

# Growing Up

## Issues and Options Report

### How can the Official Plan guide future growth in Orillia?

Since 2021, the City of Orillia has been taking steps to plan for enough land to accommodate future population and employment growth over a 30 year period. This growth will be accommodated through both development within Orillia's existing built-up area and greenfield areas – and Our Orillia Official Plan Review provides an opportunity to refresh the policy frameworks for each.

Some of the expected benefits of taking this refreshed and flexible approach to growth and intensification include:

- Reducing greenhouse gas emissions through compact development in strategic growth areas and providing more opportunities for active transportation like walking and cycling;
- Meeting Provincial requirements which direct growth to strategic growth areas and through infill development;
- Protecting farmland and natural areas over the long-term;
- Supporting job creation and economic development;
- Connecting more people to transit and active transportation, allowing more people to meet more of their daily needs without relying on a personal vehicle;
- Supporting the long-term financial health of Orillia by creating mixed-use corridors with more accessible services needs for the City's growing population;
- Building strong neighbourhoods; and
- Providing flexibility for future change and responsiveness to evolving planning direction and approaches to construction, building technology, and development.

Through Our Orillia Official Plan Review, **Growing Up** means taking new approaches to comprehensively planning for new growth and built form in nodes, employment areas, and new mobility opportunities in

#### What are the elements of Growing Up?

- Intensification
- Employment and Commercial Areas
- City Structure and Land Use Framework
- Mobility

#### Did you know?

The City is undertaking a separate process to ensure there is enough land to accommodate future population and employment growth in line with the Growth Plan.

**Our Orillia Official Plan Review is only focused on lands within the City's existing municipal boundary.**

**To learn more about the Boundary Expansion project, please visit:**

**Orillia.ca/MCR**

Orillia – created through a new City Structure and Land Use Framework that builds upon the City’s existing land use framework. The result should be an integrated land use and mobility framework that is expected to provide many benefits to Orillia and its residents.

## Policy Issues and Options

The policy issues and options outlined below are organized by the elements of the **Growing Up Report** and build on the input received from the community during Stage 1 engagement activities and City Moves Report. These issues and options provide the basis for community and stakeholder consultation in Stage 2 of Our Orillia Official Plan Review and will inform a subsequent Policy Directions Report which will recommend specific actions to implement in the Official Plan.

### Do you want to know how the Guiding Principles are being considered in the Official Plan?

Each of the issues outlined in the Report are ‘tagged’ with one or more icons that show how each issue aligns with the Guiding Principles for Our Orillia Official Plan Review.



**Complete Community**



**Strong & Diverse Economy**



**Integrated Mobility**



**Sustainability & Stewardship**



**Safe & Affordable Housing**



**Wellness & Creativity**

## City Structure and Land Use Framework

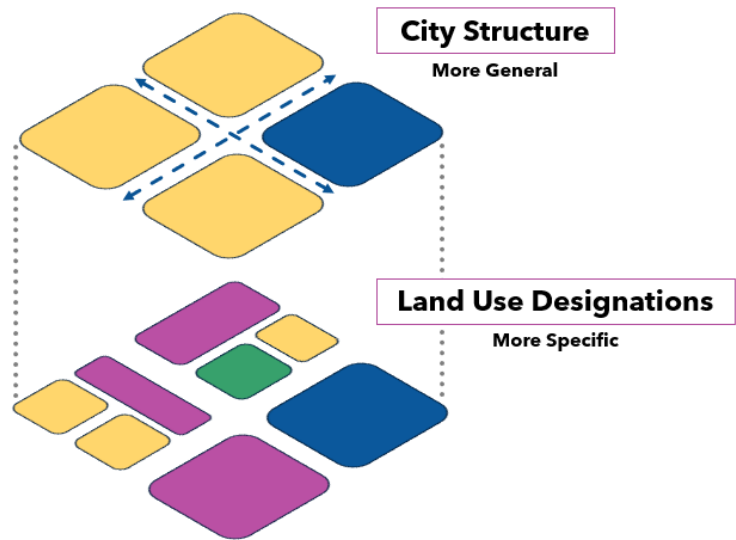
### What does the current Orillia Official Plan say?

The Official Plan establishes a series of land use designations on Schedule A which help achieve the vision that has been established in the Plan. The organization of the various land use designations form a general structure for where and how growth and development is planned to occur.

The Official Plan currently does not have a formal city structure, and instead relies only on specific land use designations as it pertains to guiding growth, protect environmental areas, and defining areas where people live and work, and play. Through Our Orillia Official Plan Review, there is an opportunity to develop a new City Structure which fundamentally serves as a growth management tool. A City Structure helps clearly articulate the key geographic components of the city that provide the basis for where and how growth will occur and where it will not (e.g., natural areas), in line with Provincial policy, and that can influence Orillia’s success in achieving the vision statement for the future. It can link investments in infrastructure with where growth is expected to occur and is subsequently implemented by detailed land use designations.

For example, the City Structure may broadly identify more general “Community Nodes” which encompass areas for living, shopping, and recreation. Within Community Nodes, the Official Plan would set out more specific residential, commercial, and open space land use designations.

Based on all of the preceding issues and options set out in this Report, the following section introduces the basis for and concept of a new City Structure for Orillia alongside a proposed land use framework to help realize the City Structure and vision.



