

SIMCOE AREA GROWTH PLAN



Prepared by:

HEMSON
Consulting Ltd.

May 2008

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May 28, 2008

Mr. Mark Aitken
Chief Administrative Officer
County of Simcoe
1110 Highway 26
Midhurst, Ontario, L0L 1X0

Dear Mr. Aitken:

Re: Simcoe Area Growth Plan

We are pleased to submit the following report, which sets out a growth plan for the Simcoe County Area. It is the result of a thorough, intensive and inclusive study process involving input from the public, organized interest groups and the development community.

In compliance with new Provincial policies, the Simcoe Area Growth Plan provides a framework for long-range land use planning that seeks to build more compact and efficient communities, reduce the amount of greenfield land that is consumed by new urban development and better protect the County's natural environment and the regional agricultural resources.

The Simcoe Area Growth Plan provides a framework for long-range planning by defining the amount, location and character of growth to 2031:

- The amount of growth to be accommodated is set out by the Provincial *Growth Plan for the Greater Golden Horseshoe* (2006). This is the forecast for a total population of 667,000 and 254,000 jobs in 2031 in the Simcoe County Area, including the separated cities of Barrie and Orillia.
- The location of growth is determined largely by local planning exercises already undertaken, and Provincial planning objectives for the separated cities and complete community development.
- New communities will be characterized by higher densities, more intensification and limits on scattered rural development. The intention is to minimize the amount of agricultural land consumed by new urban development and protect the County of Simcoe's natural heritage.

The Simcoe Area Growth Plan will be implemented through the new County official plan and the local official plan conformity exercises. The local area municipalities will be responsible for planning to achieve the population and employment forecasts, the density and intensification targets and implementing other policies for healthy communities.

Developing the Simcoe Area Growth Plan is a significant achievement that would not have been possible without the leadership of the County and cooperation from the area municipalities. It has been our pleasure to work on such an important and challenging assignment.

Yours Truly,
HEMSON Consulting Ltd.

A handwritten signature in black ink, appearing to read "R. J. Simpson". The signature is fluid and cursive, with a long horizontal stroke extending to the right.

Raymond J. Simpson, RPP, MCIP
Partner

A handwritten signature in black ink, appearing to read "Antony P. Lorus". The signature is cursive and somewhat stylized, with a large initial "A".

Antony P. Lorus, CMC, RPP
Associate Partner

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I THE COUNTY OF SIMCOE HAS PREPARED A GROWTH MANAGEMENT STRATEGY

The County of Simcoe has been growing steadily over the past 25 years and is expected to experience strong pressure for growth in the planning period to 2031. In order to respond to this pressure, the County of Simcoe has prepared a growth management strategy called the Simcoe Area Growth Plan.

The Simcoe Area Growth Plan was undertaken primarily in response to shifting public perceptions about growth, in particular concerns about the effects of urban development on the environment and the quality and sustainability of new communities. The Simcoe Area Growth Plan was also prepared to implement a number of new Provincial policy directions regarding long-range planning and growth management in Ontario.

The Simcoe Area Growth Plan defines the amount, location and character of community development to 2031. The framework provided in the Simcoe Area Growth Plan will be implemented by the County's new official plan, which is anticipated to be completed in September 2008. Two other foundation studies, the Transportation Master Plan and the Natural Heritage System Update, will provide similar policy directions on matters related to transportation planning and environmental protection.

A. CONCERNS HAVE BEEN RAISED ABOUT GROWTH IN SIMCOE

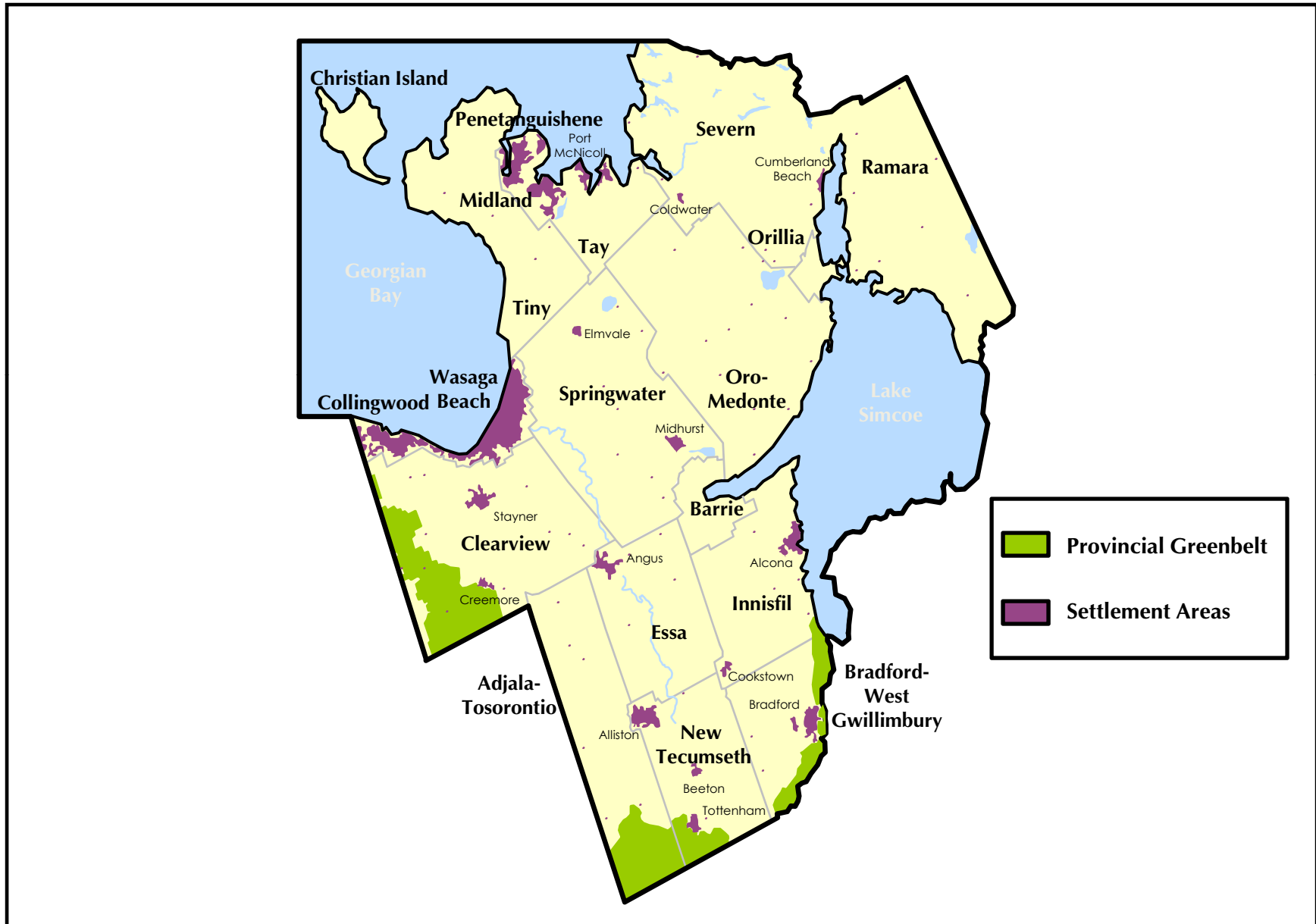
The Simcoe County Area is an area defined as the County of Simcoe and the separated cities of Barrie and Orillia, as illustrated on the map on the following page. This area is distinct from *municipal* Simcoe County, which excludes the separated cities and the First Nations communities.¹

The Simcoe County Area continues to experience high levels of building activity, mainly because it is a very attractive location for growth. There is a developed transportation network, accessibility from Simcoe to employment centres in the Greater Toronto Area and Hamilton (GTAH) and a large potential supply of reasonably priced housing within an area with many attractive natural features.

Rapid population growth in the GTAH, combined with tightening land markets, particularly in the Region of York, has made the Simcoe County Area even more attractive for growth and development.

¹ In this report, "Simcoe County Area" refers to the geographic area of Simcoe County, which includes municipal Simcoe County in addition to the cities of Barrie and Orillia and the First Nations communities. The term Simcoe County, or the County of Simcoe, refers to municipal Simcoe County excluding the separated cities and First Nations communities.

SIMCOE COUNTY AREA

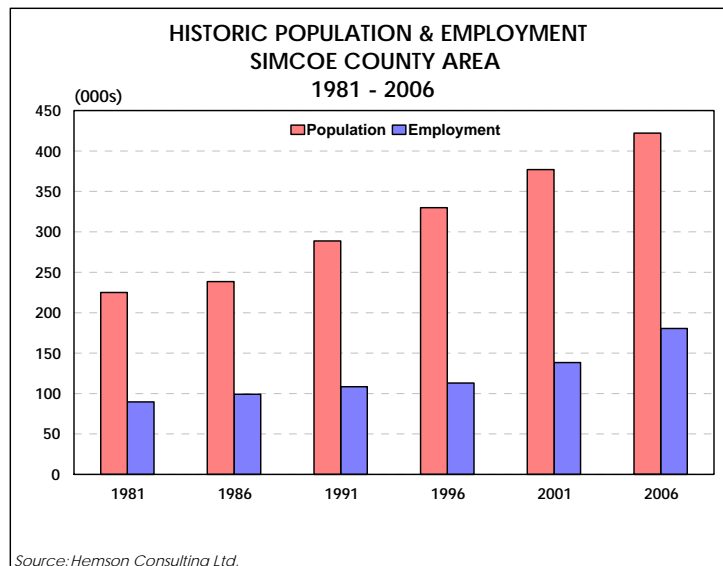


Source: Hemson Consulting Ltd. Settlement Areas as those shown in the Built Boundary for the Growth Plan for the Greater Golden Horseshoe, 2008
 Prepared by Ministry of Public Infrastructure Renewal, 2008

1. Population and Employment Have Grown Over the Last 25 Years

As shown below, population in the Simcoe County Area has grown steadily since 1981. The total population has nearly doubled, growing from approximately 240,000 in 1981 to almost 440,000 in 2006.

Growth has been particularly strong in the more recent Census periods, including employment, which has grown significantly. After growing only moderately over the 15 years from 1981 to 1996, employment growth in the most recent decade has accelerated — from just over 100,000 jobs in 1996 to nearly 185,000 jobs in 2006.

