resultant policy directions from the discussion of the questions in the Cultural City paper.

1. How do we celebrate the history of a diverse group of Barrie residents?

This discussion revolved around the concepts of diversity, utilizing historic and indigenous street names, and the importance of preservation/conservation given the few built cultural heritage resources in the city.

Policy Direction: Barrie is a place where our rich past is recognized and a shared identity is expressed through naming, preservation of cultural heritage, and through diverse cultural celebration spaces.

This policy direction aligns with the feedback from the Phase 2 consultation, addressing the public's want of the City to provide more ways for diverse groups, such as immigrants and Indigenous communities, to contribute to city-building. Suggestions included using public spaces to tell stories, celebrating different cultures in Barrie's built form and landscape, and using spaces as opportunities for knowledge exchange. Heritage preservation was also an issue that multiple participants at the public events raised, as a way to celebrate and preserve Barrie's history.

2. How can Barrie become a more welcoming community?

This discussion revolved around affordability as a means to welcome newcomers, libraries serving as resource centres, the value of community safety (real and perceived), and that a welcoming community benefits greatly from the economic development of tourism.

Policy Direction: Barrie is a welcoming and inclusive city, where diversity is embraced and celebrated, and all people who call Barrie home or come as visitors can feel safe in and connected to our city.

This policy direction aligns with the feedback from the Phase 2 consultation, as it addresses the public's indicated priority of meeting the needs of Barrie's changing demographics and population. Additionally, more community facility uses – such as libraries and community centres – are the types of spaces that the public said there needs to be more of in Barrie.

3. How do we increase the variety of festivals and increase attendance?

This discussion revolved around promotion and the value of public spaces that "activate" the public realm, as well as the synergy with development such as hotels, event spaces, and signage.

Policy Direction: Barrie will be planned to create a hierarchy of public celebration spaces that provide an opportunity for a wide range of festivals and events throughout the city. These spaces will support neighbourhoods and communities and will be tourism-supportive by connecting hotels, event venues, and restaurants.

This policy direction aligns with the feedback from the Phase 2 consultation by linking to what we heard in the Waterfront Tour, which was conducted as part of this phase of engagement. Participants of this event identified activating the public realm, particularly around the waterfront, as a key priority. Participants also wanted public spaces to have more programming, recreational opportunities, and events that can be enjoyed year round. Additionally, they wanted the waterfront to become more of a “destination” where residents and tourists can spend more time – it was recommended that this be achieved by attracting more hotels, restaurants, and events to the waterfront.

Connected and Mobile City

The following presents the resultant policy direction from the discussion of the questions in the Connected and Mobile City paper.

1. **What would encourage you to get out of your car and walk or cycle more often? How can Barrie make transit faster and more personalized?**

Discussion revolved around active transportation, new connections (e.g., bridges), parking lots, flexible parking standards, and site design. More specific concepts were explored including configuration of the space within a street (i.e., creating more “complete streets”), focusing public transit investments along intensification corridors and nodes as well as inter-regional connections at the edge of the City, and express routes for efficient mobility.

Policy Direction: Barrie will accommodate all forms of transportation and provide the appropriate infrastructure to support these different modes to ensure residents have mobility options other than the private automobile. Further, the City will plan for an improved active transportation network that is safe, efficient, and reliable.

This policy direction aligns with the feedback from the Phase 2 consultation, by addressing the results of the engagement summary, which showed that the public is strongly in favour of wanting the City to shift away from the automobile and move towards more active forms of transportation. By removing barriers to mobility, building transportation networks and infrastructure, and connecting intensification corridors, these policies will help achieve support for multi-modal transportation and provide residents with more transportation options within Barrie.

2. **How can the City overcome the mobility barriers posed by Highway 400?**

Discussions focused around how Highway 400 bisects the community and makes connectivity a challenge for all modes of transportation. There are several crossing points throughout the city that allow residents to walk from one side of the highway to the other, but there is a lack of pedestrian infrastructure at these locations. Imagine if there were wider sidewalks, pedestrian signage, and creative lighting to make walking under bridges safe, comfortable and less daunting. Imagine new crossing points that are solely dedicated to the pedestrian (and cyclists walking their bicycles) which could connect Georgian College and the Royal Victoria Hospital to the surrounding movie theatre and commercial plazas. The city would feel more cohesive and choosing alternative forms of transportation would seem like a more realistic option.