### What does Provincial policy or legislation require us to do?

Orillia is located within a Primary Settlement Area of the Growth Plan, 2020 and includes lands within the Delineated Built-Up Area and Designated Greenfield Area. In general, the Growth Plan, 2020 requires municipalities to achieve a minimum intensification target throughout the Delineated Built-Up Area. The Growth Plan, 2020 also establishes several growth management-related policies can shape the City Structure including:

- Requirements to develop a strategy to achieve the intensification target and accommodate intensification through Strategic Growth Areas (Sections 2.2.1 and 2.2.2);
- Directing that at least 50% of all residential development occur within the delineated built-up boundary (Section 2.2.2.);
- Directing that a density of at least 50 residents and jobs per hectare be achieved within designated greenfield areas (Section 2.2.7);
- Specific requirements that must be met to support a settlement area boundary expansion (Section 2.2.8), including permissions for settlement area boundary expansions less than 40 ha. outside of the municipal comprehensive review process, subject to criteria;
- Coordinating infrastructure planning, land use planning, and infrastructure planning (Section 3.2.1).

The Province recently released its draft Provincial Planning Statement 2024, which would replace the Growth Plan and PPS 2020 with new policies related to settlement areas, population forecasting and intensification. The draft Provincial Planning Statement has proposed substantive changes to policies and terminology related to settlement areas and settlement boundaries. The draft changes propose to allow for settlement area boundary expansion at any time, subject to criteria and removes requirements to plan for a minimum density target in Orillia. The changes would also no longer require Orillia to identify Strategic Growth Areas; however, the City would be permitted to do so at their discretion.

As Our Orillia Official Plan Review progresses through Stage 2 into Stage 3, the Project Team will continue to monitor future changes to Provincial policy and ensure that the City’s employment policies are responsive to new direction.

## Policy Issues and Options

The following policy issues and options have been informed by input from the community, the requirements and directions of Provincial policy and legislation, and emerging practices in land use planning.



**Issue 1. Our Orillia Official Plan Review provides an opportunity to establish a new City Structure. It would direct where and when development and population and employment growth should occur, natural areas to be protected, and influence how the City makes infrastructure decisions and investments. There is also an opportunity to review the applicability of existing land use designations and general growth management policies contained within the Official Plan to help realize the new City Structure.**

- **Recommendation 1.A.** – Develop a new Schedule “A” – City Structure which identifies the urban structure of Orillia over the long-term through a series of key geographic components that articulate where and how growth will occur, in accordance with Provincial policy and in support of the Our Orillia Official Plan Review vision statement. Some of the key moves reflected in this City Structure not discussed elsewhere in this Report include:
  - The identification of Strategic Growth Areas in West Orillia, including both Community Nodes and Corridors. These areas could support a greater range and mix of housing and development in West Orillia and provide additional services and amenities to residents.
    - Intensification within Strategic Growth Areas in Orillia should be clearly linked to mobility infrastructure and investments in transit and active transportation to support choice in the mobility network. The location of Strategic Growth Areas are intrinsically linked to the City’s mobility network which provides different ways to move around Orillia.
    - The planning function of a street (e.g., transit service, street classification) can inform permitted uses, intensity, and form of development. Orillia Transit provides fixed-route bus service along many arterial and collector roads, or within close proximity, alongside planned active transportation infrastructure improvements on these corridors.

- The identification of Major Streets within the City Structure comprised of streets classified as collector and arterial. These streets provide connectivity across the City and comprise significant transportation corridors which support multi-modal transportation and generally have wider rights-of-way, compared to local streets. Major Streets, could over time, facilitate a broader range of residential and non-residential uses to support adjacent neighbourhoods. In the future, the City could explore new policy approaches specifically along Major Streets – beyond “intensification areas” (e.g., permitting additional housing options). Identification of specific streets that have, or do not have, capacity for widening may also be undertaken.

The City Structure should consist of the following components:

Table 1 – Overview of proposed City Structure elements

Overlays	Components	Supporting Elements
Delineated Built Boundary	Natural Heritage System	Major Streets
Designated Greenfield Area	Neighbourhood Area	Municipal Boundary
Settlement Area Boundary	Employment Area	Provincial Highways
	Strategic Growth Areas (Community Nodes)	

**Recommendation 1.B.** – To help realize the new City Structure, the Official Plan needs to establish specific land use designations which articulate a policy framework for different areas of the city. Land use designations in the current Official Plan are currently shown on Schedule “A”. The following options and recommendations should be considered through Our Orillia Official Plan Review:

- **Recommendation** – Renaming the Environmental Protection Area designation to the “appropriate natural heritage feature such as ‘wetland’ or ‘woodland’” designation. The term “environmental protection area” is used in different contexts within Provincial Policy, and renaming the designation will help clarify its intent and interpretation.
- **Recommendation**– Consolidating the “Arterial Commercial” and “Light Industrial Services” designations to help streamline two similar land uses, as explored earlier in this Report.
- **Recommendation**– As explored earlier in this Report, there is an opportunity to remove the existing “Community Commercial” designation which only applies to lands west of Highway 11 should the new Mixed-Use Area designation be applied to these lands.
- **Recommendation** – Broaden the permitted uses within the Major Institutional designation to include uses and amenities that support the attraction, economic growth and continued investment of lands within this designation.
- **Recommendation** – Split the existing Business Park/Industrial designation into two separate designations: General Employment and Industrial. The General Employment designation would permit offices, indoor recreation and entertainment uses while the Industrial designation would permit large-scale manufacturing and processing.