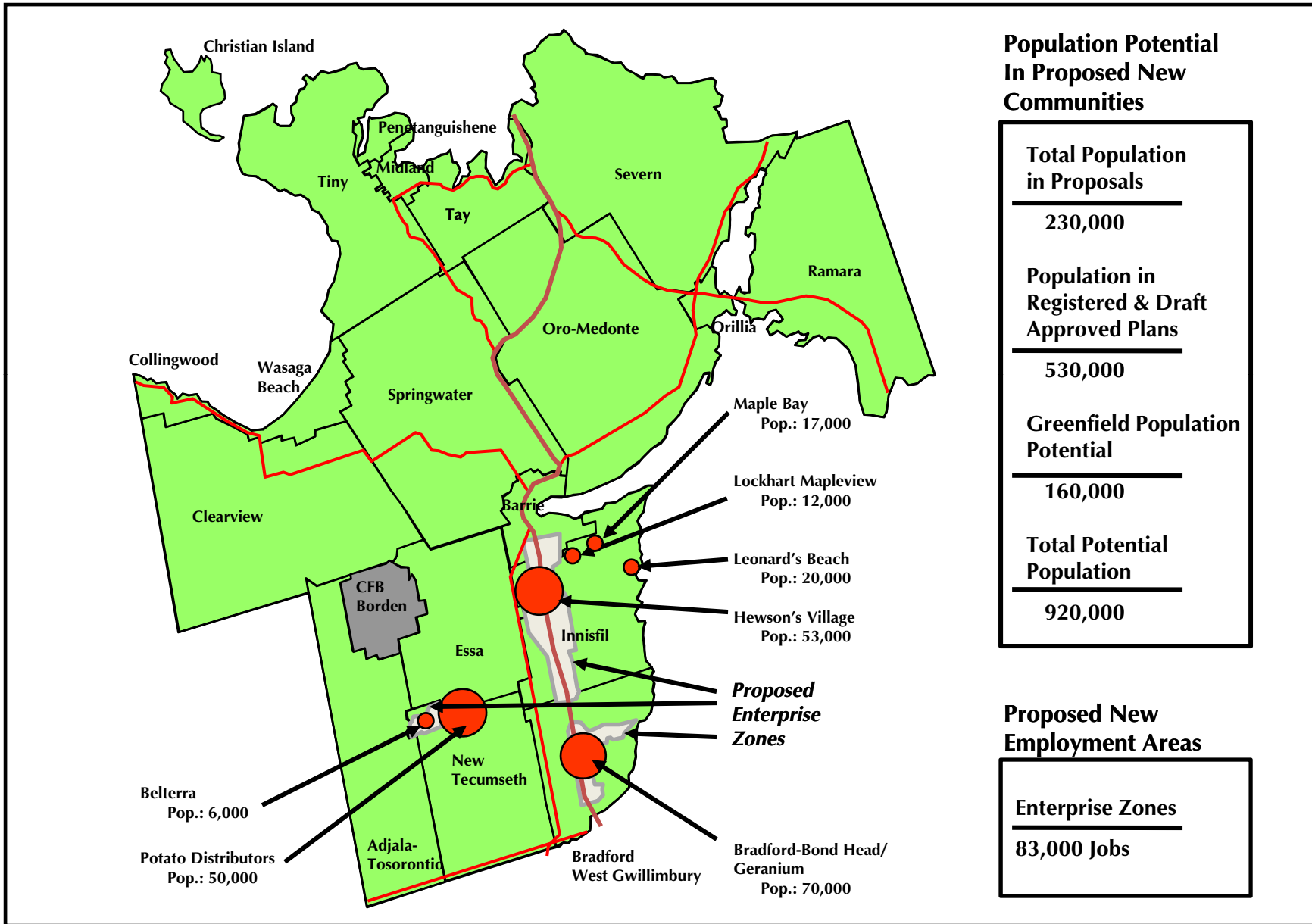


2. There Is Significant Pressure for New Land Designations

As a result of continued population and employment growth and the attractiveness of Simcoe County Area as a location for urban development, there is strong pressure for the approval of new urban land designations:

- From the perspective of the development community, the GTAH market is becoming land-constrained with the result that they believe there is a major opportunity to accommodate additional growth in the Simcoe County Area.
- Reflecting this view, there is a growing pressure to accommodate growth beyond currently planned commitments through the designation of additional urban lands for development.
- As illustrated on the map on the following page, the expectations of the development community combined with the currently approved land supply would result in a 2031 population of nearly 1 million people, which would represent a significant acceleration of growth compared to the past.
- A series of “Enterprise Zones” have also been proposed on behalf of the Simcoe Chapter of the Building Industry and Land Development Association (BILD). The proposed Enterprise Zones could potentially accommodate more than 80,000 jobs, an amount similar to the total employment growth over the last decade.

SELECTED MAJOR DEVELOPMENT APPLICATIONS IN SIMCOE COUNTY



Source: Hemson Consulting Ltd., Simcoe County Planning Staff, Hemson *Directions Report 2007* and *Employment Lands Development Strategy for Simcoe County*, Prepared on Behalf of The Simcoe Chapter, Building, Industry and Land Development (BILD).

3. Concerns Are Growing About the Effects of New Development on the Environment

In response to this growth pressure, a number of concerns have been expressed about the environment. These concerns typically focus on the effect of new development on the environment, agriculture and water resources:

- Generally, over past decades in Ontario, there has been a growing expectation by the public that the natural environment should be given a higher priority in decision-making for long-range land use planning and growth management;
- In the Simcoe County Area, the public and organized interest groups are concerned about the effects of growth on the water and agricultural resources, heritage resources, the costs of growth, traffic and demands on health care;
- In July 2006, the Lake Simcoe and Nottawasaga Valley Conservation Authorities completed the *Assimilative Capacity Studies* (ACS) for the Lake Simcoe Watershed and Nottawasaga River. These studies were undertaken to develop new analytical tools to manage the growth pressures being placed on the municipalities within these two watersheds; and
- In July 2007, the Ontario government announced the *Lake Simcoe Protection Act*, which would take actions to protect the health of lake Simcoe, including sewage treatment standards and limits on pollutants such as phosphorous, as well as a new structure for decision-making about Lake Simcoe.

B. THE PROVINCE HAS PROVIDED STRONG NEW POLICY DIRECTIONS

Partly in response to growing concerns about growth, land development and effects on the natural environment, the Province of Ontario has recently undertaken some important initiatives with respect to planning and growth management. The new Provincial policy initiatives are made up of the following major elements:

- The *Greenbelt Act* (2005);
- The new *Provincial Policy Statement* (PPS, 2005);
- The *Provincial Growth Plan for the Greater Golden Horseshoe* (the *Growth Plan*, 2006); and
- Recent amendments to the *Planning Act*, collectively referred to as Bill 51.

Of these initiatives, two are particularly relevant to growth management in the Simcoe County Area: the *Growth Plan* and the Bill 51 *Planning Act* Amendments. Taken together these are strong new policy directions that the County of Simcoe and its municipal partners are able to use to develop a local solution to growth management.

1. Provincial *Growth Plan* Describes the Provincial Vision for Growth

The *Growth Plan* has the most significant implications for long-range planning and growth management in the Simcoe County Area. The *Growth Plan* sets the overall growth forecasts to be used for planning and provides direction on how that growth is to be accommodated:

- Overall, the *Growth Plan* forecast is for a total of approximately 11.5 million people and 5.6 million jobs in the Greater Golden Horseshoe (GGH), with the majority of this growth focussed in the GTAH where the existing population and employment base is concentrated;
- The *Growth Plan* also identifies a set of Urban Growth Centres intended to be a focus for investment, high-density major employment centres and major transit infrastructure. The city of Barrie is the only Urban Growth Centre in the Simcoe County Area; and
- For the Simcoe County Area, the *Growth Plan* allocates a total population of 667,000 people and 254,000 jobs in 2031. These forecasts are provided in Schedule 3 to the *Growth Plan* and include the separated cities of Barrie and Orillia and the First Nations communities.¹

¹ For additional detail on these Provincial policy directions and the issue of growth in the separated cities, see the Directions Report, Hemson Consulting Ltd., September 2007.

The *Growth Plan* forecast neither accelerates nor decelerates growth in the Simcoe County Area, but rather maintains the level of development activity that has been occurring over the past 20 years. A number of key points warrant attention with regards to the forecast:

- Overall, the *Growth Plan* forecast allocations are lower than many other expectations of the level of future growth in the Simcoe County Area.²
- The reason is that the *Growth Plan* forecast allocations involve a specific policy decision to shift growth within the GGH towards the priority emerging urban centres in Waterloo Region, Niagara Region, and Wellington and Brant Counties.
- The *Growth Plan* forecasts, therefore, do not misjudge or underestimate the growth potential for the Simcoe County Area, but rather reflect a deliberate policy choice by the Province to **not** accelerate growth in this location. These are the legislated, in-force forecasts that must be used for growth management.³

² That there is a potential for higher growth in the Simcoe County Area is a view widely held amongst the development community. As noted earlier, the combination of the designated land supply and proposed developments could result in a total 2031 population of nearly 1 million people.

³ The Province may revise the forecasts in five years, but this will not occur until after the deadline for bringing official plans into conformity with the Growth Plan (June 16, 2009).

In addition to setting the overall growth forecast, the *Growth Plan* also provides clear direction on how that growth is to be accommodated. Under the *Growth Plan*:

- Major growth is directed to settlement areas that are designated for growth;
- Development outside settlement areas is generally restricted, except for some resource-based or recreational activities and rural uses that cannot be located in settlement areas and in site-specific rural locations with existing approvals; and
- A set of specific intensification and density targets is to be achieved — a minimum 40% of all residential units to be accommodated within the built-up area after 2015 and new greenfield development is to achieve a density of 50 residents and jobs combined per ha; and
- The provision and protection of employment land opportunities is a key priority. There is a strong emphasis in the *Growth Plan* on providing an adequate supply of employment land to ensure the vitality of the GGH and Provincial economy and to promote the development of “complete communities.”¹

¹ Defined in the Growth Plan. Generally, a “complete community” is one that has an appropriate mix of jobs, local services and housing, community infrastructure and affordable housing, schools, recreation and open space and convenient access to public transportation.

2. Recent Amendments to the *Planning Act* Provide Additional Tools for Managing Growth

Also in response to concerns about managing growth and protecting the environment, the Province of Ontario has made a number of amendments to the *Planning Act*, collectively referred to as Bill 51.

Many of these reforms relate to the Ontario Municipal Board (OMB) and are intended to assist in the implementation of the new Provincial policies. Under the Bill 51 *Planning Act* amendments, municipalities in the Simcoe County Area will no longer be required to respond to development applications to expand urban boundaries or change land use designations as they have in the past.

3. Local Municipalities Have Also Been Taking a Leadership Role

In response to growth pressure, some local municipalities in the Simcoe County Area have become involved in exercises to accelerate growth beyond their current commitments. Some of the initiatives include:

- Investments in servicing infrastructure to improve or upgrade existing systems;
- Expansions of designated settlement areas to increase the supply of land for development, including additional land for employment purposes;

- Approval of local official plan amendments, including a number of applications for seasonal, lifestyle or “recreation-based” housing outside of designated settlement areas; and
- A number of growth management studies or official plan review processes prepared to support local planning for higher levels of growth.

Much of this activity, however, was initiated prior to recent amendments to the *Planning Act*, when local municipalities were obliged to respond to privately-led applications for urban expansion.

4. Provincial Policies Provide the Tools to Develop a Comprehensive Framework to Manage Growth

Typically in a growth management exercise, three questions need to be answered: how much growth should be accommodated? Where should that growth be accommodated? And what form should it take? Taken together, the new Provincial policy directions provide a significant amount of guidance for addressing these questions:

- The Provincial *Growth Plan* sets the overall growth forecast to be used for long-range planning, typically one of the most contentious elements of any long-range planning exercise;
- The *Growth Plan* also requires that a set of “good planning” principles be adhered to, including a more compact urban form, higher densities and a greater level of intensification;

- Recent *Planning Act* amendments provide a greater ability for the County and its local municipal partners to implement these new objectives; and
- Simcoe County has been instructed by the Province to develop an area-wide solution to growth management within this context, notwithstanding that Barrie and Orillia are separated cities and outside of the County’s planning jurisdiction.

In response to the public’s concern about growth, and to implement new Provincial policy directions, Simcoe County has developed a comprehensive growth management framework to guide the implementation of current planning commitments and address pressure for development outside the designated settlement areas. This framework is called the Simcoe Area Growth Plan and provides key input and direction to the County’s new official plan.

C. THE COUNTY OF SIMCOE IS PREPARING A NEW OFFICIAL PLAN

The Simcoe Area Growth Plan will provide input and direction to the new County official plan by setting out the overall urban structure of the County and other policies required to manage growth. Two other major studies are also being undertaken as input to the preparation of the new official plan: the *Transportation Master Plan* and the *Natural Heritage System Update*.