Policy Direction: Barrie will work with the Province to coordinate, prioritize, and secure investment in active transportation infrastructure to improve connectivity and mobility at all Highway 400 crossings.

This policy direction aligns with the feedback from the Phase 2 consultation by addressing the public's concerns in regards to Highway 400. Members of the public felt that the highway served as a barrier and potential safety hazard, as it is difficult to navigate using active forms of transportation. As such, the public wanted active transportation infrastructure over/under the 400 to assist with mobility throughout the city.

3. How can the City improve the movement of goods into and throughout Barrie?

The City of Barrie is well connected to the province and beyond through local roads and provincial highways. Staff discussed how the new OP can improve the mobility of freight and goods to help businesses compete in a just-in-time delivery economy.

Policy Direction: To bolster the economy, Barrie will support goods movement by identifying and protecting freight-supportive transportation corridors (e.g., railway corridors & key highway 400 interchanges such as McKay Road) to support goods movement and employment areas.

This policy direction aligns with the feedback from the Phase 2 consultation as it addresses comments from stakeholders who indicated that interchanges like Mapleville and the 400 pose a freight and goods mobility challenges due to congestion.

Resilient City

The following presents the resultant policy directions from the discussion of the questions in the Resilient City paper.

1. Does new development contemplate the impacts of climate change and a growing community?

This discussion revolved around differentiating between resiliency versus sustainability, adapting to severe weather events, standards for infrastructure that contribute to increased resiliency, food security, and design approaches (e.g., green roofs).

Policy Direction: New development in Barrie will meet environmental standards and include design elements that will help address the impacts of climate change and contribute to community resiliency.

This policy direction aligns with the feedback from the Phase 2 consultation by addressing climate change, which was identified by the public as a priority for the City. Particularly, the issues of sprawl, food security, and protecting Barrie's natural resources were of high concern. The public displayed a desire to see new and strengthened policies in the OP to directly address these issues.

2. How can the City plan for the needs of vulnerable populations?

This discussion revolved around aging-in-place, accessibility, affordability, enhancing emergency services, job security (through economic prosperity), and spaces for community interaction to build relationships and a sense of community.

Policy Direction: Buildings and communities in Barrie will be designed or retrofitted to support vulnerable populations by providing spaces, services, and infrastructure needed to meet the needs of residents through all stages of life.

This policy direction aligns with the feedback from the Phase 2 consultation, where the public expressed the need for more supports to help vulnerable populations (such as seniors and low-income populations). Ideas put forth by the public included attracting more job opportunities to Barrie, providing seniors housing, and more affordable housing, particularly for large families.

3. **Should the City do more to encourage and integrate new residents into neighbourhoods that already provide access to basic life needs for all income levels (housing, employment opportunities, social services, transit options and food)? Do new developments provide the resources needed to sustain a neighbourhood?**

The discussion revolved around the importance of affordability across the city to avoid creating segregated enclaves of different groups of people. It was also acknowledged that businesses finding economic prosperity in Barrie can create jobs; this job creation helps families support themselves that thereby leads to people continually investing in the city.

Policy Direction: The planning for and provision of affordable housing will help Barrie ensure that the needs of the city's diverse residents are being met and all people can call Barrie home throughout their lifecycle.

This policy direction aligns with the feedback from the Phase 2 consultation as affordable housing was one of the most common issues facing Barrie, as identified by the public. Most the community and stakeholders would like to see more affordable housing options in both the rental and homeownership markets. Furthermore, it was indicated that beyond just more affordable housing stock, that more appropriate types of housing itself was needed in order to better match the needs of residents in through different stages in life (students, rental housing for large families, seniors who want to age in place, etc.).

4. **How can the City support green initiatives and promote development that respects the quality of our air and energy efficiencies?**

This discussion revolved around the variety of opportunities that exist within Barrie to add plants, shrubs, and trees throughout the city. It was acknowledged that there are numerous opportunities on private land, city-owned property, and property owned by other public bodies. Consideration was given to shade, noise attenuation, and privacy.

Policy Direction: Barrie will protect and improve air quality and promote energy efficiency through enhancement of the City's tree canopy cover and vegetation to provide shade, reduce the urban heat island effect, trap pollution, and control run-off. This will be implemented through green urban design standards.