The above-noted options summarize or build upon the options and recommendations elsewhere in this Report or other Issues and Options Reports. Land use designations in the Official Plan are proposed to be organized as follows:

Table 2 – Overview of proposed land use designations

City Structure Components	Proposed Land Use Designation Name ( <i>Current Name</i> )
<b>Natural Heritage System</b>	<b>Natural Heritage System</b> (with identification of wetland or woodland feature, as appropriate) ( <i>Environmental Protection Area</i> ) <b>Parkland and Major Open Space Designation</b> ( <i>No Change</i> )
<b>Neighbourhood Area</b>	<b>Neighbourhoods Designation</b> ( <i>Stable Neighbourhood and Neighbourhood Greenfield</i> ) <b>Major Institutional Designation</b> ( <i>No Change</i> ) <b>Arterial Commercial Designation</b> ( <i>Light Industrial Services and Arterial Commercial</i> )
<b>Employment Area</b>	<b>General Employment</b> <b>Industrial</b> ( <i>Business Park/Industrial Designation</i> )
<b>Strategic Growth Areas</b>	<b>Mixed-Use Area Designation</b> ( <i>Intensification Area</i> ) <b>Downtown Core Area</b> ( <i>No Change</i> )
<b>Designations to be Removed</b>	<b>Community Commercial</b> – apply Mixed-Use Area Designation



**Issue 2.** The Official Plan does not contain policies related to settlement area boundaries and settlement area boundary expansions, in accordance with the Growth Plan, 2020.

- **Recommendation 2.A.** – New policies related to Orillia’s settlement area boundary and criteria for settlement area boundary expansions should be incorporated into the Official Plan.

## Intensification

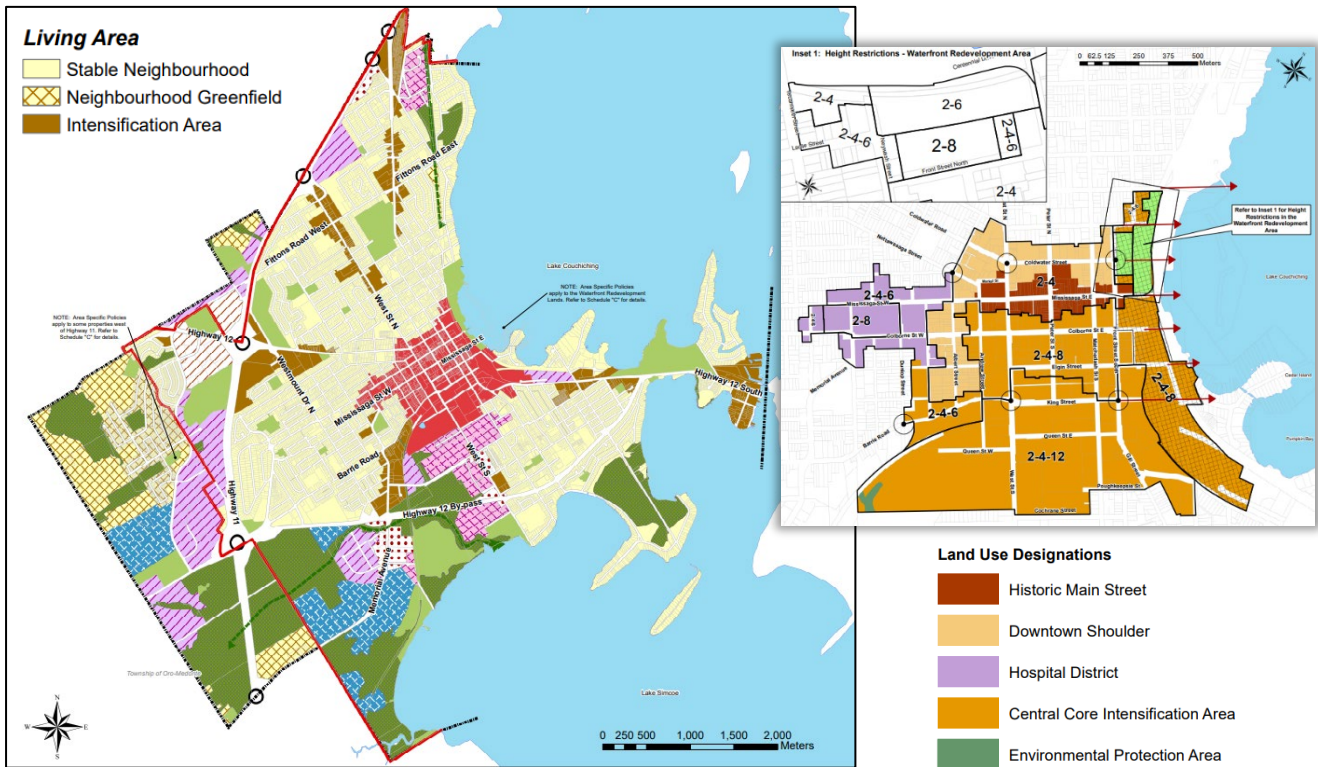
### What does the current Orillia Official Plan say?

Orillia’s Official Plan sets out a comprehensive land use framework for intensification and mixed-use development within defined areas of the city – comprising Intensification Areas and portions of the Downtown Area (**Table 1**). Intensification areas are locations that have the potential to accommodate a mixture of residential office, retail, and service commercial uses. The Official Plan directs that development, particularly within Downtown, should foster a pedestrian environment which promote social interaction and easy access to community amenities. Together, intensification areas help the City achieve the goal of accommodating 40% of new residential development through intensification within the built boundary.

### What We Heard

At the Visioning Workshop, attendees generally indicated support for more intensification and taller buildings in Downtown Orillia and the identification of intensification opportunities in West Orillia.



Intensification opportunities in Orillia also help provide an appropriate range of housing types and densities. The Official Plan requires the City to maintain the ability to accommodate residential growth for a minimum of 10 years through residential intensification and redevelopment.