1. County Planning Sets the Broad Framework for Development and Land Use

The role of the County of Simcoe official plan is to set the broad policy framework for development and land use, including the growth and development of the community. The County is also the approval authority for local land use planning applications. One of the main challenges to planning in Simcoe County, however, is that the County lacks many of the tools for growth management, particularly with respect to the delivery of services. For example:

- While the County provides a number of municipal services such as long-term care and paramedic services, social housing and waste management, water and wastewater systems are managed locally;
- The local municipalities also provide other community services such as fire, libraries, parks and recreation and police services; and
- Community and health care services are delivered by other agencies, including the Simcoe Muskoka District Health Unit and hospital boards.

As a result of the wide range of service providers and funding arrangements, growth management and long-range planning in Simcoe County must be undertaken in a cooperative and collaborative manner.¹

¹ For detail see the 2006 Municipal Services Background Report. See Appendix A for references for the four Background Reports prepared in 2006.

2. New Official Plan Must Conform with New Provincial Policies

The County's new official plan will also need to conform with new Provincial Policies, in particular the PPS (2005) and Provincial *Growth Plan*:

- The PPS requires that a coordinated approach be taken to addressing issues that cross municipal boundaries, including infrastructure and public services, environmental issues and housing and employment growth projections;
- In the case of a two-tier planning system, the PPS assigns the responsibility for coordinating and allocating such growth projections to upper-tier governments, in consultation with lower-tier governments; and
- The *Growth Plan* also requires that upper-tier municipalities allocate growth projections to the lower-tier municipalities, identify intensification and density targets and provide policy direction on matters that cross municipal boundaries.

Under the *Places to Grow Act*, the deadline for bringing the County official plan into conformity with the *Growth Plan* is June 16, 2009. It is the County's intention to complete its official plan in advance of this date, in order to give local municipalities sufficient time to bring their plans into conformity with the County's plan.

3. Simcoe Area Growth Plan Is One of Three Studies Being Prepared for the New Official Plan

The Simcoe Area Growth Plan is one of three major pieces of work that are being undertaken as part of the County's official plan review. The other two studies are:

- The *Transportation Master Plan*, which will develop a future vision for transportation in Simcoe, including a vision for the role that pedestrian, cycling, transit and road components can play in servicing future transportation needs; and
- The *Natural Heritage System Update*, which will update the key features and functional elements of the natural heritage of the County, currently mapped as greenlands in the official plan (1999).

The major lakes of Simcoe and Couchiching as well as Georgian Bay and surface and groundwater supply are also considered important components of the County's ecological system. *The Natural Heritage System Update* will refine and update the County's current greenlands as part of the new official plan.

The remainder of this report describes the Simcoe Area Growth Plan and is structured around three sections:

- The second chapter describes the study process which was designed to build consensus around a small number of key issues;
- The third chapter describes the Simcoe Area Growth Plan including the amount and distribution of growth and policies for community form; and
- The final chapter addresses implementation, including the role that the County, local municipalities and the Province will need to play.

It is important to note that the Simcoe Area Growth Plan is not a detailed land use plan. It is a strategic-level foundation study for the County's official plan review process which will be implemented through the official plan and land use schedules therein. It will also be implemented through the new official plans of the local municipalities in municipal Simcoe County.

It is also important to note that, although this is a plan for the Simcoe County Area, the County of Simcoe does not have the authority to make planning decisions for the cities of Barrie and Orillia or First Nations communities. These communities were included in the study process only for the purposes of addressing the distribution of growth which was necessary to satisfy the Province's request that the County of Simcoe develop a local solution to growth management.

II GROWTH MANAGEMENT STUDY PROCESS WAS DESIGNED TO BUILD CONSENSUS AROUND THE KEY DECISIONS THAT NEEDED TO BE MADE

The most significant challenge to managing growth in Simcoe County is the complex decision-making environment and wide range of interests involved:

- The Province, the public and concerned stakeholder groups are resisting urban expansion in favour of higher densities, more intensification and a more efficient use of the existing land supply;
- Local municipalities are interested in playing a leadership role in managing growth; and
- The development industry is pushing for new urban land designations and in some cases entirely new communities.

The County of Simcoe recognized that effectively developing a growth management strategy within this context requires an approach that brought order and clarity to the issues and engaged the various political and decision-making interests in the study process. It was also recognized that the specific technical issues regarding growth management in the Simcoe County Area had already been largely addressed. Some of the major studies and reports already undertaken on the matter of growth management include:

- The *Population, Households and Employment Forecasts Update* report prepared for the County of Simcoe by Hemson Consulting Ltd. in May 2004.
- The work and various reports prepared as part of the Provincial *Intergovernmental Action Plan (IGAP)* study process.
- The *Assimilative Capacity Studies (ACS)* for the Lake Simcoe Watershed and Nottawasaga River prepared by the Lake Simcoe and Nottawasaga Valley Conservation Authorities completed at the end of 2006;
- The growth management background reports prepared in the summer of 2006;
- The *Assessment of Water Supply and Wastewater Treatment Facilities* undertaken for the County of Simcoe in August 2007; and
- The range of technical work and supporting documentation prepared as input to the 16 local official plans in Simcoe County, including analyses of servicing capacity, municipal finance, long-range land use planning and environmental protection.¹

¹ A bibliography of the various reports and studies that have already been undertaken is provided in Appendix A.

A. A COMMITTEE OF ELECTED OFFICIALS DIRECTED THE STUDY

Given the complex decision-making environment and that much of the technical work had already been completed, the County of Simcoe decided to structure a growth management study process as a consensus-building exercise. The primary objective was to make decisions around a small number of key growth management issues — mainly how much, and where the growth should go — rather than undertake additional technical analyses.

1. This Growth Management Study Was Initiated in the Summer of 2006

The County’s growth management strategy originally began with the preparation of the *Population, Households and Employment Forecasts Update* report by Hemson Consulting Ltd. in May 2004.¹

The 2004 forecast update report presented a “current trends” forecast scenario and recommended that a comprehensive growth management exercise be undertaken. The report recognized that the Simcoe County Area was under significant growth pressure, and that a strategy for managing that growth needed to be put in place.

¹ For details, see the *Population, Households and Employment Forecasts Update* report by Hemson Consulting Ltd., May 2004.

Based on the 2004 report, the County had initiated a process to develop such a strategy, but delayed that work in order to participate in the Provincial IGAP study process, which was completed in the summer of 2006. At the same time, the Province was also finalizing the *Growth Plan* for the GGH.

Building on the momentum generated by IGAP and new Provincial policies, the County of Simcoe initiated this growth management study in the summer of 2006, beginning with series of background reports and growth management workshops that were held with local Councillors and staff during the summer of 2006.²

2. In 2007 a Committee of Elected Officials Was Established to Direct The Study Process

Arising out of the 2006 County growth management workshops was a clear direction that a steering committee of elected officials should be established to direct the growth management study process. Accordingly, the Growth Process Steering Committee was established by County Council in March 2007.

² Four background reports were prepared: the Provincial Policies Background Report; the Housing Services Background Report; the Hard Services Background Report; and the Municipal Services Background Report. Councillors and staff from local municipalities also participated in a facilitated round-table meeting to discuss the IGAP recommendations.

The cities of Barrie and Orillia were invited to participate in the Growth Process Steering Committee. The city of Orillia participated and the city of Barrie elected to have observer status at the meetings.

The role of the Growth Management Steering Committee is to provide overall guidance to the development of growth management plans and policies, which would become part of the County's new official plan, which will set out the vision and legal framework for long-range planning for growth in the County of Simcoe.

B. SUB-COMMITTEES WERE STRUCK TO ADDRESS THE KEY ISSUES

The Growth Process Steering Committee was also given the mandate to strike appropriate working groups or sub-committees as part of the study process to address the key growth management issues to be resolved.¹

Accordingly, the key issues were identified in the 2007 *Directions Report* and a number of sub-committees were struck to address them. A program of community and stakeholder consultations was also undertaken, including public meetings, forums with the development community and organized interests and consultation with local municipalities.

¹ *The membership, terms of reference and mandate of the growth process sub-committees and the Growth Process Steering Committee are provided in Appendix B.*

1. *Directions Report* Was Prepared to Identify the Key Growth Management Issues

The *Directions Report* was finalized in September 2007. The report describes the implications of the Provincial *Growth Plan*, the key growth management issues that needed to be addressed and the key tasks that needed to be undertaken to address them. These are summarized below.

- The key task that needed to be undertaken was to determine the community structure for the Simcoe County Area. To do this, the issue of the distribution of growth to the local municipalities, including the cities of Barrie and Orillia, needed to be addressed.
- Other tasks that needed to be undertaken included the setting of density and intensification targets, and determination of the need for employment land and role of seasonal and recreational housing.
- The *Directions Report* also identified a need to examine the argument that growth was “required” to improve the community’s fiscal position, or to provide other benefits to the community.

In terms of approach, the *Directions Report* suggested that a number of sub-committees be established to deal with these topics, and that a stakeholder involvement and communications strategy be developed. Members of the Steering Committee also indicated a desire to include healthy lifestyle considerations in the determination of future community structure. This is the approach that was taken.

2. Five Sub-Committees Were Established

Implementing the recommendations of the *Directions Report*, five sub-committees were struck to address the key issues and make recommendations to the overall *Growth Process Steering Committee*. The five growth process sub-committees that were established were:

- The Health and Lifestyles sub-committee;
- The Municipal Finance sub-committee;
- The Community Structure sub-committee;
- The Employment Land sub-committee; and
- The Seasonal, Recreational, Institutional Housing sub-committee.

The sub-committees were not decision-making bodies, but rather their role was to examine specific issues and make recommendations that would be considered by the Growth Process Steering Committee. To this end, the growth process sub-committees met more than 20 times during late 2007 and early 2008 to review and deliberate on the key issues:

- The Health and Lifestyles sub-committee met on October 16, 2007; November 13, 2007; and January 23, 2008;
- The Municipal Finance sub-committee met on October 16, 2007; November 6, 2007; November 26, 2007; January 18, 2008; February 11, 2008; and February 22, 2008;
- The Community Structure sub-committee met on October 15, 2007; November 20, 2007; February 6, 2008; March 6, 2008; and March 26, 2008;

- The Employment Land sub-committee met on October 15, 2007; November 22, 2007; February 4, 2008; and March 13, 2008; and
- The Seasonal, Recreational, Institutional Housing sub-committee met on October 18, 2007; November 29, 2007; February 12, 2008; and March 18, 2008.

3. A Program of Public Consultation Was Also Undertaken

In addition to the meetings and deliberations of the sub-committees, a program of community and stakeholder consultations was undertaken during the fall of 2007. The program included:

- Presentations of the 2007 *Directions Report* to local municipal Councils in Simcoe County through September and October 2007;
- A series of four public meetings: October 16, 2007 at the Elmvale Community Centre; October 18, 2007 at the Thornton Arena; October 22, 2007 at the Barrie County Club; and October 23, 2007 at the Orillia Highwayman Inn; and
- A forum for the development community on October 25, 2007 in the County Council Chambers and for the organized interest groups on October 27, 2007 also in the County Council Chambers.

Throughout the study process, opportunities for written submissions were provided through the County's growth plan website at www.growth.simcoe.ca. Input was also sought from local area planners and senior management and other local stakeholders, including;

- Working sessions with the local municipal planners;
- A working session with local municipal Chief Administrative Officers; and
- Consultation with the First Nations communities.

