
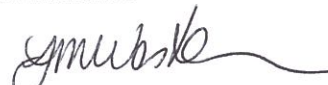



TO: GENERAL COMMITTEE


SUBJECT: CRITERIA FOR EVALUATING SERVICING REQUESTS OUTSIDE CITY BOUNDARY

WARD: ALL

PREPARED BY AND KEY CONTACT: S. PATTERSON, P. Eng.
MANAGER OF INFRASTRUCTURE PLANNING 

SUBMITTED BY: J. WESTON, M.A.Sc., P. Eng., PMP
DIRECTOR OF ENGINEERING 
S. NAYLOR, M.E.S., M.C.I.P., R.P.P.,
DIRECTOR OF PLANNING SERVICES 

GENERAL MANAGER APPROVAL: D. FRIARY
GENERAL MANAGER OF INFRASTRUCTURE & GROWTH MANAGEMENT
(Acting) 

CHIEF ADMINISTRATIVE OFFICER APPROVAL: C. LADD
CHIEF ADMINISTRATIVE OFFICER 

RECOMMENDED MOTION

1. That requests for the extension of City infrastructure/services received from municipalities outside of the City boundary be considered and reviewed by staff in accordance with the criteria set out in Appendix "A" of ENG009-14 and a report be prepared for General Committee's consideration with respect to the evaluation of any request.

PURPOSE & BACKGROUND

2. The purpose of this staff report is to seek approval of criteria for evaluating servicing requests outside the City boundary as set out in Appendix "A" of this report.
3. On October 13, 2013, the City received a request from the Township of Springwater to review the potential for cross boundary servicing (water/wastewater) within the following study areas:
 - a) Bayfield Street/Highway 26
 - b) St. Vincent Street
 - c) Country Road 93/Georgian Drive
 - d) Dunlop (County Road 90)/Miller Drive

Refer to Appendix "B" for a map illustrating the locations of these areas.

4. As indicated in the letter from the Township of Springwater, refer to Appendix "C," they have initiated a review of 'Green Belt' policies within their Official Plan, which currently restricts new non-agricultural development within 1 km of the municipal boundary between the City of Barrie and the Township of Springwater. The development in any of the areas listed above is expected to be minor.
5. The Barrie Wastewater Treatment Facility (WwTF) is a tertiary treatment facility. The WwTF has a rated capacity of 76,000 m³/day. The Wastewater Treatment Master Plan recently approved as part of the growth studies identified requirements for the City of Barrie WwTF for the period from 2011 to 2031. Based on the wastewater flow projections, and including water efficiency and inflow/infiltration improvements, the WwTF will reach its rated capacity of 76,000 m³/day by the year 2031.

6. The City of Barrie water system is currently serviced by twelve (12) groundwater wells providing a firm production capacity of 81.3 megalitres per day (MLD). The Barrie Surface Water Treatment Plant has been recently commissioned with a capacity of 60 MLD and designed for an ultimate capacity of 240 MLD through future phases. The recently approved Water Supply Master Plan identified water demand projections from the period from 2011 to 2031. Based on the water demand projections, the combined surface water and groundwater supply is sufficient to service growth projections to the year 2031.

ANALYSIS

7. Section 20 of the Municipal Act, allows a municipality to enter into an agreement with one or more municipalities to provide servicing within their own boundaries, at the consent of that municipality.
8. It is proposed that servicing outside the City boundary would be approved for only small development areas immediately adjacent to the City boundary in order to support and not detract from the City's strategic objectives, such as additional student housing in the Georgian Drive area, or the elimination of septic systems.
9. In meeting with the Township of Springwater, it has been confirmed that this request is not intended for large scale developments such as those included in the Midhurst Secondary Plan area.
10. Consideration of servicing outside the City boundary would generate revenue from infrastructure that is currently in place but has been allocated to support the city's growth forecasts to the year 2031. The City would assess projected impacts of requests for servicing outside the City boundary on the existing water and wastewater systems. Servicing outside the City boundary is not expected to have a significant impact on the timing of expansion of the City's water and wastewater infrastructure due to the proposed modest size of the servicing outside the City boundary.
11. It is proposed that requests for the extension of services outside the City boundary be reviewed in accordance with the criteria set out in Appendix "A".
12. Any agreement for extension of services outside City boundary would include the following requirements:
 - a) The agreement for servicing would be made between the City of Barrie and the adjacent municipality as is required under the Municipal Act.
 - b) Extension of services would be owned by the adjacent municipality and they would be responsible for the cost of design and construction of infrastructure, the operation and maintenance of that portion of the system, replacement of capacity, and City costs related to the review and processing of individual applications including the review of specific land use proposals.
 - c) The Planning Act requires that the City receive notice of any proposed amendments to Zoning By-law/Official Plan/Plans of Subdivision; but not for Site Plan Control. A process would be established to allow the City to comment on proposals to ensure that the proposed development is agreeable to the City.
 - d) The servicing agreement would allow the City the ability to decline the provision of servicing for specific proposals, and require that the servicing commitment from the City be confirmed prior to a final decision being made by the Municipal Land Use Authority.
 - e) The City would monitor flows and the applicable water and sewage costs would be billed to the adjacent municipality for full cost recovery.