This policy direction aligns with the feedback from the Phase 2 consultation, where climate change was identified by the public as a priority for the City that needs to be addressed. There was a strong belief among citizens that the city could be "greener", despite the fact that it is already blessed with a great deal of tree canopy.



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Prosperous City

The following presents the resultant policy directions from the discussion of the questions in the Prosperous City paper.

1. How do we protect employment areas from erosion by retail and commercial uses?

This discussion revolved around the need to ensure that the city's industrial parks and business parks continue to thrive as places to locate a business and as employment generators. The concepts of a hierarchy, being responsive to emerging market trends, and creating small business incubators were explored; furthermore, supporting existing businesses and encourage opportunities for expansion were acknowledged. This discussion revolved around ensuring clear definitions in the Official Plan, some ability for these land uses to be flexible in their location, and that their scale of use (scale of development) is appropriate.

Policy Direction: Clearly define and differentiate "employment land" from "population-related employment" in the Official Plan, and establish policies that direct them to appropriate locations.

This policy direction aligns with the feedback from the Phase 2 consultation, where Focus Group #2 with stakeholders on Employment Land Areas indicated that employment lands need more flexibility and innovation in how employment uses are defined and separated. The introduction of complementary uses, ancillary uses and new innovative employment uses such as temporary farmers markets and "makerspaces" will provide more options and flexibility in how employment uses are categorized and understood. Furthermore, farmers markets and public markets were the types of places to shop that respondents of the "Image Prioritization Survey" wanted to see more of in Barrie.

In order to support and attract employment, the OP must identify the types of employment we want and where it may be best suited to be located in Barrie. This policy direction helps to achieve these objectives.

2. How can Barrie support the cultivation of employment districts? Where would they be best located?

This discussion revolved around exploring various locations in the city as well as different types of employment districts (e.g., traditional industrial district versus a health care campus district) with the city embracing the concept of "Strategic Economic Districts (SEDs)". The need for clear employment district and employment area policies was evident.

Policy Direction: Designated Strategic Employment Districts (SEDs) will be identified throughout the City to support and attract innovative industries that provide well-paying jobs. SEDs will target specific industries while remaining flexible to permit a mix of uses.

This policy direction aligns with the feedback from the Phase 2 consultation because protecting employment and securing well-paying jobs in Barrie was identified as a key priority by the public and stakeholders. This policy direction, by creating clear employment districts and related policies, will help to directly address this key priority.

3. How can land use planning facilitate growth of creative industries in Barrie?

This discussion revolved around innovation, reducing red tape, and permissive land use planning for areas in the city that could be conducive to attracting and meeting the needs of the film industry – for example, locating film studios within traditional business parks.

Policy Direction: Barrie has a growing creative economy which will be supported by land use policies that foster the development of creative clusters that serve the needs of employees and industry.

This policy direction aligns with the feedback from the Phase 2 consultation by reflecting the opinions of the public and stakeholders who wanted to see Barrie diversify its economy and aim to attract new businesses and industries to Barrie. Facilitating the growth of a film industry in Barrie is an example of a new industry that would help boost Barrie's economy and attract businesses and tourists to the City.

4. How can the City support and enhance Employment Areas?

The discussion focused around the need to have a clear distinction between strategic employment districts and employment areas. Employment areas should accommodate traditional industrial employment uses (e.g., manufacturing and warehousing) that need to be separated from more sensitive uses. It was also evident that the new Official Plan needs policies that support Employment Areas as they are key to the City's economic growth.

Policy Direction: Barrie will identify Employment Areas throughout the City; lands within Employment Areas will be preserved for industrial employment uses. Complementary and employment-supportive uses will be located outside of and adjacent to Employment Areas. Employment Areas will be located adjacent or in close proximity to freight-supportive transportation corridors.

Waterfront and Green City

The following presents the resultant policy directions from the discussion of the questions in the Waterfront and Green City paper.

1. How can we ensure that the existing high quality experiences associated with our waterfront are maintained and that its natural functions are maintained?

This discussion revolved around the waterfront as Barrie's premier natural resource and the potential for creating multi-season amenities without removing parkland (e.g., pop-up patios). There was acknowledgement that a wide variety of waterside users (other than boaters) could emerge in the future and these should be accommodated as long as they are compatible with existing and future planned uses and the waterfront remains in public ownership. Enhancing access through trails and similar such connections were seen as beneficial to increasing usership, thereby increasing a sense of community ownership/stewardship of the waterfront.