C. RECOMMENDATIONS WERE MADE AS THE BASIS FOR THE GROWTH PLAN

Through the sub-committee meetings and deliberations, assistance was provided, as necessary, by Hemson Consulting Ltd. in the form of analyses and meeting facilitation. Where new technical information was required, analysis was undertaken. In particular:

- A municipal fiscal impact analysis was undertaken to estimate the effects of different growth scenarios on a community's financial position;
- An estimate of 2006 seasonal or recreation-based units was prepared as input to the development of policies for this type of development;

- An analysis of existing *Growth Plan* densities in Simcoe County was undertaken as input to the determination of the density targets;
- An analysis of employment growth by major type was undertaken as input to the estimates of future employment land requirements; and
- An analysis of the 2006 Census population, housing and employment figures was undertaken as input to the distribution of growth scenarios.

As a result of the work of the sub-committees, input from the community and local municipalities and assistance from Hemson Consulting Ltd., recommendations were prepared and presented to the *Growth Process Steering Committee* on March 27, 2008.

With some minor modifications, amendments and additions, the sub-committee recommendations were approved by the *Growth Process Steering Committee* in March, 2008 and then by the Corporate Services Committee in April 2008. These recommendations were used as the basis for the preparation of a draft Simcoe Area Growth Plan, which was presented to the public for review and comment at a series of open houses in late April 2008.¹

¹ Three open houses were held: April 24th, 2008, in Midland; April 25th, 2008 in Midhurst; and April 29th, 2008 in Alliston. Feedback was also received from the local area planners and Chief Administrative Officers at two meetings in late April 2008.

Nearly 500 people attended the open houses. The public responded well to the draft growth plan. In particular:

- The public supported the notion that the draft growth plan was not “business as usual” and is proposing major changes to the amount of growth to be accommodated and the form that future growth will take; and
- There also appeared to be strong public support for the enforcement of aggressive density and intensification targets in order to reduce the amount of greenfield land consumed by urban development and protect the regional agricultural resources.

Questions were raised, however, about the role of growth management in environmental protection. The Simcoe Area Growth Plan recognizes the current County Greenlands system, which applies to approximately one-third of the County land area.

As the Simcoe Area Growth Plan is not recommending the designation of new settlement areas, no change will occur to the County greenlands system. In fact, it is anticipated that the Greenlands system will be strengthened through the Natural Heritage System update and County official plan review process.

Generally, the local municipalities were also in support of the draft growth plan. Concerns, however, have been expressed by both the local planners and Chief Administrative Officers regarding implementation issues. Particularly, concerns have been raised about the relatively low growth forecasts and the density and intensification targets

The development community has raised the same concerns regarding the level of growth and its distribution to the local municipalities. Arguments are being made that the distribution of growth should better reflect local planning aspirations, including plans for development beyond current commitments and County-approved population targets.

The solution to such concerns is for higher population and employment allocations for the Simcoe County Area. Since this would be contrary to the *Places to Grow Act*, no options for higher levels of growth have been considered. The next chapter discusses the growth plan to be used in developing the new County official plan.¹

¹ Taken together, it is clear that a “bottom up” approach to population allocation alone would result in an overall County-wide forecast in excess of the Provincial forecast allocations. For additional detail on the feedback received from the public, the area municipalities and other interested stakeholders, please refer to County staff report GPS 08-007 regarding proposed modifications to the Growth Management Plan following Public Open Houses.

III THE SIMCOE AREA GROWTH PLAN RECOMMENDS A COMMUNITY STRUCTURE AND POLICIES TO GUIDE FUTURE DEVELOPMENT

The Simcoe Area Growth Plan has been developed within the context of the approach and Provincial direction described in the previous chapter. Within this context, this chapter discusses the three tasks that needed to be completed to develop the Simcoe Area Growth Plan:

- Determine the distribution of the overall *Growth Plan* population and employment growth forecasts to the local municipalities within Simcoe County;
- Develop policies for recreation-based housing; and
- Develop policies for the development of healthy communities, including the density and intensification targets that will guide future development.

With respect to the first task, there is little room for debate. The overall amount of growth for the Simcoe County Area is determined by the Provincial *Growth Plan*, as it is for the other upper-tier communities within the GGH.

The key growth management issue addressed in the Simcoe Area Growth Plan is the distribution of this growth, which is discussed in the following sections. Also discussed are the recommended policies for recreation-based housing and for the development of healthy communities

It is important to note, again, that the County, in order to develop an area-wide plan, has undertaken to distribute the "unallocated" components of both population and employment growth shown in the Provincial disaggregation of the *Growth Plan* Schedule 3 forecasts. An alternative distribution of growth may need to be considered based on further input from the Province.

The distribution of population growth is based on the overall *Growth Plan* forecast allocation for a total of 667,000 people and 254,000 jobs in 2031. This represents a growth of approximately 228,400 people from the 2006 Census total population of 438,600, and a growth of approximately 70,500 jobs from the 2006 Census employment of 183,500.

With respect to the issue of growth in the separated cities of Barrie and Orillia, the Province provided additional guidance on appropriate figures to be used for Barrie and Orillia. The Provincial disaggregation of the *Growth Plan* forecasts is summarized below.¹

Table 1		
Distribution of Population and Employment Simcoe County Area, 2001 to 2031 (000s)		
Population	2001	2031
Simcoe County	254	406
City of Barrie	108	180
City of Orillia	30	41
<u>Unallocated Growth</u>	<u>0</u>	<u>40</u>
Aggregated Forecasts	392	667
Employment	2001	2031
Simcoe County	85	132
City of Barrie	53	88
City of Orillia	16	21
<u>Unallocated Growth</u>	<u>0</u>	<u>13</u>
Aggregated Forecasts	154	254

Source: Ontario Growth Secretariat, 2008

¹ The disaggregation of the Schedule 3 forecast allocations is provided in a letter from the Ontario Growth Secretariat dated January 16, 2008 and is attached as Appendix C. An “unallocated” portion of growth is shown in the disaggregation.

A. POPULATION GROWTH IS DISTRIBUTED IN THREE STEPS

The method for distributing population growth is made up of three steps. The first step is for each local municipality to achieve its approved official plan population target. The second step is to address the issue of growth in the separated cities, which was determined through Provincial negotiations. Together, these two steps result in the distribution of approximately 80% of growth. The remaining growth is distributed based on patterns of market demand.

1. Majority of Growth Is Distributed Based on Existing Local Official Plan Commitments

The majority of this population growth in Simcoe County is allocated based on approved official plan forecasts for each local municipality. The total of the local official plan forecasts is approximately 607,800 people, representing growth of approximately 169,200 people from the 2006 population of 438,600 or 75% of the total growth to be distributed.

This is considered an appropriate approach to the distribution of growth for many reasons:

- The approved official plan forecasts are an indication of each community's growth aspirations;
- The plans involved extensive technical analyses, consideration of the environment, community consultation and stakeholder involvement and were all prepared through a legislated public process;
- Included in the background analyses to the local official plans is a number of studies regarding servicing capacity and the ability to accommodate growth;
- The approved local official plans are in conformity with the County greenlands; and
- The local official plans have legal status. They were reviewed by a wide range of Provincial and other agencies and ultimately approved by the County of Simcoe or the Province.

2. Growth in Separated Cities Was Determined Through Provincial Negotiations

The next step is to address the issue of growth in the separated cities. According to the Province, the 2031 populations for the city of Barrie and city of Orillia are identified as 180,000 and 41,000, respectively. The city of Orillia population is maintained at 41,000. Some additional growth, however, has been allocated to the city of Barrie:

- An additional 5,000 in population has been allocated to the city of Barrie through this exercise, consistent with Provincial *Growth Plan* objectives for intensification and the identification of the city of Barrie as an urban growth centre.
- A population of 185,000 represents an additional 10,000 in population beyond the approved official plan target of 175,000, to be accommodated within the current urban boundary through intensification
- Allocating an additional 5,000 population to the city of Barrie is intended to ensure that the intensification potential of the major urban centre within Simcoe County is maximized. It is also a rough approximation of the ultimate population should the City achieve the *Growth Plan* target of 40% intensification within the built-up area.

Again, however, it must be noted that the allocation to the city of Barrie is undertaken on the assumption of a fixed urban boundary and solely for the purposes of establishing a distribution of growth for the other communities in Simcoe County. Should any future adjustments be made to the current urban boundary, the 2031 population for the city of Barrie will likely need to be modified as part of a future planning exercise.

3. Remaining Growth Is Distributed Based on Patterns of Market Demand

Taking the two steps of allocating most of the growth according to existing official plan commitments, and some additional growth to the city of Barrie, results in the distribution of approximately 179,200 people, or approximately 80% of the total growth to be distributed.

The remaining 20% of growth, or approximately 49,200 people, is allocated primarily according to observed patterns of market demand. Criteria related to the municipal fiscal impacts of growth, servicing capacity or environmental planning were not considered to be a determinative factor for allocating growth within Simcoe County:

- Based on analysis undertaken by Hemson Consulting Ltd. it was determined that the municipal fiscal impacts of growth were neutral to only slightly positive for communities in Simcoe County. This is consistent with analyses undertaken by Hemson Consulting Ltd. in other southern Ontario jurisdictions.
- In other words, growth is not “required” to improve a community’s fiscal position, including non-residential growth (i.e. employment lands). As a result, the fiscal impacts of growth were not used as a criteria for the allocation of growth at the County level.¹

¹ A summary of the fiscal analysis and its key findings is provided in Appendix D. Full details are available in the Report on the Findings for Review and Discussion by the Municipal Finance Sub-Committee prepared by Hemson Consulting Ltd. for the Simcoe

- Likewise, servicing capacity was also not considered to be a determinative factor for the distribution of growth at the County level.

There is a range of servicing options and there do not appear to be any unique or abnormal constraints to providing servicing capacity.² Although some more detailed work will be required to identify the preferred option, servicing is not used as a criteria for the County-wide distribution of growth.

- Similarly, all of the local municipalities have the potential to plan for new growth in a manner that protects the environment and is consistent with the current County greenlands. Any new growth areas will be subject to stringent environmental planning and review by the County, the Province and other agencies.

As a result, the remaining population growth has been distributed based on patterns of market demand. The distribution is for continued population growth across all communities in the Simcoe County Area, with a greater concentration of growth within two geographic areas:

Area Growth Plan in February 2008.

² For details, see Assessment of Water Supply and Wastewater Treatment Facilities, undertaken for the County of Simcoe in August 2007.

- The southern, rapidly urbanizing communities of the Towns of Bradford-West Gwillimbury, Innisfil and New Tecumseth, and the Barrie area; and
- The communities within a broader area that is generally referred to as the "Georgian Triangle Area" — the Towns of Collingwood and Wasaga Beach and the Township of Clearview.

The result is shown on the following page, and represents a reasonable community structure from a market perspective, and incorporates the views of a wide range of stakeholders within the context of the overall *Growth Plan* forecast allocation of 667,000 people by 2031.