City of Orillia Official Plan – Schedule A Land Use (left) and Schedule B Downtown Area (right)

Table 3 – Summary of Intensification Area designations in Orillia’s Official Plan

Intensification Area Designations	Description and Height Permissions
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<p>Intensification Areas</p> 	<p>Includes locations that have been targeted for intensified development, and have the potential to accommodate a mix of residential, office, retail, and service commercial uses. These areas are intended to promote higher densities and be transit supportive.</p> <p>Minimum Height – 2 storeys Maximum Height – 8 storeys</p>
<p>Central Core Intensification Area (Downtown Area)</p> 	<p>Significant development and intensification is promoted within this designation, including an array and mix of uses.</p> <p>Minimum Height – 2 storeys Maximum Height – 12 storeys (subject to rezoning) generally south of King Street (6-8 storeys elsewhere)</p>

### What does Provincial policy or legislation require us to do?

A Place to Grow: A Growth Plan for the Greater Golden Horseshoe, Office Consolidation 2020 (Growth Plan, 2020) sets out a wide range of policies related to growth management, intensification, and planning for housing. Specifically, the Growth Plan, 2020 requires that:

- Growth be directed to settlement areas and in areas with existing or planned public service facilities within settlement areas, including within Strategic Growth Areas;
- Municipalities plan for a diverse range and mix of housing options to accommodate people at all stages of life, and to accommodate the needs of all household sizes and incomes;
- Population and employment growth be accommodated by reducing dependency on the automobile through the development of mixed-use, pedestrian-friendly urban environments; and
- Orillia achieve a minimum target of 50% of all residential development through intensification within the delineated built-up area.

Overall, the Growth Plan, 2020 requires Orillia to develop a strategy to achieve this minimum intensification target and support intensification. This topic is explored further in the City Structure and Land Use Framework section of this Report. The City is required to identify the type and scale of development in “strategic growth areas” and transition of built form to adjacent areas and prioritize planning and investment in infrastructure and public service facilities that support intensification.

### What are Strategic Growth Areas?

For the purposes of this Report, “Strategic Growth Areas” is an umbrella term which refers to current and future intensification areas in the Orillia Official Plan, being locations where most growth and infill will be directed.

**See the City Structure and Land Use Framework section of this Report for more information about Strategic Growth Areas.**



The Provincial Policy Statement, 2020 (PPS, 2020) sets out policies to plan for the efficient use of land, resources, and infrastructure; providing a clean and healthy environment for current and future generations; and diversifying an economic base and supporting job creation.

Together, the policies of the Growth Plan, 2020 and PPS, 2020 support an intensification-led approach to planning through Our Orillia Official Plan Review that achieves the objectives and City Structure presented in this Report.

It should be noted that the Province recently released the Proposed Provincial Planning Statement 2024 (April 2024) that proposes to consolidate both the Growth Plan and the PPS into one document as it pertains to matters of Provincial interest related to land use planning and development in Ontario.

Some of the proposed changes to the PPS include the following:

- Requiring municipalities to provide a range and mix of housing options that is expanded to include multi-unit types such as laneway homes, garden suites, low and mid-rise apartments and various housing typologies such as affordable, multi-generational, seniors and student housing;
- Requiring municipalities to support general intensification and encourage municipalities to establish and implement minimum targets for intensification;
- Encourage municipalities to establish phasing strategies so that growth is aligned with infrastructure needs in designated growth areas ; and
- Require municipalities to base growth forecasts on Ministry of Finance population projections and require municipalities to plan for a minimum 20-year horizon but not more than 30 years and maintain a 15-year residential land supply and maintain land with servicing capacity for a 3-year supply of residential units.

## Policy Issues and Options

The following policy issues and options have been informed by input from the community, the requirements and directions of Provincial policy and legislation, and emerging practices in land use planning.



**Issue 3. The Official Plan establishes different maximum height permissions within Intensification Areas and the Central Core Intensification Area designations. There is an opportunity to revisit the height framework within Strategic Growth Areas to support intensification and the creation of vibrant mixed-use communities.**

**Table 1** outlines the current range of maximum permitted heights within Intensification Areas in the Official Plan. Across all options presented in **Table 2**, built form policies in the Plan will continue to provide a critical balance that protects for the health, safety and quality of life of all community members, existing and new.

Through Our Orillia Official Plan Review, it is important to consider the types of buildings being built in Orillia today. Official Plan policies should be realistic and represent building types that can and may be built in Orillia. In doing so, the City can improve the likelihood that proposed developments will meet the rules set out in the Official Plan (and other land use tools such as the City’s zoning by-law). Height is

one element of a building’s design, and the Official Plan can set the stage for updated zoning regulations related to transition to adjacent development (e.g., setbacks, step backs, buffers etc.). Alongside height policies, built form policies will help shape and emphasize the design of buildings. When determining an appropriate maximum permitted height within the City’s intensification areas, matters such as existing built form need to be taken into consideration, along with use of angular planes. Urban design policies that speak to the use of angular planes, setbacks, and step backs will need to be integrated into the City’s new Official Plan.

Table 4 – Height options for Strategic Growth Areas

Option	Intensification Area Maximum Permitted Height	Central Core Area Intensification Area Maximum Permitted Height
<b>Current (Status Quo)</b>	8 storeys	6-8 storeys (shown on Schedule D) 12 storeys – generally south of King St.
<b>Option 3.A</b>	12 storeys	6-8 storeys (shown on Schedule D) 12 storeys – generally south of King St.
<b>Option 3.B</b>	14 storeys	6-8 storeys (shown on Schedule D) 12 storeys – generally south of King St.
<b>Option 3.C</b>	16 storeys	6-8 storeys (shown on Schedule D) 16 storeys – generally south of King St.

The options listed in the table represent modest changes in maximum permitted heights, with Option 3.C being the most permissive overall. Modest increases in height, beyond the status-quo, can be supported for a range of reasons, including:

- The City’s 2023 Residential Land Needs Assessment contemplated the role of 12-storey buildings within Orillia’s intensification areas for the purposes of modelling intensification scenarios. This was based on the current permissions for 12 storeys today in portions of Downtown.
- Attendees at the visioning workshop and online survey responses generally responded favourably to increased height permissions, particularly within Downtown and along major streets.
- Reducing the need for potential site-specific Official Plan Amendments overtime and providing a comprehensive vision for Orillia’s Strategic Growth Areas.