Policy Direction: Barrie's waterfront, which is the City's premier natural resource, will be protected for future generations, and will provide high quality experiences that service the needs of all users of the space. Food retail, tourism activities, temporary markets, facilities, and other experiences for users will be permitted adjacent to the waterfront; at the same time, Barrie will protect the waterfront's natural function and features.

This policy direction aligns with the feedback from the Phase 2 consultation by reflecting the results of the Waterfront Tour, which indicated that the public wanted the waterfront to be better utilized and more accessible. In particular, participants wanted more programs and business along the waterfront, such as restaurants, patios, and stores, which would make it more of a "destination". Better access and protection of the waterfront was also emphasized in the public engagement activities, which reflect the intentions of this policy direction.

2. Where are the opportunities to enhance and/or increase the connectivity of Barrie's natural heritage system?

This discussion revolved around connectivity at a variety of scales, including: with surrounding municipalities and along the shoreline of Little Lake; between public and private lands; between natural heritage systems east and west of Highway 400; enhancing connections in the north end of Barrie; and, enhancing connections within the secondary plan areas.

Policy Direction: Barrie will identify, enhance, and protect a thriving and well connected natural heritage system. Through a coordinated approach the City's natural heritage system will be linked at a regional and city level.

This policy direction aligns with the feedback from the Phase 2 consultation by reflecting the results of the Walking Tour of Barrie's Waterfront, which focused on opportunities to better connect the City's natural resources. Participants on the walk indicated that they wanted easier access to natural heritage spaces, including trails and bike paths.

3. What role do parks need to play in the future as the city grows in population and becomes more densely developed?

This discussion revolved around different types of parks, naturalized spaces, and meeting the needs of all segments of the population. Concepts related to park design were explored such as a connected network of parks, lighting, safety, structures, food trucks, public art, performance spaces, community gardens, and public furniture, as well as the relationship between public parks and adjoining private open space.

Policy Direction: Barrie's parks are safe year-round destinations, with programmed, passive, and flexible spaces that offer a variety of recreational and cultural opportunities to serve the diverse needs of residents.

This policy direction aligns with the feedback from the Phase 2 consultation by addressing the importance of public spaces in building community and a sense of place, which emerged as a common theme from the consultation activities. The public viewed parks as a tool for place-making and as inclusive spaces that serve the diverse needs of the City's residents. Whether it was children who used the parks to play, or seniors who used the parks for leisure and interacting with friends and neighbours, the role of parks contributed to making Barrie a great city. The results of the Image Prioritization Survey showed that parks were amongst the most popular choice as a place to connect and that respondents wanted to see more of them in Barrie.

4. How can we build upon the natural heritage system approach and protect linkages and corridors?

This discussion revolved around means of protecting/conserving natural features, setting targets (e.g., canopy cover), coordinating conservation with applications for development approval, and public education about the value of nature.

Policy Direction: Barrie will identify and protect linkages and corridors to support valuable natural resources, species at risk, wildlife habitat and environmentally sensitive areas. The public will also be well informed of the benefits of our natural heritage, through public education.

This policy direction links to the feedback from the Phase 2 consultation where some of the key themes that emerged from the activities in this phase included: better pedestrian connections to public spaces, more public education around resiliency and what the public can do to contribute to sustainability goals, and more policies that protect Barrie's natural environment, particularly as it continues to face development and growth pressures.

5. How can we continue to protect the city's drinking water sources?

This discussion revolved around a variety of mechanisms to protect drinking water including site design (e.g., low impact development, capturing contaminants through vegetation), public works operations (e.g., smart salt practices), and partnerships with other organizations.

Policy Direction: As Barrie grows, it will continue to have safe, accessible, and clean drinking water that will serve the community and its growing population. This resource will be protected by identifying vulnerable areas and implementing new risk management practices that benefit both community health and ecosystem health.

This policy direction connects to the feedback from the Phase 2 consultation, as the public wanted to see Barrie's natural resources continued to be protected, especially with growth and development pressures, and the increasing impacts of climate change.

Attractive City

The following presents the resultant policy directions from the discussion of the questions in the Attractive City paper.

1. How can we ensure design excellence of our city's buildings and public spaces?



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This discussion revolved around the concepts of design excellence, design best practices, seamless integration, and the need for Official Plan policies, guidelines, and perhaps incentives.