It is worth reiterating that the distribution of population growth may need to be reconsidered based on further discussion and input from the Province, particularly as it relates to the issue of growth in the separated cities. The cities of Barrie and Orillia are included in this exercise solely for the purposes of distributing growth to the communities within municipal Simcoe County.¹

¹ *Details to the distribution of both population and employment growth are provided in Appendix E.*

Table 2			
Simcoe Area Growth Plan Distribution of Population Growth, 2006 to 2031			
Community	2006 Census Total Population	2031 Proposed Total Population	Population Growth 2006-2031
Adjala-Tosorontio	11,100	14,200	3,100
New Tecumseth	28,800	49,000	20,200
Bradford-West Gwillimbury	25,000	49,700	24,700
Innisfil	32,400	65,000	32,600
Essa	17,600	22,900	5,300
Clearview	14,600	26,000	11,400
Collingwood	18,000	30,200	12,200
Wasaga Beach	15,600	35,000	19,400
Springwater	18,100	26,500	8,400
Oro-Medonte	20,800	28,100	7,300
Ramara	9,800	15,500	5,700
Severn	12,500	20,200	7,700
Tay	10,100	11,300	1,200
Tiny	11,200	13,900	2,700
Midland	16,900	19,700	2,800
Penetanguishene	9,700	12,300	2,600
Simcoe County Total	272,200	439,500	167,300
City of Barrie	133,500	185,000	51,500
City of Orillia	31,400	41,000	9,600
First Nations	1,500	1,500	-
Total Simcoe County Area	438,600	667,000	228,400

Source: Hemson Consulting Ltd. 2008.

Notes: Totals may not add due to rounding. 2006 Census Total Population is the Census population adjusted upwards to include an approximately 4% Census under-coverage.

B. EMPLOYMENT IS DISTRIBUTED ACCORDING TO PROVINCIAL AND LOCAL OBJECTIVES

The method for distributing employment growth is similar to population. The first step is for each community in municipal Simcoe County to maintain their 2006 share of employment. The next step is to address the issue of employment growth in the separated cities, again as determined through Provincial negotiations.

As with population, taking these two steps results in the distribution of most growth, and in the case of employment nearly all. The remainder of growth is distributed in accordance with the recommendations of the Employment Land sub-committee to establish major employment nodes in south Simcoe, along Highway 400 in the Towns of Bradford-West Gwillimbury and Innisfil.

1. Growth within Municipal Simcoe County Is Distributed Accordance with Market Shares

As shown in Table 1, the Provincial guidance provided on the disaggregation of the *Growth Plan* Schedule 3 forecast allocates a total of 132,000 jobs to municipal Simcoe County, including the First Nations communities:

- As with population growth, employment for the First Nations communities is held constant over the forecast period. This results in a total of 128,900 jobs to be distributed within Simcoe County for 2031.

- This employment is distributed according to each community's share of 2006 Census employment, so that each community will have some employment growth over the period.

2. Growth in the Separated Cities Was Again Determined Through Provincial Negotiations

According to the Province, the 2031 employment figures for the cities of Barrie and Orillia are identified as 88,000 and 21,000, respectively. The city of Orillia employment is maintained at 41,000. Some additional growth, however, is allocated to Barrie:

- An additional 2,000 jobs are allocated to the city of Barrie for a total employment of 90,000 jobs in 2031; and
- This reflects Provincial *Growth Plan* objectives for the urban growth centres, and maintenance of the 2006 balance of jobs to population in the community.

3. Remaining Growth Is Distributed Based on Preferred Employment Land Location

The allocation of 132,000 jobs to Simcoe County (including the First Nations communities), 21,000 jobs to the city of Orillia and 90,000 jobs to the city of Barrie results in a total 2031 employment of 243,000, or approximately 95% of the total growth to be allocated.

The remaining 11,000, or approximately 5% of the growth to be allocated, is divided between two communities, the Towns of Bradford-West Gwillimbury and Innisfil:

- The allocation of growth to the two southern communities reflects the recommendation of the Employment Land sub-committee to establish major employment nodes along the Highway 400 corridor.
- The Employment Land sub-committee also recommended that flexibility be provided for all communities to take advantage of economic development opportunities. Maintaining the 2006 share of employment for each of the local municipalities in Simcoe County is consistent with this recommendation.

The result is shown on the following page and reflects local and County objectives for employment growth within the context of the overall Provincial *Growth Plan* forecast allocation of 254,000 jobs in 2031.

One of the key issues, however, that has emerged with respect to the overall *Growth Plan* employment allocation and the distribution of employment growth within Simcoe County is the issue of employment land, and the challenges involved in protecting key employment land locations for long-term economic development purposes:

- There are good reasons to support such an economic development objective, including the Provincial recognition of the importance of major highway corridors and employment land to the competitiveness of the GGH and the benefits of taking a longer view for employment land planning;

- In the Simcoe County Area, the most competitive locations for employment land are along the Highway 400 corridor, including locations in the Towns of Bradford-West Gwillimbury and Innisfil. The Provincial IGAP study reached a similar conclusion.¹
- However, even with virtually all of the available “unallocated” portions of employment growth allocated to these two southern locations, it will be a challenge to implement the County’s vision for major employment nodes along the Highway 400 corridor.
- Notwithstanding the advantages of planning for employment land in the Highway 400 corridor, or the suitability of this location for that purpose, the new Provincial policy environment makes the justification of new employment land very difficult.²

It will be necessary to identify the key employment land locations in the new County of Simcoe official plan, and more specifically the recommended nodes in the Towns of Bradford-West Gwillimbury and Innisfil. Further discussions with the Province and local municipalities, however, will likely be required to identify the appropriate land use planning response for achieving this objective.

¹ The IGAP study identified a need for additional employment land in these two communities.

² A summary of employment land requirements for the Simcoe County Area is provided in Appendix F.

Table 3			
Simcoe Area Growth Plan			
Distribution of Employment Growth, 2006 to 2031			
Community	2006 Census Employment	2031 Proposed Employment	Employment Growth 2006-2031
Adjala-Tosorontio	1,600	2,100	500
New Tecumseth	19,700	26,300	6,600
Bradford-West Gwillimbury	8,000	16,200	8,200
Innisfil	5,700	13,100	7,400
Essa	7,700	10,300	2,600
Clearview	4,400	5,800	1,500
Collingwood	10,800	14,400	3,600
Wasaga Beach	3,100	4,100	1,000
Springwater	5,000	6,700	1,700
Oro-Medonte	4,700	6,200	1,600
Ramara	1,900	2,500	600
Severn	3,900	5,300	1,300
Tay	1,500	2,000	500
Tiny	1,400	1,900	500
Midland	12,000	16,000	4,000
Penetanguishene	5,300	7,000	1,800
Simcoe County Total	96,400	139,900	43,500
City of Barrie	64,300	90,000	25,700
City of Orillia	19,700	21,000	1,300
First Nations	3,100	3,100	-
Total Simcoe County Area	183,500	254,000	70,500

Source: Hemson Consulting Ltd. 2008.

Notes: Totals may not add due to rounding. 2006 Census employment includes usual place of work, work at home and no usual place of work employment. For each community within the Simcoe County Area, the "no usual place of work" employment has been redistributed in accordance with their shares of the other two types of employment (usual place of work and work at home).

C. RECREATION-BASED HOUSING SHOULD BE LIMITED TO SPECIFIC LOCATIONS

The Seasonal, Recreational, Institutional Housing sub-committee examined the issue of recreation-based housing as part of the growth plan study process. One of the key issues was the shifting economic and growth environment in the Simcoe County Area, which was resulting in new pressures for this type of development.

Most of the existing policies for seasonal or recreation-based housing were written in the early 1990s, when most growth outlooks were modest. Much has changed since then, however, including accelerated growth and an increasingly constrained land supply in the GTA and parts of the Simcoe County Area. As a result, policies regarding recreation-based housing are increasingly being used by the development community as a means of obtaining additional approvals, in some cases for rural locations outside or abutting a designated settlement area.

Although some recreation-based units may not be *occupied* year round, from a land use planning perspective they have much of the same implications including the delivery of services. In response to the need for updated development controls for recreation-based housing in the current growth and land use planning context, the following policy directions are recommended for inclusion in the new County official plan.

1. Some Recreation-Based Housing Should Continue to Be Permitted in Simcoe

On the matter of whether or not recreation-based housing should continue to be permitted, it is clear that some of this type of development should be allowed in the Simcoe County Area. There are many sound reasons, including:

- The important role that it plays in the economic base for many communities within the Simcoe County Area. In 2006, there were approximately 17,000 estimated units throughout the Simcoe County Area.¹
- Opportunities provided by the *Growth Plan* to accommodate a limited amount of development outside of designated settlement areas; and
- The recognition that providing opportunities for recreation-based housing in close proximity to the Greater Toronto Area and Hamilton urban area is an economic advantage for the Greater Golden Horseshoe.

However, given recent trends towards more permanent occupancy of these types of units, and growing pressure for their approval outside of designated settlement areas, an updated policy approach is required.

¹ For clarity, the term “recreation-based housing” is used to refer to this type of housing. According to County staff, there are few truly seasonal units being built in Simcoe, and the term “lifestyle community” reflects a marketing approach as opposed to a specific built form. See Appendix G for the estimate of the 2006 Census recreation-based units.

2. Recreation-Based Housing Should Only Be Permitted in Certain Locations

The need for a new policy approach to recreation-based housing is driven by a number of factors, including strong demand, a diminishing distinction between recreation-based and permanent housing and new Provincial policies that seek to restrict rural development.

- As stated in the 2006 Background Report on the matter of recreation-based housing, there is strong demand for recreational housing in Simcoe County. Demand is being driven mainly by an aging population and strong economy, which is generating increased wealth and interest in second homes.¹
- Given the limited supply of waterfront property, recreation-based housing is emerging in new built forms and new locations, often outside of designated settlement areas around ski resorts and golf courses or in rural areas that are able to offer a high natural aesthetic and community amenities.
- The distinction between recreation-based and permanent housing is also diminishing. The form of housing is changing with a growing market for multi-unit development, often in the form of the intensification of the existing shoreline, and many units are being used year-round.

- There is a growing tendency for owners of recreation-based properties to use their second homes throughout the year. Over time, many developments originally marketed as seasonal, or “lifestyle”, become occupied throughout the year.

As a result, from a land use planning perspective this type of housing creates much of the same impact as permanent housing, including the provision of services such as police and fire protection. Although many of these units may be marketed as non-permanent, from the perspective of land use planning and servicing they are much the same as permanent units.

Given the new Provincial policy directions to achieve more compact urban forms and restrict development in rural areas, it is clear that a new approach is required. Accordingly, future recreation-based development should only be permitted in association with identified natural recreational attractions and where all of the following conditions are met:

- The housing is adjacent to and has good accessibility to an identified natural recreational attraction;
- The housing is not adjacent to or abutting an existing designated settlement area boundary;
- The housing development is of a scale considered appropriate relative to the scale of the natural recreational attraction;

¹ See Appendix A for references to the four Background Reports prepared in 2006.

- The housing development would not have any negative impacts on nearby agricultural activities, rural resources or the rural "aesthetic";
- There would be no negative impacts on the Natural Heritage System, including hazard lands, water bodies or water courses or cultural or archaeological resources;
- There would be no negative impacts on existing shoreline areas;
- The housing development is serviced with full municipal or communal services; and
- There would be no negative fiscal impacts to the County or local municipality with respect to the cost to provide and maintain the necessary infrastructure.

3. Implementation Should Remain a Local Responsibility

Given the wide range of locations, tenure types and built forms for seasonal and recreation-based housing, it is very difficult to put in place an area-wide policy framework for recreation-based housing. As a result:

- A site-by-site approach is preferred, with implementation remaining a local municipal responsibility within an overall County framework, including the recommended conditions for approval; and

- The current County planning framework for seasonal and recreation-based housing should be largely retained and updated with strict conditions for approval. It was the view of the sub-committee that the current policy framework was adequate, but needed to be updated to reflect the current growth pressures.

The sub-committee also recommended that a strategy for affordable and institutional housing be developed as part of the new County official plan. These recommendations were approved by the Growth Process Steering Committee, with the request that the potential financial implications of any policies for affordable housing be carefully considered.