- f) Extension of services would need to meet all applicable provincial requirements.
 - g) Extension of services would need to meet all applicable City Standards.
 - h) Extension of services would be subject to Council approval.
13. If the recommended motion is approved, then Planning and Engineering staff will develop a policy on the process of how applications will be reviewed to ensure a pre-consultation meeting is held and sufficient amount of time allotted for a review in advance of any application being submitted. The process would allow the City to have the ability to review individual land use and lot creation applications to ensure that the proposal for servicing would be appropriate.
14. If the recommended motion is approved, then staff will use the criteria set out in Appendix "A" to evaluate and report back to Council on the Township of Springwater servicing request.

ENVIRONMENTAL MATTERS

15. Environmental matters have been considered in the development of the recommendation. Without servicing from the City, adjacent municipalities may choose to use private wells and septic systems, however, municipal services are considered more reliable which provides an area environmental improvement.

ALTERNATIVE

16. There is one Alternative available for consideration by General Committee:

Alternative #1 General Committee could decide not to consider servicing outside of the municipal boundary.

This Alternative is not recommended as there is an opportunity through the logical extension of the City's water and wastewater services outside the City boundary to further one or more of the City's strategic objectives.

FINANCIAL

17. Under Section 390 to 394 of the Municipal Act, the City can impose fees or charges for costs for services provided, although the City may not profit.
18. Agreements for servicing outside the City boundary would require full cost recovery for the City of Barrie for the water and wastewater capacity used. This would include all capital and operating costs, including costs for future treatment capacity expansion and system upgrade/expansion costs, and all review, study and monitoring costs.

LINKAGE TO 2010 – 2014 COUNCIL STRATEGIC PLAN

19. The recommendation(s) included in this Staff Report support the following goals identified in the 2010-2014 City Council Strategic Plan:
- Manage Growth and Protect the Environment
20. By providing servicing to development outside the City boundaries, there is potential opportunity to advance certain strategic initiatives such as student housing in the Georgian Drive area

APPENDIX "A"

Criteria for Evaluating Requests for Servicing Outside the City Boundary

Requests for servicing outside the City boundary will be reviewed and evaluated on a case-by-case basis, using the following criteria:

Planning Criteria

1. That any associated Planning Act applications would need to comply with the Planning Act, Provincial Policy Statement, applicable Provincial and Municipal land use policies, regulations, standards and guideline and general good planning principles.
2. That the land use would need to meet the City's strategic objectives.
3. That the property for which servicing extension is requested is immediately adjacent to the City boundary.
4. That the location of the property to be serviced fits with the development within the City and is not bypassing other properties.
5. That there would be no provision of land use approval by the adjacent municipality until servicing commitment has been confirmed by the City following a review of compatibility, appropriateness and impact on the City's goals and objectives.
6. That refusal to provide servicing in a specific circumstance would be at the sole discretion of the City and not be subject to any outside decision making authority such as the Ontario Municipal Board.

Engineering Criteria for Water and Wastewater

7. Wastewater Servicing:
 - That the City's wastewater collection system has the capacity to convey the additional flow to the WwTF.
 - That the City's WwTF has the available capacity to treat additional flows and still meet regulatory requirements.
8. Water Servicing:
 - That the City's distribution system has the capacity to provide additional flows without impacting fire flows, pressure or water quality.
 - That the City's water treatment system has the available capacity to provide the additional flows.
9. That the request must include both water and wastewater servicing because partial servicing is contrary to the Provincial Policy Statement.