**Issue 4.** The vision for intensification and redevelopment within Downtown Orillia should be clarified to distinguish the historic main street and surrounding areas more clearly from the existing Central Core Intensification Area.

- **Recommendation 4.A.** – Delineate the Downtown Area as an overlay boundary and apply one consistent Intensification Area designation in both Downtown and within other

**Strategic Growth Areas.** The intent of this change would be to continue to recognize Downtown Orillia as the core of the City, with boundaries that align with the Downtown Tomorrow Master Plan. This approach would provide for greater consistency between all Strategic Growth Areas in terms of function and form policies to guide development. Downtown-specific development, public realm, and design policies would continue to apply via the Downtown Area overlay.

It is recommended that the distinct policy frameworks for the Historic Main Street, Downtown Shoulder, and Hospital District be retained.



**Issue 5.** The Hospital District designation was introduced into the Official Plan in 2008, prior to the preparation of the 2011 Official Plan and focused on permitting only hospital-related uses due to the area’s proximity to the hospital and ongoing change in an area that was predominantly residential. Through Our Orillia Official Plan Review, there is an opportunity to review the range of uses permitted within the Hospital District designation to provide flexibility for this area over the long-term should the location of the hospital change and provide greater opportunities for intensification, mixed-use development and transit-oriented development.

- **Recommendation 5.A – Expand the range of permitted uses within the Hospital District.** This could include permissions for high density mixed-use with general office uses and retail spaces, allowing for greater flexibility in this area over the long-term as development and redevelopment occurs.



**Issue 6.** As the City grows and evolve, it will be important to set out policies that clearly articulate Orillia’s vision for Strategic Growth Areas, including planning and development applications which may seek to increase the maximum height permissions within the Official Plan.

- **Recommendation 6.A. Establish policies and guiding principles which can support the review of planning and development applications within Strategic Growth Areas.** The following principles should be considered to inform policies for the review of planning and development applications which seek to increase the maximum permitted height through a site-specific Official Plan Amendment:
  - Proximity to adjacent neighbourhood designations requiring angular planes adjacent to existing built forms of less than four storeys in height;
  - Proximity to a transit stop or multi-use pathway, and provision of other transportation demand management tools such as bikeshare, autoshare, and parking reductions;
  - Proximity to commercial uses or zones;
  - Impacts on surrounding roadways, green space and public realm, including shadowing impacts;
  - Appropriate transition to adjacent lots,

- Achieving a higher standard of building features such as green roofs and garden tiers;
- Proximity to essential public services including emergency services, parks and waste collection

While the *Planning Act* no longer includes the Section 37 Density Bonusing framework, the Official Plan can set out policies to support the review of applications which may be submitted to the City. It should be noted that design policies can only be applied to developments with more than ten residential dwelling units.



**Issue 7. To help support broader city-building objectives within Strategic Growth Areas, there is a need to introduce public realm, urban design, transportation, sustainability, development incentives, and built form policies to guide and support development.**






- **Recommendation 7.A. Policies should be introduced within Strategic Growth Areas which reflect a more urban development context and achieve the recommendations of other master plans and studies, such as the Downtown Tomorrow Master Plan and Multi-Modal Transportation Master Plan.** The following policy directions should be considered within Strategic Growth Areas:
  - In the context of multi-storey buildings, direction for the types of non-residential uses which should be permitted on the lower stories such as retail and shops, offices and clinics.
  - Strong urban design policies which provide for compatibility to adjacent development, such as organizing building heights, providing guidance for built form/massing on a site, consolidation of vehicular access points where feasible, angular planes for buildings greater than three-storeys beside existing buildings less than four-storeys, step-backs and step-ups, and glazing requirements.;
  - Policies related to the provision of municipally-owned and privately-owned above-ground and below ground parking structures, which can play a role in achieving the City's mobility plans in Strategic Growth Areas through the consolidation of parking facilities and a more efficient use of land;
  - Support the integration of community services and facilities within mixed-use development where community service and parks needs have been identified (e.g., community spaces, social services, etc. with residential uses above/beside);
  - Encouragement to provide public art in new large-scale private developments that may have significant pedestrian traffic;
  - Direction for buildings to address the street and limit shadow impacts on existing and new public spaces such as parks; and
  - Policies related to sustainable building design and accommodation of on-site landscaping or public realm improvements (e.g., active transportation).