D. DEVELOPMENT OF HEALTHY COMMUNITIES SHOULD BE A PRIORITY

The Health and Lifestyles sub-committee addressed the issue of the need for new policies to promote healthy communities, accessible health care and community services. Two main recommendations were made:

- Local municipalities need to take actions to improve the built environment by promoting complete community development, supporting transit development and reducing urban sprawl; and

- The County and other agencies, such as the Conservation Authorities, need to take actions to improve the delivery of County-wide services, including access to health care, active transportation systems as well as the protection of greenspace.¹

Both sets of recommendations should be incorporated in the new official plan. Of the two, however, it is the recommended local municipal initiatives that have the most significant planning implications as they relate to the built environment and the form of development. The major tool at the County level to influence the form of the built environment is density and intensification targets.

In order to achieve the built form objectives associated with building healthy communities, it is recommended that the *Growth Plan* density and intensification targets be applied to the older and more urban communities in Simcoe County to promote a more compact urban form. The other smaller and more rural settlement areas in Simcoe County should retain their small-town character.

¹ For detail, see a report on the impacts of built form on the health of the population, prepared by the Simcoe Muskoka District Health Unit and other materials provided by the North Simcoe Muskoka Local Health Integration Network. Full references are provided in Appendix A.

1. *Growth Plan* Density and Intensification Targets Should Be Applied to the Larger and Older Urban Areas in Simcoe

As noted earlier, under the Provincial *Growth Plan*, specific intensification and density targets are to be achieved:

- A minimum 40% of all residential units must be accommodated within the built-up area after 2015; and
- New greenfield development must achieve a density of 50 residents and jobs combined per ha.

Accordingly, in order to implement the recommendations of the Health and Lifestyles sub-committee to improve the built environment through more compact urban form, the *Growth Plan* density and intensification targets should be applied to the larger settlement areas and older and more urban communities. This includes:

- The Town of New Tecumseth;
- The Town of Bradford-West Gwillimbury;
- The Town of Innisfil;
- The Town of Collingwood;
- The Town of Penetanguishene; and
- The Town of Midland.²

² The Town of Wasaga Beach was not included because it is a relatively new community as compared to a community such as the Town of Collingwood. It lacks a distinct central core and as a result is likely to continue to develop with a less urban character over time.

For communities within Simcoe County, these targets represent a much more compact urban form than is currently being built. Analysis undertaken by Hemson Consulting Ltd as part of the study process indicates that the current density of new residential communities is a maximum of 36 jobs and residents per ha.¹

2. Small-Town Character of the Rural Locations Should Be Maintained

Simcoe County has several municipalities where the majority of population is contained in urban communities, where the urban-type levels of density and intensification anticipated by the *Growth Plan* may be warranted. There are other municipalities, however, that are rural in nature where this may not be appropriate:

- There are several rural municipalities in Simcoe County where denser, urban-type development would be physically unsuitable and inconsistent with the small-town character of these locations.
- One of the key themes arising out of the public meetings and the forum for organized interests was the need for the County to maintain the character and rural aesthetic of small towns.

¹ The current *Growth Plan* density in new residential communities in Simcoe County is estimated to be only 36 residents and jobs per ha. Details of this estimate are provided in Appendix H. Including the land-extensive employment areas would reduce the overall density to about 30 residents and jobs combined per ha, which is significantly below the Provincial target.

- Seeking to accommodate very dense, urban-type forms in the smaller rural communities may also undermine other *Growth Plan* objectives for the Simcoe County Area by reducing the amount of this type of development that would occur in other locations, including the Barrie urban growth centre.
- Promoting transit use, for example, is an objective that is better achieved in the larger, more urban settlement areas than in small towns. The types of built forms that best support transit — mainly apartments and major office uses — should be concentrated in locations where this type of development may already exist, or where transit infrastructure is already in place.

3. The Result Will Be Slightly Lower Aggregate Density and Intensification Targets

The recommended approach to setting the density and intensification targets is therefore as follows:

- The *Growth Plan* density target of 50 residents and jobs combined per ha should be applied to the six larger and older urban areas in Simcoe County: the Town of New Tecumseth; the Town of Bradford-West Gwillimbury; the Town of Innisfil; the Town of Collingwood; the Town of Penetanguishene; and the Town of Midland; and
- The *Growth Plan* intensification target of 40% of new residential units after 2015 should also be applied to these six larger and urban areas.

The remaining communities in Simcoe County would be subject to lower targets, consistent with the currently observed pattern of development.

As a result of this approach, the overall County-wide density and intensification targets will be somewhat lower than the Provincially-mandated 50 residents and jobs combined per ha and 40% intensification. This is consistent with *Growth Plan* policies that contemplate the setting of alternative targets in such circumstances:

- Section 2.2.3.4 indicates that the Minister may review and permit an alternative intensification target for an upper-tier municipality in the Outer Ring; and
- Section 2.2.7.5 indicates that the Minister may review and permit an alternative density target for an upper-tier municipality in the Outer Ring.

Accordingly, the following targets are recommended for the new County of Simcoe official plan:

- An aggregate density target of approximately 40 residents and jobs combined per ha is considered a reasonable goal for new greenfield development; and
- An aggregate target of approximately 30% intensification within existing built-up areas is also considered a reasonable goal for municipal Simcoe County.

These are considered reasonable goals for the new County official plan, recognizing that specific local density and intensification targets will need to be confirmed through the local municipal conformity exercises. A summary of the estimates of the aggregate County-wide density and intensification targets is provided in Appendix I.

The next chapter turns to a discussion of this issue as well as other implementation issues such as the role that the County, the local municipalities and the Province will need to play in ensuring that the Provincial and County visions for the future are achieved.

IV GROWTH PLAN NOW NEEDS TO BE APPROVED BY COUNTY COUNCIL AND INCORPORATED INTO A NEW OFFICIAL PLAN

In order to move the growth management process forward, the County of Simcoe Council will need to approve the Simcoe Area Growth Plan which will be implemented through the new County official plan. Local municipalities will need to conform to the County's new plan, particularly in the form of planning to achieve the population and employment forecasts and the density and intensification targets.

Consistent with the current role of County planning, the detailed planning associated with the growth forecasts and density and intensification targets should remain a local municipal responsibility within an overall County policy framework. The key issues that will need to be addressed are: the location and amount of employment land; policies for recreation-based housing and other policies regarding the development of healthy communities.

Finally, it is also clear, based on the wide range of views about the future of Simcoe County, that the Province will need to be a partner in implementation. It is the expectation of the County and its partners that the Province will support and defend the Simcoe Area Growth Plan, should challenges to the new County official plan be made.

A. GROWTH PLAN WILL BE IMPLEMENTED THROUGH THE NEW OFFICIAL PLAN

It is worth reiterating that the Simcoe Area Growth Plan is not a detailed land use plan. It is a strategic-level document that will provide guidance to the new official plan, along with the Transportation Master Plan and Natural Heritage System Update. The Simcoe Area Growth Plan will be implemented through the new County official plan and subsequent local conformity exercises.

1. Council Needs to Approve This Document As Input to the New Official Plan

In order to implement the Simcoe Area Growth Plan, County Council needs to approve this document as a foundation study for the new official plan, which will be circulated for public review and comment, including review by the local municipalities and the Province. The new County official plan requires approval by the Province before it is legally effective.

2. New Official Plan Will Be the Main Tool for Implementation

Following this review, changes will be made as appropriate, and the document will be forwarded to County Council for approval. Following County Council approval, the Simcoe Area Growth Plan can be implemented through the new County official plan, including population and employment forecasts, density and intensification targets and other policies to guide growth.

3. Local Municipalities Need to Commence Conformity Exercises

Following the adoption of the Simcoe Area Growth Plan, local municipalities should commence their official plan conformity exercises. Local municipal plans, however, cannot be adopted or approved until the County's new official plan is adopted and approved by the Province. Local municipal plans will need to conform to the key growth management principles of the new official plan, specifically:

- The population and employment forecasts; and
- The density and intensification targets.

Many municipalities have already commenced local official plan processes, including growth management studies and other studies. It is anticipated that the County will work with local municipalities to develop the targets in a manner that ensures the overall *Growth Plan* objective to promote compact urban forms is achieved.

B. DETAILED PLANNING WILL BE A LOCAL MUNICIPAL RESPONSIBILITY

Within the overall County official plan framework, local municipalities will be responsible for detailed planning. This includes planning for employment land, policies for recreation-based housing and other policies to promote healthy community development.

1. Towns of Bradford and Innisfil Should Recommend Employment Nodes

In order to implement the recommendation that employment nodes be established in the Highway 400 corridor, more detailed land use planning will need to be undertaken:

- The Towns of Bradford-West Gwillimbury and Innisfil should recommend the amount and preferred location in the identified nodes as part of their local official plan conformity exercise; and
- The extent and configuration of the employment areas should be determined by County planning staff in consultation with local municipalities.

Discussion with the Province may be required to implement the official plan amendments for the employment nodes in the new local and County official plans. Options may include planning for a longer time frame, "special policy" areas in the Highway 400 corridor or other methods to ensure the long-term protection for key employment land locations.

2. Policies for Recreation-Based Housing Will Need to Be Developed

The local municipalities will also be responsible for the specific implementation of County policies for recreation-based housing. Local municipalities will need to implement detailed plans for this type of development, including:

- The definition of recreation-based housing for local planning purposes;
- Criteria for approval within the overall County policy framework;
- Relation to density and intensification targets; and
- Others, as required.

3. Priorities for Healthy Communities Will Need to Be Reflected in Local Plans

In addition to the density and intensification targets, local municipalities will need to conform to other directions for the development of healthy communities that are recommended for inclusion in the new official plan, including initiatives related to complete community development, increased density, mixed-used development and more walkable communities.¹

¹ The full list of recommendations, as amended by the Growth Process Steering Committee, is available on the County's growth plan website: www.growth.simcoe.ca.

C. PROVINCE NEEDS TO BE A PARTNER IN IMPLEMENTATION

As the County and its partners proceed with implementing this vision for the future, it is clear that assistance from the Province will be required. Provincial support will be required to defend the Simcoe Area Growth Plan and flexibility may be required as local official plans are brought into conformity. Provincial investment in community infrastructure will also be required, including Provincial investment in health and social service facilities.

1. Provincial Policies May Need to be Defended

In recent years, some local municipalities have taken steps to commence planning for growth beyond current planned commitments. After the Simcoe Area Growth Plan is implemented through the new County official plan, however, many of these plans may not be able to proceed.

Given that the growth forecast allocated to the Simcoe County Area by the Province is lower than the expectations of the development community, and that no new land designations are being recommended, Provincial assistance may be required to address excess urban designations and development concepts. Such assistance will need to include participation at future Ontario Municipal Board (OMB) hearings.

2. Flexibility May be Required For Local Official Plan Conformity Exercises

The Simcoe County Area is made up of a wide range and diversity of settlement areas. As local municipalities bring their plans into conformity with the new County official plan, there may be some cases where flexibility is required for implementation.

For example, there may be some communities where the density and intensification targets are not achievable from an engineering or environmental perspective, or would significantly impair tourism-related development. In these cases, the Province may need to provide flexibility in the form of exemptions or modifications to the plan.

3. Provincial Investment in Infrastructure is Key to Delivering the Vision

Although much of the discussion throughout the growth plan study process focussed on the issue of “not enough”, the Simcoe County Area will still accommodate significant growth through the forecast period. It will be important to ensure that Provincial investment in infrastructure keeps pace with the mandated growth, particularly:

- Provincially funded facilities, such as hospitals, other health care facilities and others; and
- Provincial roads, which according to the Transportation Master Plan will require significant upgrades.