Financial Criteria

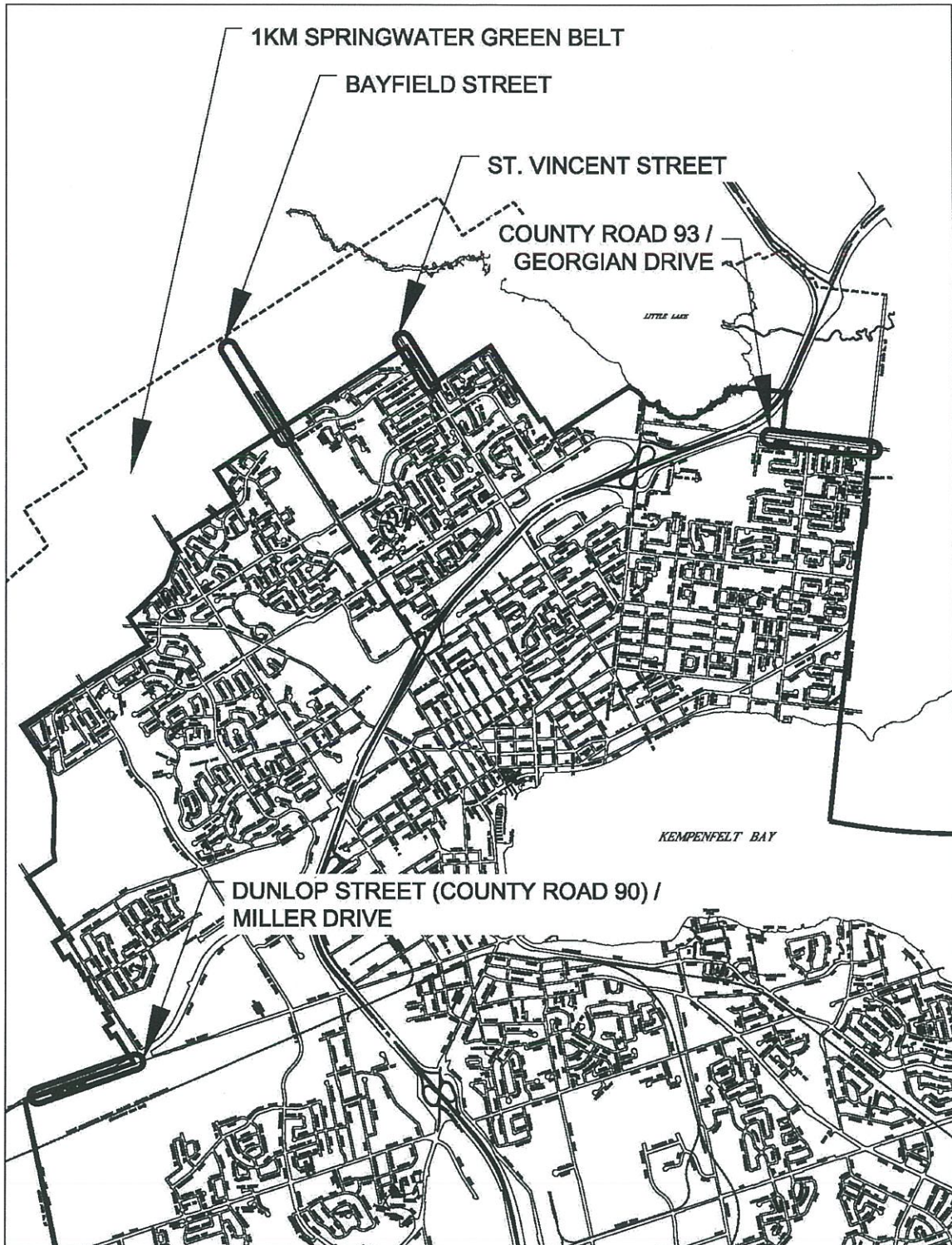
10. That the financing for the City's portion of any expansion costs would be affordable by the City, including the required capital and operating funding and cash flow availability.

Other Criteria

11. That the proposed land use to be serviced would have no negative impacts on other City services such as fire, library, roads/transportation system and recreation.