Policy Direction: Barrie will use a variety of urban design tools and best practices to create a cityscape that is accessible, safe, beautiful, and sustainable. Urban Design Standards will be established to address the built form, public realm and sustainable design.

This policy direction addresses what we heard in the Phase 2 consultation activities, as the urban design of built form and the public realm was an important issue for residents of Barrie. They wanted better urban design standards in Barrie to create more attractive buildings and public spaces and they viewed urban design as an essential tool for creating more walkable and compact neighbourhoods. As such, the public wanted urban design in Barrie to adhere to high standards and best practices.

2. How should urban design be considered to ensure Barrie is a vibrant and lively 'Winter City'?

This discussion revolved around winter conditions such as walkability, wind, snow/snowdrifting, and ice, and well as winter-appropriate installations such as lighting, awnings, colonnades, and canopies. It also explored microclimate, such as sun/shade, climate change considerations, and winter-supportive activities such as winter markets, warming stations, and skating rinks.

Policy Direction: Barrie will become and promote itself as a vibrant 'Winter City'. Municipal places and private development will be designed to function equally as well in wintertime as they would in other seasons.

This policy direction aligns with the feedback from the Phase 2 consultation, as the winter city concept was revealed throughout many discussions; the public not only wanted Barrie to be vibrant in the winter through the use of urban design, but they also wanted public spaces to be flexible for the winter months. This includes winter programming and activities, and flexible public spaces that can be used for events and recreation in the winter.

3. How can we more successfully encourage public art and how can it better represent the values and character of each community?

This discussion revolved around creating opportunities for public art, the benefit of a hierarchy of public art (priority-setting), and expressions of culture through art that reflect diverse groups, such as Indigenous or youth. There was discussion about the value of public consultation in the public art process.

Policy Direction: Public art and artistic expression will be prominent throughout Barrie's public realm and private spaces. This will be implemented through urban design standards or can be community-driven.



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This policy direction connects to the opinions heard from the Phase 2 consultation where the public wanted to see more public art in Barrie to create more vibrant streetscapes and public spaces. They also, importantly, wanted to involve local communities in the design of public art to ensure that it reflects and celebrates the history, culture, and spirit of local residents.

4. What implementation tools can better involve the public in the process for planning how communities are built?

This discussion revolved around the importance of meeting all stakeholders' expectations, allowing good design to fit into statutory timeframes for planning review/approval, and on-going design conflicts. There was also an acknowledgement of the need to frame design guidelines/standards and the need to create Barrie's own best practices among new development to help set the right benchmark for design excellence.

Policy Direction: Barrie will implement policies that enhance the quality of urban design and increase public consultation with the ultimate goal of leveraging good urban design as a means to improve the aesthetic character and function of the City's communities.

This policy direction aligns with the feedback from the Phase 2 consultation, where urban design was identified as key consideration in getting new developments to 'fit' into the community (which was a concern for the public). There was also a desire among all stakeholders for clear guidance on design expression and the mechanism by which this is best achieved.



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Appendix "C"
Proposed Table of Contents for the City of Barrie New Official Plan

- 1. Planning a Complete and Urban City**
- 2. Community Vision**
- 3. Growth Management, prioritizing intensification,**
 - a. Explain Community Area Lands, Employment Area lands, Strategic Growth Areas (SGAs), and Strategic Economic Districts (SEDs).
 - b. Demographics and Aging population
 - c. CIPs - supporting Opportunity Zones
 - d. CPPS – supporting SGAs and SEDs
- 4. Urban Structure & Land Use Designations**
 - a. Community Area Lands to permit all types of commercial, retail, mixed-use, office, and minor institutional uses in structures up to 4 stories.
 - b. Development along primary and secondary corridors would be permitted to exceed the 4 story height restriction to up to a maximum of 8 stories.
 - c. Buildings higher than 8 stories will be directed to SGAs.
- 5. Planning for a Green City**
 - a. Title Page Image: TBD
 - b. Connection to Kempenfelt Bay
 - c. Natural Heritage Strategy
 - d. Open Spaces
 - e. EP Areas
 - f. Natural Hazards
 - g. SAR + Significant Habitat
 - h. Evaluated Wetlands & ANSIs
 - i. Protecting Water resources (creeks, lakes, and rivers)
- 6. Planning for a Connected and Mobile City**
 - a. Title Page Image: TBD
 - b. Transportation
 - c. Corridors
 - d. Trails
 - e. AT
 - f. Mobility Hubs
 - g. Parking
 - h. Automotive
 - i. Bicycles
 - j. Responsive Parking Solutions
 - k. Marine traffic management/circulation
- 7. Planning for a Prosperous City**
 - a. Title Page Image: TBD
 - b. General Employment
 - c. Community Area Employment (PRE & Core-Pre)
 - i. Commercial Uses
 - ii. Retail Uses
 - iii. Institutional
 - iv. Office
 - v. Greyfield Sites