Other investments in infrastructure will be required to improve the appeal of high density living, including transit, streetscapes, cultural amenities and the arts. The Province needs to assist the County and local municipalities in ensuring that these amenities are provided.

The Simcoe County Area is expected to accommodate significant growth over the next 25 years. To plan for that growth in a manner that best serves the long-term interests of the community, the County of Simcoe has prepared a growth management strategy that is called the Simcoe Area Growth Plan.

The Simcoe Area Growth Plan was prepared in the context of new Provincial policies that seek to promote more compact and efficient communities and put greater emphasis on the intensification of existing urban areas over continuous expansion into greenfield areas.

In the context of these objectives, the Simcoe Area Growth Plan defines the location and character of new community development. It was prepared through consultation with a wide range of decision-makers and interested stakeholders including the public, organized interest groups and the development community.

It is indeed a significant achievement to have developed a common vision for the Simcoe County Area within such a challenging decision-making environment. It would not have been possible without the commitment of the Growth Management Steering Committee, the growth process sub-committees, the Warden, senior management, and members of the County of Simcoe planning staff and the local municipalities.

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APPENDIX A

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APPENDIX B

List of Committee Members

SIMCOE AREA GROWTH PLAN COMMITTEE MEMBERSHIP AND TERMS OF REFERENCE

The preparation of the Simcoe Area Growth Plan was directed by a committee of elected officials called the Growth Process Steering Committee. The Growth Process Steering Committee also established five growth process sub-committees, made up of staff and elected officials, to address the key growth management issues. The members of these committees is shown below.

The terms of reference for the Growth Process Steering Committee and sub-committees are shown following the list of committee members.

Members of The Growth Process Steering Committee

Warden Tony Guergis

Councillor Doug Little

Councillor Peggy Breckenridge

Councillor Sandra Cooper

Councillor Brian Jackson

Councillor Harry Hughes

Councillor Mike MacEachern

Councillor Cal Patterson

Past Warden Dennis Roughley

Councillor Alicia Savage

Mayor Ron Stevens, City of Orillia

Mayor Dave Aspden and/or designate, City of Barrie

Councillor Barry Ward, City of Barrie

**Members of the Five Growth Process
Sub-committees**

1. The Health and Lifestyles Sub-committee

Elected Officials:

Rick Archdekin, Councillor, Town of Wasaga Beach
George Cornell, Councillor, Township of Tiny
Jim Downer, Councillor, County of Simcoe
Anita Dubeau, Councillor, County of Simcoe
Dennis Roughley, Councillor, County of Simcoe
Tony Guergis, Warden, County of Simcoe

Staff:

Shawn Binns, Manager of Recreation and Community Services,
Township of Oro-Medonte
Peter Dunbar, Director of Leisure Services, Town of Collingwood
Jane Sinclair, General Manager, Health and Cultural Services, County of Simcoe
Carol Trainor, Clerk–Deputy Treasurer, Township of Essa
Dr. Charles Gardner, Medical Officer of Health, Simcoe – Muskoka District Health Unit
Jean Trimnell, Chief Executive Officer, North Simcoe Local Health Integration Network (LHIN)

2. Municipal Finance Sub-committee

Elected Officials:

Terry Allison, Councillor, Township of Oro-Medonte
John Crispo, Councillor, Township of Clearview
Doug Leroux, Councillor, County of Simcoe
Phil Sled, Councillor, County of Simcoe
Stan Wells, Councillor, Town of Wasaga Beach
Tony Guergis, Warden, County of Simcoe

Staff:

Jeffrey Brydges, Deputy Treasurer, Township of Clearview
Tom Evans, General Manager, Finance and Administration,
County of Simcoe
Sue Gignac, Treasurer, Town of Midland
Marjory Leonard, Director of Treasury Services,
Town of Collingwood

3. Community Structure Sub-committee

Elected Officials:

Sandy Agnew, Councillor, Township of Oro-Medonte
Basil Clarke, Councillor, County of Simcoe
Del Crake, Councillor, Town of Bradford West Gwillimbury
Thom Paterson, Councillor, Township of Clearview
Cal Patterson, Councillor, County of Simcoe
Tony Guergis, Warden, County of Simcoe

Staff:

Mark Aitken, Chief Administrative Officer, County of Simcoe
Gerry Caterer, Director of Planning, Township of Adjala-Tosorontio
Geoff McKnight, Director of Planning, Town of Bradford West Gwillimbury
David Parks, Director of Planning and Development, Township of Severn

4. Employment Land Sub-committee

Elected Officials:

Joe Fecht, Councillor, City of Orillia
Tony Hope, Councillor, County of Simcoe
Jess Prothero, Councillor, Town of New Tecumseth
Gord Wauchope, Councillor, County of Simcoe
Doug White, Councillor, County of Simcoe
Tony Guergis, Warden, County of Simcoe

Staff:

Andrew Fyfe, Director of Planning, Township of Springwater
Bryan MacKell, Planner, Town of Midland
Gayla McDonald, Clerk/Manager of Administration, Town of New Tecumseth
Rick Newlove, General Manager, Corporate Services, County of Simcoe

5. Seasonal, Recreational, Institutional Housing Sub-committee

Elected Officials:

Kim Anderson, Councillor, Township of
Springwater
Nina Bifulchi, Councillor, Town of Wasaga Beach
Judith Cox, Councillor, County of Simcoe
Anne Murphy, Councillor, Town of
Penetanguishene
Nigel Warren, Councillor, Township of Tiny
Tony Guergis, Warden, County of Simcoe

Staff:

Richard Bates, Chief Administrative Officer,
Township of Ramara
Ian Bender, Director of Planning, County of Simcoe
Robert Browne, Manager, Parks and Recreation,
Town of Innisfil
Ray Kelso, Manager of Planning and Development,
Town of Wasaga Beach

These five sub-committees met on numerous occasions through the fall of 2007 and early 2008, and submitted recommendations to the Growth Process Steering Committee in March 2008.

With some minor changes and amendments, the recommendations were approved as a basis for the draft Simcoe Area Growth Plan. The specific terms of reference are provided on the following pages.

**COUNTY OF SIMCOE GROWTH PROCESS STEERING COMMITTEE
TERMS OF REFERENCE**

Approved by County Council March 27, 2007

Purpose / Objectives

To oversee the Growth Management Process, as outlined by the Process Outline and the pending Growth Management Directions Report. This includes the striking of appropriate working groups or sub-committees, and providing overall guidance to the process of developing Growth Management plans and policies (which will become part of the County Official Plan) to guide growth for the Simcoe County area.

Responsibilities

The responsibilities of the Oversight Committee shall be to;

1. Guide the Growth Management Process
2. Provide recommendations to Council
3. Strike appropriate sub-committees and workshops to assist in the process, including a Technical Committee consisting of staff from the County, local municipalities, and the Cities of Barrie and Orillia to provide research and technical support to the Oversight Committee
4. Liase with various partners in the process to facilitate inclusiveness and communication
5. Maintain timelines and deliverables throughout the process

Composition

The Committee shall be comprised of 9 members of County Council (representation to be determined by the Corporate Services Committee), 2 representatives from the City of Barrie and a representative of the City of Orillia, and the Warden as an ex-officio member.

Chair/Vice Chair

The Committee shall at its first meeting select one of its members to be Chair and one member to be Vice-Chair.

Remuneration

The Steering Committee members shall be compensated in accordance with County Policy.

Reporting

The Steering Committee shall report to County Council through the Corporate Services Committee.

Meeting Schedule

Meetings will be called by the Chair as required throughout the Process to address matters as they arise.

**COUNTY OF SIMCOE
TERMS OF REFERENCE
SUB-COMMITTEES FOR THE GROWTH MANAGEMENT PROCESS**

Purpose/Objectives

To make recommendations to the County of Simcoe Growth Process Steering Committee with respect to specific items related to the Growth Management Process.

Responsibilities

The following sub-committees are established and the responsibilities for each are as follows;

1. The Health and Lifestyles sub-committee shall review and submit recommendations that support the creation of, and identify future strategies for healthy communities, accessible health care and community services.
2. The Municipal Finance sub-committee will determine whether or not growth is required to improve the community's financial position, or provides other benefits such as a greater level of community, economic opportunity or others.
3. The Community Structure sub-committee shall recommend a distribution of the Provincial *Growth Plan* population and employment forecasts to the lower-tier municipalities and the density and intensification targets for future development.
4. The Employment Land sub-committee will recommend the amount and preferred location of employment land in the Simcoe County area, including a consideration of tourism-related activities.
5. The Seasonal, Recreational, Institutional Housing sub-committee will identify the role that lifestyle and recreation-based housing will play in accommodating demand for housing and recommend policies for future development.

Composition

Each sub-committee shall be composed of the Warden of Simcoe County, a total of five elected official members of either the County of Simcoe, the Cities of Barrie and Orillia or the member municipalities and a maximum of four staff members. (Maximum of 10 members)

In addition, external appointees to sub-committees may be made as deemed necessary.

Chair/Vice Chair

The Committee shall at its first meeting in each year elect one of its members to be Chair and one member to be Vice-Chair.

Remuneration

Members shall be compensated in accordance with County Policy.

Reporting

Each sub-committee shall report to the Growth Process Steering Committee, which reports to the Corporate Services Committee.

Meeting schedule

Each sub-committee will meet at the call of the Chair with the frequency to be established by the sub-committee.

August 28, 2007

APPENDIX C

Provincial Letter on *Growth Plan* Forecasts for Barrie and Orillia
and Simcoe County

**Ministry of Public
Infrastructure Renewal**
Ontario Growth Secretariat
777 Bay St 4th Flr
Toronto ON M5G 2E5
Telephone Toll Free: 1-866-479-9781
Fax Number: (416) 325-7403

**Ministère du Renouvellement de
l'infrastructure publique**
Secrétariat des initiatives de croissance de
l'Ontario
777, rue Bay 4^e étage
Toronto ON M5G 2E5
Téléphone (sans frais): 1-866-479-9781
Télécopieur: (416) 325-7403



January 16, 2008

Mr. Mark Aitken
Chief Administrative Officer
County of Simcoe
Administration Centre
1110 Highway 26
Midhurst, ON L0L 1X0

Mr. Jon Babulic
Chief Administrative Officer
City of Barrie
70 Collier Street
Barrie, ON L4M 4T5

Mr. Ian Brown
City Manager
City of Orillia
50 Andrew Street South
Orillia, ON L3V 7T5

Dear Messrs Aitken, Babulic, Brown:

I am writing to provide an update on the work to disaggregate the population and employment forecasts found in Schedule 3 of the Growth Plan for the Greater Golden Horseshoe, 2006. This is an important element for municipalities to proceed with bringing their official plans into conformity with the Growth Plan. This work was convened by the Provincial Development Facilitator beginning in Fall 2006 and over the past year has involved members of your staff, as well as staff from the Ministries of Public Infrastructure Renewal and Municipal Affairs and Housing.

As you are aware, this process has been happening as parallel negotiations on land and servicing arrangements have been underway involving the City of Barrie, the Town of Innisfil, and the County of Simcoe. While these discussions remain on-going, there is, at the same time, an urgency for municipalities to proceed with their planning processes. For that purpose, each municipality requires some clarity with regard to the Schedule 3 forecasts. This letter is intended to provide that clarity. I also understand that the Provincial Development Facilitator will be tabling a recommendation in the near future regarding the parallel negotiations.