## Employment and Commercial Areas

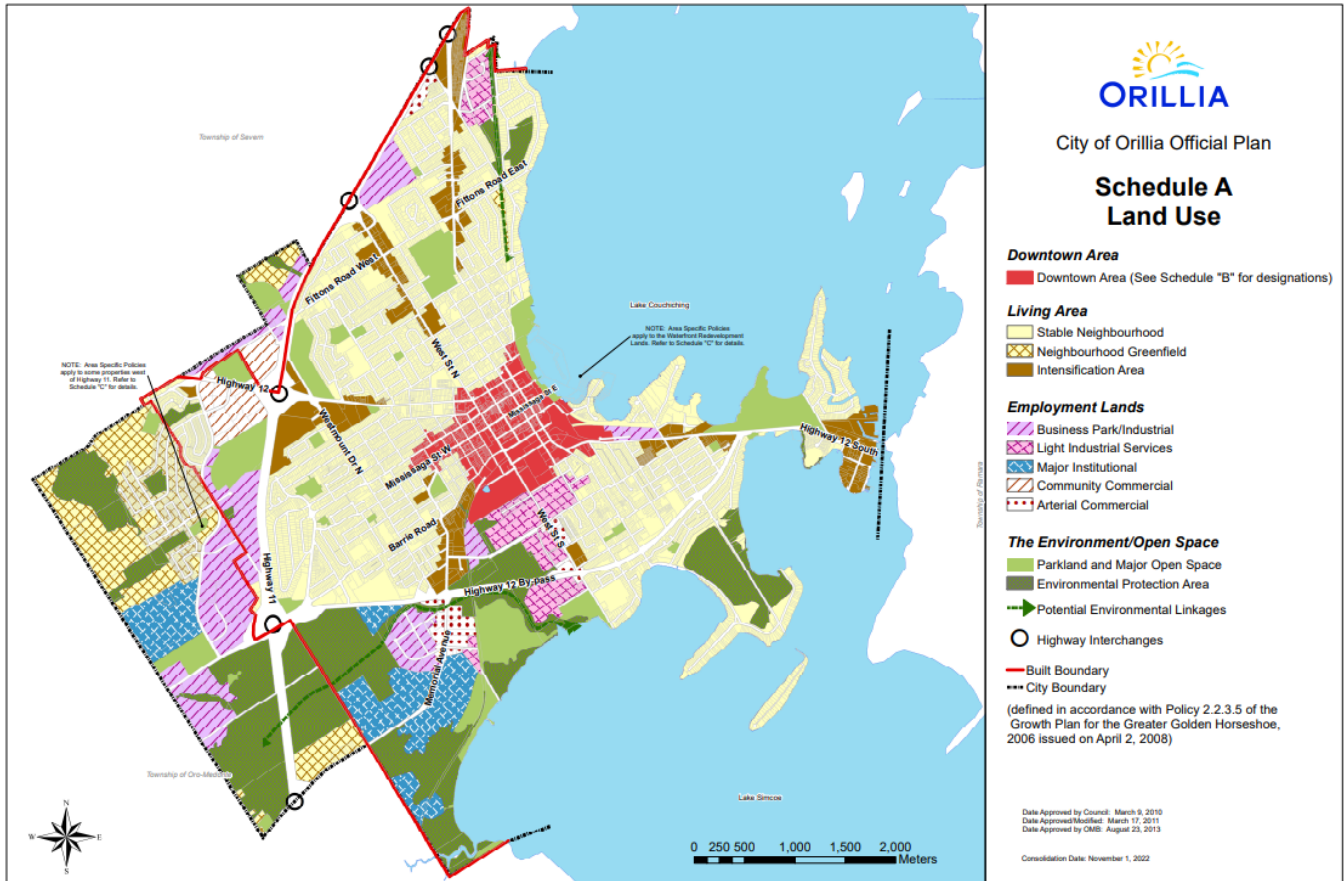
### What does the current Orillia Official Plan say?

Employment Lands in Orillia are intended to accommodate a full range of employment opportunities including industrial, commercial, and institutional uses to meet the long-term needs of the City. Schedule “A” of the Official Plan establishes five land use designations that form “Employment Lands” in Orillia, which comprise the following employment and commercial designations:

Table 5 – Summary of Employment Lands designations in Orillia’s Official Plan

Employment Lands Designations	Description
<b>Employment Area Designations</b> *subject to the conversion requirements of Provincial policies	
Business Park/Industrial 	Includes lands for employment related uses primarily intended for industrial, research and development and office uses.
Light Industrial Services 	Includes lands intended to accommodate a broad range of employment opportunities as well as service commercial uses and retail uses of a quasi-industrial nature.
Major Institutional 	Includes lands intended to facilitate the development of major institutional uses such as large-scale educational facilities and government offices.
<b>Commercial Designations</b>	
Community Commercial 	Includes the largest concentration of retail floor space in the City and includes an array of retail and service commercial uses focused on large-format retailers.
Arterial Commercial 	Includes uses catering to the travelling public and retail stores which are land extensive, require outdoor sales/storage, or have a quasi-industrial / retail character.

The Official Plan clearly distinguishes between those land use designations which comprise Orillia’s “employment area”, which is subject to specific Provincial policies, and those which form the City’s commercial base and provide a significant number of jobs. Within the Official Plan, “employment area” is defined to mean: those areas designated in an official plan for clusters of business and economic activities including but not limited to manufacturing, warehousing, offices, and associated retail and ancillary facilities.



City of Orillia Official Plan – Schedule “A” Land Use

## What does Provincial policy or legislation require us to do?

The Growth Plan, 2020 provides population and employment forecasts for all upper- and single-tier municipalities within the Greater Golden Horseshoe, including the City of Orillia. The City is required to plan for the long-term protection of employment areas and ensure an adequate supply of land within employment areas.

In April 2023, the Province released the draft Provincial Planning Statement, which if brought into effect, would consolidate the Growth Plan, 2020 and PPS, 2020 into a new integrated Provincial Planning Statement. At the time of preparing this Issues and Options Report, the timing of when the Provincial Planning Statement could come into effect and the exact nature of its policies is not yet known; however, the following provides a summary of the draft policies related to planning for employment areas:

- With the proposed repeal of the Growth Plan, 2020, municipalities would no longer be required to plan for specific population and employment targets within the horizon year;
- When updating official plans, municipalities would be required to have enough land designated for **at least** 25 years (a change from **up to** 25 years), with planning expressly allowed to extend beyond this horizon for infrastructure, employment areas, and strategic growth areas;

- Municipalities could consider applications for the removal of land from employment areas, subject to criteria and targets contain in official plans; and
- The definition of “employment areas” would be changed in both the *Planning Act* (via Bill 97) and Provincial Planning Statement. Notably, these changes would exclude office uses from the definition of employment areas and limit employment areas to more traditional large-scale businesses. To that end, the following is a summary of the proposed changes to employment areas:
  - Employment areas would be defined to mean those areas designated in an official plan for clusters of business and economic activities including manufacturing, research and development in connection with manufacturing, warehousing, goods movement, associated retail and office, and ancillary facilities.
  - Uses that are excluded from employment areas are institutional and commercial, including retail and office not associated with the primary employment use listed above and motels and hotels.
  - Industrial, manufacturing and small-scale warehousing uses that could be located adjacent to sensitive land uses without adverse effects are encouraged in strategic growth areas and other mixed-use areas where frequent transit service is available outside of employment areas.