APPENDIX "B"

Township of Springwater Servicing Requests



APPENDIX "C"

Letter from the Township of Springwater

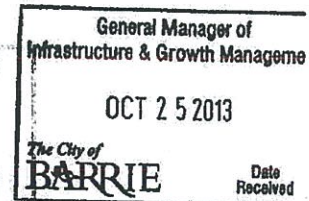
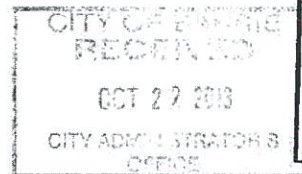


www.springwater.ca

2231 Nursery Road
Minesing, Ontario
L0L 1Y2 Canada

October 16, 2013

Carla Ladd,
Chief Administrative Officer
The Corporation of the City of Barrie
70 Collier Street
L4M 4T5



Dear Ms. Ladd,

The Township of Springwater has initiated a review of its 'Green Belt' policies within the Township of Springwater Official Plan, which currently restricts new non-agricultural development within 1 km of the municipal boundary between the City of Barrie and the Township of Springwater. The purpose of this review was to assess the 'Green Belt' policies and identify areas where development opportunities for infill exist. As a result of this review, four key study areas within the 'Green Belt' have been identified:


- Bayfield Street/Highway 26 (Barrie)
- St. Vincent Street (Barrie)
- County Road 93/Penetanguishene Road (Barrie)
- Dunlop (County Road 90)/Miller Drive (Barrie)

Municipal services (water & sanitary) cannot be provided by the Township within the study areas. Ultimately, various servicing options need to be explored prior to drafting guiding land use policies. Staff have been directed to contact the City of Barrie to review the potential for cross border servicing options within the identified study areas to determine if the provision of services is a possibility. Attached for background are the following items:

- Planning Committee Resolution PC-2013-104
- Planning Report – Green Belt Policy Review dated July 22, 2013.

The Township of Springwater appreciates the time and effort that you have taken in reviewing this material and is looking forward to future discussions regarding these opportunities.

Sincerely,


Robert Brindley
Chief Administrative Officer

Cc: Linda Collins, Mayor of Springwater

7. STAFF REPORTS

- 7.1 Green Belt Areas Policy Review Report dated July 22, 2013
Manager of Planning Brent Spagnol explained that the report sought authorization to approach the City of Barrie with respect to servicing and the County of Simcoe for access.

Planning Committee reviewed and discussed the report and its recommendations in detail, agreeing that all corridors should be considered in further research and report(s).

RESOLUTION PC-2013-104

Moved by: Webster
Seconded by: McLean

THAT the report dated July 22, 2013 prepared by Planscape on behalf of the Township of Springwater and submitted by the Manager of Planning regarding the Green Belt Policy Review be received; and THAT:

- (i) Township staff initiate discussions with the City of Barrie regarding servicing options for development of lands within the County Road 93, County Road 90, St. Vincent Street and Bayfield Street North corridors, as identified in this report; and
- (ii) Township staff initiate discussions with the County of Simcoe regarding access options and issues for development of lands for all corridors; and

THAT following those discussions, staff report back to Planning Committee with further options on considering official plan amendments and development opportunities.

CARRIED



REPORT TO: PLANNING COMMITTEE

**PREPARED BY: Rick Hunter – Planning Consultant for
the Township of Springwater**

SUBMITTED BY: Brent Spagnol, Manager of Planning

DATE: July 22, 2013

SUBJECT: Green Belt Policy Review

REPORT HIGHLIGHTS

- Five corridors have been reviewed to determine whether the Township should consider Official Plan revisions to allow development within the Green Belt Area abutting the City of Barrie and the Town of Wasaga Beach.
- No change is proposed to the following two corridors:
 - County Road 92/Vigo Road (Town of Wasaga Beach);
 - Highway 26 (Bayfield Street) (City of Barrie).
- There is the potential for considering official plan amendments for the following locations provided issues related to servicing and access are addressed:
 - County Road 93 (Penetanguishene Road) (City of Barrie);
 - County Road 90 (Dunlop Street) (City of Barrie);
 - St. Vincent Street (City of Barrie).
- To advance the above three potential locations, servicing issues will need to be coordinated with the City of Barrie; access issues will need to be coordinated with the County of Simcoe.

RECOMMENDATION:

THAT the report dated July 22, 2013 prepared by the Planscape on behalf of the Township of Springwater and submitted by the Manager of Planning regarding the Green Belt Policy Review be received; and THAT

- (i) Township staff initiate discussions with the City of Barrie regarding servicing options for development of lands within the County Road 93, County Road 90 and St. Vincent Street corridors, as identified in this report; and
- (ii) Township staff initiate discussions with the County of Simcoe regarding access options and issues for development of lands within the County Road 93 and County Road 90 corridors;

and THAT;

Following those discussions, staff report back to Planning Committee with further options on considering official plan amendments and development opportunities within the County Road 93, County Road 90 and St. Vincent Street corridors.