- d. Employment Area Employment
 - i. Employment Areas and permitting some ELE-supportive-PRE and some Core PRE
 - ii. Transportation infrastructure in EAs will be planned to prioritize the movement of goods and services, and will include haul routes and connect to rail.
 - iii. Use D-Series guidelines to permit a mix of ELE uses, but locate most sensitive
 - iv. Restricted Industrial (e.g. super toxic stuff that should not even be adjacent to ELE-supportive-PRE)
- e. Open Storage
- f. SEDs
 - i. Innovation & Creative Economy Districts
 - ii. Cultural Economy Districts
 - iii. Office District
 - iv. Specialized Retail District
- g. Brownfield Sites

8. Planning for a Resilient City

- a. Title Page Image: TBD
- b. Climate Change adaptation and mitigation
- c. Infrastructure
 - i. SWM
 - ii. Water servicing
 - iii. Waste Management & D4 Areas (and Schedule)
 - iv. Green energy
 - v. LIDs
- d. Food Security
- e. Housing Affordability, Inclusive Communities, Community Wellness & Wellbeing
 - i. Requirements for Affordable Housing (in MTSAs and UGC)
- f. Source Protection
- g. Sustainability Strategy
- h. LSPP (Could go under Green City as well).

9. Planning for an Attractive City

- a. Title Page Image: TBD
- b. Public Realm and Placemaking
- c. Tourism
- d. Height Control
 - i. Built form
 - ii. Community Benefit Charges
- e. Public Art
- f. Winter City

10. Planning for a Cultural City

- a. Title Page Image: TBD
- b. Community Resource Hubs
- c. Cultural Heritage Conservation
- d. Cultural Heritage Landscapes
- e. Celebration Spaces



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11. Implementation

- a. Title Page Image: TBD
- b. General Policies
- c. Interpretation
- d. Indicate that certain sections will be implemented through separate planning vehicles (e.g. CCPS will need its own By-Law).
- e. Urban Design Guidelines
- f. CIPs
- g. CPPS
- h. Community Benefit Charge By-Law
- i. Lot Creation
- j. Waterfront Lots
- k. Site Plan Control
- l. Holding Provisions
- m. Temporary Uses
- n. Interim control
- o. Studies to Support Applications
- p. Transition policies
- q. Condo conversion
- r. Pre-Con and complete Application requirements
- s. Monitoring
- t. Definitions and Diagrams

Schedules

Planning a Complete and Urban City

Growth Management Schedule	Land Use Designations Schedule: Identified by fill unless otherwise noted
<ul style="list-style-type: none">○ SGAs○ BUA○ UGC○ DGA○ SEDs○ Employment Areas○ Excess Lands○ Corridors<ul style="list-style-type: none">• Development along primary and secondary corridors would be permitted to exceed the 4 story height restriction to up to 8 stories. Buildings higher than 8 will be directed to SGAs.○ MTSAs○ Settlement Area boundary	<ul style="list-style-type: none">○ Community Areas<ul style="list-style-type: none">• Permit all types of commercial, retail, mixed-use, office, and institutional uses in structures up to 4 stories)○ UGC○ Historic Neighbourhood/ Cultural Heritage Landscape (outline/overlay)○ Key Natural Heritage Features/EP, Green & Open Spaces (all fill)○ Major Institutional<ul style="list-style-type: none">• Only for RVH + Georgian○ Community Hub<ul style="list-style-type: none">• to recognize existing schools, churches, etc. and building them up to meet needs of the immediate community (formerly known as institutional).○ Major Retail (fill)○ Excess Lands (TBD)○ Employment Areas○ Restricted Employment<ul style="list-style-type: none">• to recognize existing uses only○ SEDs (overlay, outline only)○ SGAs (overlay, outline only)