As Our Orillia Official Plan Review progresses through Stage 2 into Stage 3, the Project Team will continue to monitor future changes to Provincial policy and ensure that the City’s employment policies are responsive to new direction.

## Policy Issues and Options

The following policy issues and options have been informed by input from the community, the requirements and directions of Provincial policy and legislation, and emerging practices in land use planning.



### **Issue 8. The new Official Plan must continue to protect existing and future employment areas to attract new businesses and support the City’s economic base.**

- **Recommendation 8.A.** – Develop a new Schedule “A” – City Structure which identifies Employment Areas as a component of the City Structure of Orillia. The ultimate delineation of Employment Areas within the City Structure should be confirmed as part of the Draft Official Plan and consider future updates to Provincial employment area policies. Lands within the Employment Area delineated on the City Structure will be subject to the Conversion Policies of Section 3.4.3.4.



**Issue 9.** The Growth Plan, 2020 contemplates office uses within the definition of employment areas, whereas the draft Provincial Planning Statement does not permit office uses within the proposed definition of employment areas. Orillia’s current Official Plan permits office uses within employment areas.

- **Recommendation 9.A.** – It is recommended that as Our Orillia Official Plan Review progresses, any changes to Provincial policy will continue to be monitored to consider where office uses are permitted in Orillia. These changes could have implications on both employment-oriented designations, particularly the Light Industrial Services designation. Office uses permitted in these areas may need to be revisited.



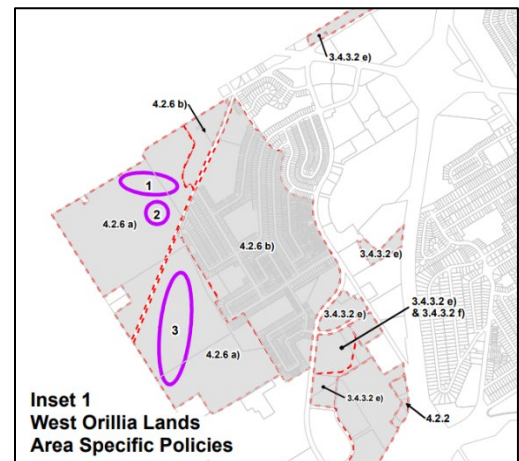
**Issue 10.** The proposed approach to intensification and planning for strategic growth areas will provide an opportunity to streamline the number of commercial land use designations. The Community Commercial designation currently only applies to lands in West Orillia.

- **Recommendation 10.A – Redesignate lands shown as Community Commercial.** Should the lands currently designated Community Commercial in West Orillia be designated as a Strategic Growth Area, there is an opportunity to remove the Community Commercial designation from the Official Plan and apply the appropriate intensification/mixed-use land use designation to reflect future growth opportunities.



**Issue 11.** Within West Orillia, there are several area specific policies which have been applied to lands designated Business Park/Industrial which permit non-employment uses (e.g., the commercial and retail uses east of University Ave. and north/south of Diana Dr.)

- **Option 11.A – Review application of the Business Park/Industrial designation.** Through Our Orillia Official Plan Review there is an opportunity confirm the applicability of the Business Park/Industrial designation to certain lands which are built out with non-employment uses and do not contribute to the function of Orillia’s employment areas. The Project Team would apply an appropriate commercial land use designation to any lands which no longer form the City’s employment area. Existing area specific policies would be retained and/or reviewed, as applicable.
- **Option 11.B – Status Quo.** The Business Park/Industrial land use designation would continue to apply to lands currently subject to this designation. Existing area specific policies would be retained, as applicable.







**Issue 12.** There is an opportunity to streamline the number of land use designations within the Official Plan by consolidating the Arterial Commercial and Light Industrial designations.