Green Belt Policy Review, July 22, 2013

Background

This report is being generated as a result of a desire of Planning Committee to review opportunities for commercial development along specific transportation corridors in the municipality.

Section 24.4 (Green Belt Areas) of the Official Plan provides an "overlay" policy that generally restricts new non-agricultural uses within 1 kilometre of the boundaries of both the City of Barrie and the Town of Wasaga Beach. This Section of the Official Plan is reproduced in Appendix 1 of this report. Existing commercial uses have been recognized through zoning and there are existing commercial designations within the green belt that recognize existing development, which was in-place prior to the implementation of the green belt policies. Under the current policy, only existing uses are permitted to operate within the designation. Historically, the Township has not supported new non-agricultural uses/development within the corridors.

The purpose of the policies in Section 24.4 is to "maintain a clear separation between rural and urban land uses to prevent urban sprawl adjacent to these two urban centres" (Barrie/Wasaga Beach and Springwater).

As directed by Planning Committee, the Township is exploring whether the policy should be updated. If Council directs that the green belt policy be modified, the next step will be initiating a specific official plan amendment/review to make specific designation changes, or set up the criteria under which privately initiated official plan amendments would be received and processed.

In the staff report dated September 24, 2012 it was recommended that a more detailed review of opportunities for five corridors within the green belt: four abutting the City of Barrie and one abutting the Town of Wasaga Beach; be considered.

The purpose of this report is to review the five corridors and provide comment and recommendations on whether further action by the Township is warranted in the opinion of Staff.

Analysis

The Township is considering options related to five specific corridors where the current buffer is impacted by transportation arteries and adjacent development in either Barrie or Wasaga Beach. These are identified on Appendix 2.

These five corridors are identified as:

- Bayfield Street/Highway 26 (Barrie)
- St. Vincent Street (Barrie)
- County Road 93/Penetanguishene Road (Barrie)
- Dunlop (County Road 90)/Miller Road (Barrie)
- County Road 92/Vigo Road (Wasaga Beach)

Green Belt Policy Review, July 22, 2013

Each of these corridors has been reviewed in earlier staff reports (June 25, 2012 and September 12, 2012).

Discussions have occurred with staff from the County of Simcoe related to County interests and County Official Plan policy direction. County staff expressed concerns with considering development within 1 kilometre of the boundary of the urban centres, and outlined concerns based on the presence of prime agricultural lands, Greenlands, adjacent Provincially Significant Wetlands, as well as traffic and transportation impacts on County roads. Concerns were also expressed by the County on whether changes to the policy to allow development are consistent with Provincial Policy, particularly related to directing development to settlement areas.

Preliminary discussions have occurred with staff from the Ministry of Transportation (MTO). The lands on either side of Highway 26 (Bayfield Street) are within the MTO permit control areas, and would be required to satisfy Provincial requirements for entrances and uses.

The Provincial Policy Statement and the Growth Plan for the Greater Golden Horseshoe provides guidance for considering planning applications in a municipality. Each of the five corridors has been reviewed on the basis of the following:

- Existing County Official Plan designations (and policies);
- Proposed County Official Plan designations;
- Underlying Township of Springwater Official Plan designations;
- Existing Township of Springwater Zoning By-law;
- Existing Land Uses;
- Zoning of lands in the abutting municipality (Barrie or Wasaga Beach); and
- Other considerations. (i.e. servicing; separation)

In each instance, a recommendation is reached as to whether further consideration should be given to provide an exemption to the current Green Belt (Buffer) Policy provisions in the Official Plan.

The location, features and policy framework for each of the corridors are summarized in the following appendices:

- Appendix 3 – Bayfield Street/Highway 26 (Barrie)
- Appendix 4 – St. Vincent Street (Barrie)
- Appendix 5 – County Road 93/Penetanguishene Road (Barrie)
- Appendix 6 – Dunlop Street(County Road 90)/Miller Road (Barrie)
- Appendix 7 – County Road 92/Vigo Road (Wasaga Beach)

Summary / Options

As detailed in Appendices 3 and 7 the following sites are not recommended for any official plan amendment to redesignate the lands for more intensive development:

Green Belt Policy Review, July 22, 2013

- **County Road 92/Wigo Road** – primarily because of its location as part of an extensive prime agricultural area;
- **Bayfield Street/Highway 26** – because the potential scale of development would make such development urban in nature, and would need to be considered within a broader comprehensive planning program that would include future employment needs of the Township, servicing and expansion of the Midhurst Settlement Area.

As detailed in Appendices 4-6 the following sites are recommended for further consideration:

- **St. Vincent Street** – because of the existing level of development and the long term buffer afforded by the existing Provincially Significant Wetland, development would be considered infill. A site specific amendment to an appropriate tourist commercial/recreational or residential use is recommended at a scale that is appropriate to potential servicing levels.
- **County Road 93 (Penetanguishene Road)** – the area closer to the Barrie boundary has potential for future residential development, provided servicing options are identified that allow for efficient use of the property. The scale of any development in the vicinity of the existing golf course may be suitable for private services and could build on the existing open space and recreational uses.
- **County Road 90 (Dunlop Street)** – because of the extensive built up nature of this part of the corridor, any development would be considered infill between County Road 27 and Miller Drive. The existing Provincially Significant Wetlands in the vicinity also contribute to a natural break between any development in the corridor and the broader rural area of the Township which delineates the extent to development.

It is not proposed that the Township initiate these changes to the Official Plan as a single municipally driven official plan amendment for the following reasons:

- With no details on the scale or nature of potential uses, it is difficult to anticipate the impacts of development, as well as the nature and level of detail of the studies that would be required to support a particular type of development, or their consequent costs; and
- The costs associated with the processing of any such amendment should be borne by those who will benefit from development approvals. *

Consideration could be given to proceeding with a municipally initiated official plan amendment or "Policy Area" that provides criteria and a checklist for reviewing and evaluating site specific development applications (which may or may not require an official plan amendment as part of the application process). These criteria could be added to the provisions of Section 24.4, and form the basis for any subsequent development approvals. The Official Plan Amendment or "Policy Area" could identify

Green Belt Policy Review, July 22, 2013

the studies and supporting documentation that would be needed to fully evaluate a development proposal.

The criteria to be considered for the sites noted above may include:

- Identification in general terms of the types of use (e.g. highway commercial/employment uses on County Road 90; recreational/tourist or potential residential uses on County Road 93 and St. Vincent);
- Identification of the scale of development based on potential servicing options and limitations;
- Submission and approval of required background studies to satisfy County and local requirements, including, where necessary,
 - o Planning Justification report(s);
 - o Traffic Impact;
 - o Environmental impact (in accordance with County Greenlands recommendations and recognizing potential impacts on neighbouring Provincially Significant Wetlands);
 - o Site servicing (including, where necessary, hydrogeology).

In all cases noted above, servicing and access are primary considerations in the potential suitability of any type of development within the identified lands.

From a servicing perspective, it is proposed that prior to the Township either initiating any official plan amendment, or considering a privately initiated amendment, Township staff should review with staff from the City of Barrie any opportunities for servicing any of these sites with municipal water and sewer services. This will determine the potential scale and suitability of any potential development along these corridors.

From an access perspective, it is proposed that the Township conduct further review with County of Simcoe and MTO staff respecting entrance issues related to development within the corridor.

Guiding Principles

The above initiative supports Council's guiding principles of:

- *Growth Management*

Applicable Municipal Policy or Legislation

Planning Act, R.S.O. 1990, as amended;
Provincial Policy Statement (2005);
Growth Management Plan for the Greater Golden Horseshoe (Places to Grow);
County of Simcoe Official Plan (approved and in force);
County of Simcoe Official Plan (proposed, 2012);
Township of Springwater Official Plan
Township of Springwater Zoning By-law 5000

Green Belt Policy Review, July 22, 2013

Prepared by: Rick Hunter, MCIP, RPP, Planning Consultant for the Township
Submitted by: Brent Spagnol, MCIP, RPP; Manager of Planning
Reviewed by: Brad Sokach, Director of Planning & Public Works
Reviewed by: Laurie Kennard, Deputy CAO/Director of Finance
Approved by: Robert Brindley, Chief Administrative Officer

Version code: D09 07/18/2013 11:00 AM

Background/Relevant reports on the subject:

- Staff Report dated September 24, 2012 – Green Belt – Directions Report;
- Staff Report dated June 25, 2012 – OP Conformity Direction Report