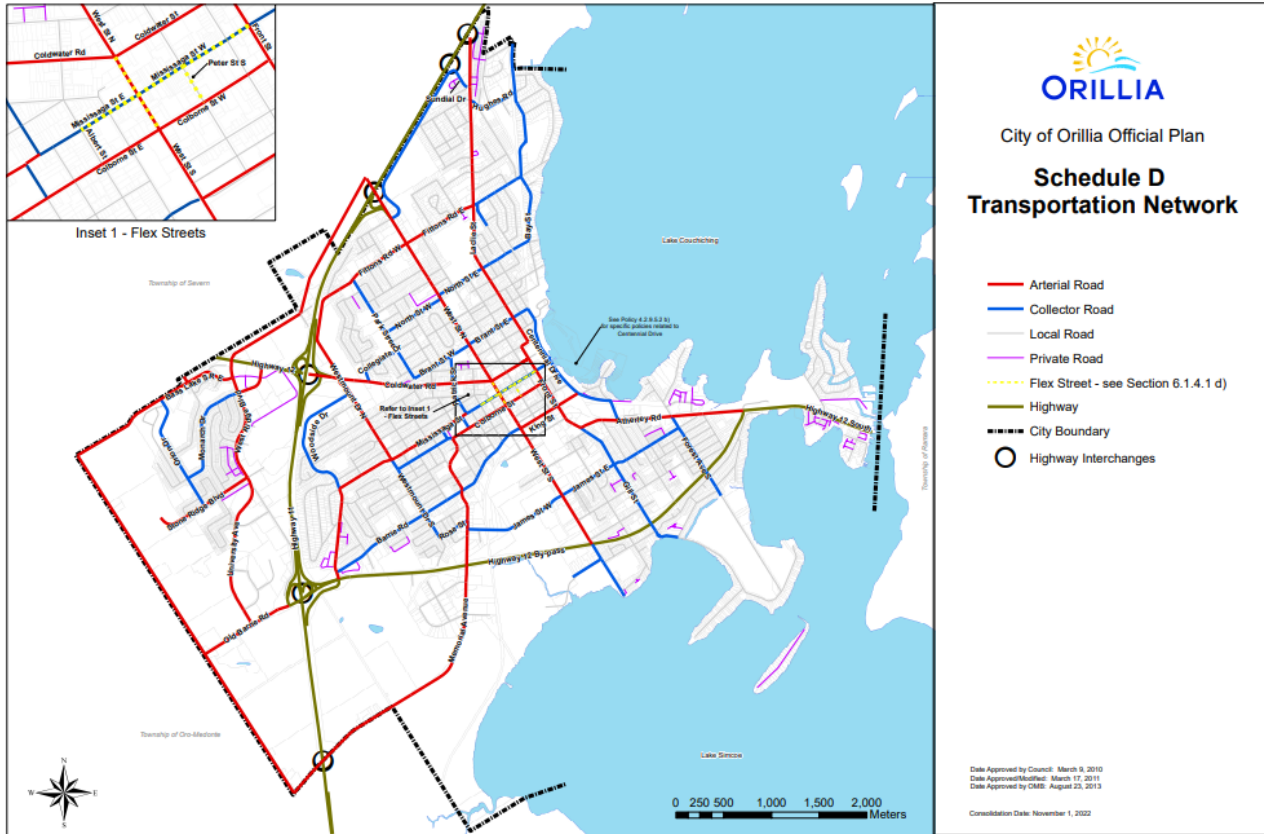
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- **Recommendation 12.A. – Consolidate the Arterial Commercial and Light Industrial land use designations.** The Arterial Commercial and Light Industrial land use designations currently perform similar functions in the Official Plan. Lands subject to the Arterial Commercial designation are clustered in two locations adjacent to Highway 12, while the Light Industrial designation applies to lands east and west of West St. and a smaller cluster east of Memorial Ave. The permitted uses between these designations are similar and contemplate a range of employment and commercial uses at the periphery of ‘core’ employment areas.

## Multi-Modal Transportation

### What does the current Orillia Official Plan say?

In 2019, Orillia’s Official Plan was updated to bring it into conformity with the City’s Multi-Modal Transportation Master Plan (2019). Section 6.1 of the Official Plan establishes comprehensive policies for the transportation system which moves people and goods via roads, transit, trails, pedestrian linkages, and cycling routes. Schedule D identifies the elements of the City’s road transportation network, while Schedule E identifies a network of trails and cycling routes. The Official Plan promotes multi-modal access throughout the City and recognizes the important role that land use and patterns of development play in supporting multi-modal transportation systems.



City of Orillia Official Plan – Schedule D Transportation Network

Orillia’s transportation networks – whether walking, rolling, cycling, riding transit, driving, or moving goods, should be integrated with each other to provide access to travel options that are safe connected and reliable. A safe transportation network meets the needs of the community, regardless of ability, age, or income, and reduces residents’ reliance on one singular option, increasing their ability to stay connected and move throughout the city.

As explored in this Report, Our Orillia Official Plan Review can bring forward and establish a new City Structure –including Nodes and Corridors, which direct mixed-use intensification to major streets and areas well-served by transit. This City Structure will serve as a strategy for how Orillia grows now and into the future and can help identify and prioritize capital investments in transportation infrastructure.

**What does Provincial policy or legislation require us to do?**

The Growth Plan, 2020 outlines that transportation systems should be provided which are safe, energy efficient, facilitate the movement of people and goods, and maximize the use of existing and planned infrastructure. It identifies that a land use pattern, density, and mix of uses should be promoted to minimize the length and number of vehicle trips and support current and future use of transit and active transportation, such as walking, rolling, and cycling.

A Transportation Plan for the Greater Golden Horseshoe is a Provincial transportation plan that includes a Vision for Mobility in 2051. This vision sets out a 30-year vision of a transportation system that provides safe, efficient and convenient options for people and businesses and supports the well-being

and economic prosperity of the region into the future. The 2051 vision includes infrastructure, service improvements and policies organized under four interrelated themes:

- Fighting traffic issues and improving road performance
- Getting people moving on a connected transit system
- Supporting a more sustainable and resilient region
- Efficiently moving goods

## Policy Issues and Options

The following policy issues and options have been informed by input from the community, the requirements and directions of Provincial policy and legislation, and emerging practices in land use planning.



**Issue 15.** Our Orillia Official Plan Review provides an opportunity to emphasize the role of active transportation as a mode of transportation through adding safe routes to use and connecting to key destinations.

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- **Recommendation 15.A.** – Introduce policies that support complete streets which prioritize vulnerable road users, including those who walk and roll through new and rebuilt streets
  - **Recommendation 15.B.** – Explore specific policies related to safe streets in proximity to schools, community facilities, and parks.
  - **Option 15.C** – Plan for new development that is highly connected to and supports existing and planned active transportation routes (e.g., trails and bike lanes). Consideration should be given to policies related to the redevelopment of large sites (e.g., shopping plazas, brownfields) and opportunities for the City to secure pedestrian-oriented access.
  - **Option 15.D** – Reviewing policies related to bicycle parking and other transportation demand management measures, such as end of trip facilities, long-term/secure bicycle parking, carpooling, and shared parking arrangements.
  - **Option 15.E** – Ensuring that policies support the early introduction of transit in new neighbourhoods within the Designated Greenfield area, such as through the layout of the road network and inclusion of medium and high-density developments (which are often built in later phases of development after low-density blocks are constructed).