.../2

Based on the input gained through the facilitated sessions with municipal and provincial participants, the Ontario Growth Secretariat has determined the Schedule 3 disaggregation shown on the chart below. The amount indicated as “unallocated growth” will be assigned following the conclusion of discussions that the Provincial Development Facilitator is leading on land and servicing with the affected jurisdictions. If the land and servicing discussions do not result in changes to municipal boundaries, the unallocated growth will be allocated based on existing municipal boundaries. In the meantime, while these processes unfold, I would encourage the Cities and the County to continue with ongoing planning work based on the numbers provided here to ensure conformity with the Growth Plan for the Greater Golden Horseshoe.

Distribution of Population and Employment for Simcoe County, Barrie and Orillia

Figures in chart in (000's)

	2001	2011	2021	2031
Population				
Simcoe County	254	294	370	406
City of Barrie	108	157	176	180
City of Orillia	30	33	37	41
Unallocated Growth	0	0	0	40
Aggregated Forecasts	392	484	583	667
Employment				
Simcoe County	85	102	125	132
City of Barrie	53	77	86	88
City of Orillia	16	17	19	21
Unallocated Growth	0	0	0	13
Aggregated Forecasts	154	196	230	254

In terms of next steps, once the disaggregation work is complete in all affected municipalities across the Greater Golden Horseshoe, PIR will be in a position to proceed with a proposed amendment to Schedule 3. Any amendment must be undertaken in a manner consistent with the process prescribed in the Places to Grow Act, 2005.

Thank you again for your timely input and your involvement in the process. I look forward to working with you as we continue to implement the Growth Plan for the Greater Golden Horseshoe.

Yours sincerely,



Brad Graham

Assistant Deputy Minister
Ontario Growth Secretariat

Cc: Alan Wells, Provincial Development Facilitator
Liz McLaren, Assistant Deputy Minister, Municipal Services Division, MAH

APPENDIX D

Summary of Fiscal Impact Analysis

**SIMCOE AREA
GROWTH PLAN**

**Report on the Findings for
Review and Discussion by the
Municipal Finance Sub-Committee**

HEMSON Consulting Ltd.

February 2008

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V FISCAL IMPACT ANALYSIS RESULTS & KEY FINDINGS

Before discussing the results, it warrants restating that these results should be considered primarily for comparative information rather than as accurate predictions of what will occur in the future. The main objective of the fiscal analysis undertaken in this study is the examination of the comparative fiscal impact of alternative growth scenarios as compared to a detailed long-term fiscal impact analysis of a municipality that would consider both growth- and non-growth-related impacts.

This analysis has held constant, for comparative analysis purposes, a number of variables that are likely to change over time, for example:

- All values (expenditures, revenues and assessment values) are held constant in 2006\$ with no adjustment for inflation. Inflation will occur and result in a fiscal impact to the municipalities but this impact will occur in any event. In a comparative analysis, not adjusting for inflation allows for an equitable evaluation of the results.
- Existing service delivery responsibility and service levels are maintained. The service levels incorporated into the analysis are effectively based on those that form the basis of each particular municipality's Development Charges Background Study and current service delivery practices. These service levels are consistent with the historical service levels and the analysis is not based on significant changes. Over time, a particular municipality may be required to provide a different mix of services than it does today or may choose, or be required, to provide services at a different level or quality. These types of changes have a fiscal impact to the municipality but are not directly related to growth or different levels and types of growth.
- The issue of long-term maintenance, repair and replacement of infrastructure and facilities is a growing fiscal concern for most municipalities. Many municipalities in the County have begun to make provisions for asset management but will likely be required to do more over the coming years regardless of the level or location of growth. Growth will contribute to this issue both by providing an expanded assessment base to fund the asset management reserve requirement and by requiring additions to municipal infrastructure and facilities to meet the service needs of the

new residents and employees that will require additional reserve contribution needs. Evidence in other jurisdictions suggests growth municipalities that establish a long-term asset management plan are better positioned to deal with fiscal requirements than slow or no-growth municipalities. This fiscal analysis does not include additional asset management contributions beyond current practices.

A. DEVELOPMENT CHARGES: DOES GROWTH PAY FOR GROWTH?

An important consideration when analysing the fiscal impact of growth is the funding of the initial capital costs associated with expanding infrastructure to meet the servicing needs of development. All municipalities in the County, and the County itself, levy development charges to fund municipal infrastructure. However, there are shortfalls:

- Growth does not fully pay for growth. As with all municipalities in the Province, under the current *DCA*, new development does not fully pay for the initial capital costs associated with expanding infrastructure to meet the servicing needs of new development.
- The *DCA*-legislated exemptions for certain services and the historical service level funding cap are the two largest factors that impact a municipality's ability to fund growth-related capital without negatively impacting the existing tax payers. The services most adversely affected are the 'soft' services of Indoor Recreation and the Library Board. In addition, these services are largely driven by residential growth and, therefore, under the development charges are mostly funded by residential growth.
- The fiscal impact analysis has captured the cost of the 10% legislated discounts but there are other development charges funding shortfalls that have not been quantified.
- In many municipalities, current development charges rates are not fully recovering all eligible growth-related costs. Many municipalities in Ontario are currently updating development charges rates, in advance of the expiry of the existing by-laws, as the development charges inflation indexing has not kept pace with the actual increase in construction costs.

- Many municipalities in Simcoe County provide a reduced development charges rate or exemption for all or some forms of non-residential development. The reductions or exemptions result in a development revenue shortfall that must be funded from other municipal revenue sources, most notably utility rates and property taxes.

B. RESIDENTIAL DEVELOPMENT FISCAL IMPACTS

Table 24 provides a summary overview of the fiscal impact results of the four residential development scenarios. The results can be summarized as follows:

Townships

- Generally, the Townships are negatively impacted by residential growth and will experience an upward pressure on tax rates.
- More dense development, from an operating impact analysis, increases the level of negative fiscal impacts. However, if an adjustment for costs is made to reflect potential servicing efficiencies with higher densities, the negative fiscal impacts are slightly reduced.
- The Township of Tay shows a largely neutral impact arising from growth, reflecting the Township's current high residential tax rate, as compared to the other Townships.
- The Township of Adjala-Tosorontio displays the most significant negative fiscal impact from growth, likely a result of the significant level of revenue sources that will not increase with growth.

Towns

- Residential growth results in a neutral to positive fiscal impact for most of the Towns.
- Higher levels of low density development yield greater levels of positive fiscal benefits.
- Medium and higher density development, greater share of townhouse units and introduction of apartments have a varying impact on different municipalities, but generally lower fiscal benefits. If servicing cost efficiencies can be achieved with higher density developments, the fiscal impacts will

TABLE 24
COUNTY OF SIMCOE
GROWTH PROCESS COMMITTEE - MUNICIPAL FINANCE SUB-COMMITTEE
FISCAL IMPACTS OF DEVELOPMENT - SUMMARY OF RESULTS
ALL RESIDENTIAL SCENARIOS

	Scenario 1 - Low Density 1		Scenario 2 - Low Density 2		Scenario 3 - Medium Density Urban Setting		Scenario 4 - High Density Urban Setting	
	% Change in Tax Rate from 2006		% Change in Tax Rate from 2006		% Change in Tax Rate from 2006		% Change in Tax Rate from 2006	
	At Build-Out		At Build-Out		At Build-Out		At Build-Out	
	<u>Lower Tier Impact</u>	<u>Upper Tier Impact</u>	<u>Lower Tier Impact</u>	<u>Upper Tier Impact</u>	<u>Lower Tier Impact</u>	<u>Upper Tier Impact</u>	<u>Lower Tier Impact</u>	<u>Upper Tier Impact</u>
Townships								
Adjala-Tosorontio	5.065%	-0.171%	7.803%	-0.226%	9.866%	-0.191%	Not Applicable	Not Applicable
Clearview	0.249%	-0.109%	1.308%	-0.112%	1.699%	-0.109%	Not Applicable	Not Applicable
Essa	0.957%	-0.171%	3.781%	-0.139%	4.337%	-0.143%	Not Applicable	Not Applicable
Oro-Medonte	1.540%	-0.209%	2.521%	-0.282%	3.017%	-0.286%	Not Applicable	Not Applicable
Ramara	2.955%	-0.079%	4.641%	-0.097%	5.965%	-0.061%	Not Applicable	Not Applicable
Severn	2.081%	-0.079%	3.353%	-0.097%	4.467%	-0.061%	Not Applicable	Not Applicable
Springwater	0.426%	-0.209%	1.031%	-0.282%	1.501%	-0.286%	Not Applicable	Not Applicable
Tay	-0.294%	-0.056%	0.187%	-0.064%	0.969%	-0.047%	Not Applicable	Not Applicable
Tiny	1.084%	-0.102%	1.841%	-0.129%	2.595%	-0.095%	Not Applicable	Not Applicable
Towns								
Bradford West Gwillimbury	-1.944%	-0.240%	-2.482%	-0.326%	-2.192%	-0.313%	-2.299%	-0.359%
Collingwood	-0.778%	-0.163%	-1.248%	-0.252%	-1.392%	-0.279%	-0.617%	-0.262%
Innisfil	-0.133%	-0.156%	-0.080%	-0.216%	0.070%	-0.218%	0.089%	-0.278%
Midland	-0.703%	-0.071%	-0.432%	-0.074%	-0.207%	-0.068%	-0.871%	-0.120%
New Tecumseth	-0.758%	-0.163%	-0.878%	-0.218%	-0.758%	-0.218%	-1.391%	-0.325%
Penetanguishene	-2.631%	-0.071%	-2.606%	-0.074%	-2.332%	-0.068%	-3.946%	-0.120%
Wasaga Beach	0.446%	-0.125%	1.392%	-0.129%	1.782%	-0.122%	1.703%	-0.196%
Cities								
Barrie	-0.372%	Not Applicable	-0.423%	Not Applicable	-0.250%	Not Applicable	-0.361796%	Not Applicable
Orillia	0.104%	Not Applicable	0.412%	Not Applicable	0.687%	Not Applicable	-0.021797%	Not Applicable

improve.

- The Town of Wasaga Beach displays a neutral to negative fiscal impact from growth, likely the result of the dependence of revenue sources that are not anticipated to increase with growth.

Separated Cities

- The City of Barrie displays a neutral to slightly positive fiscal impact under the residential growth scenarios.
- The City of Orillia displays a neutral to slightly negative fiscal impact under the residential growth scenarios.

County

- The County of Simcoe displays a neutral to slightly positive fiscal impact under all residential growth scenarios.

C. NON-RESIDENTIAL DEVELOPMENT FISCAL IMPACTS

Table 25 provides a summary overview of the fiscal impact results of the four non-residential development scenarios. The results can be summarized as follows:

Townships

- Generally, the Townships display a negative fiscal impact to both employment land and population-related non-residential land uses.
- For some Townships, the negative impacts are significant.
- Population-related employment land uses, or commercial/retail activities, display the most significant negative fiscal impacts.

Towns

- Employment land uses, for example, industrial or manufacturing activities, display neutral to positive fiscal impacts for most of the Towns.
- Population-related employment uses, commercial/retail, display neutral to negative fiscal impacts for most of the Towns.

TABLE 25
COUNTY OF SIMCOE
GROWTH PROCESS COMMITTEE - MUNICIPAL FINANCE SUB-COMMITTEE
FISCAL IMPACTS OF DEVELOPMENT - SUMMARY OF RESULTS
ALL NON-RESIDENTIAL SCENARIOS

	<u>Scenario 1 - Employment Land Low</u>		<u>Scenario 2 - Employment Land High</u>		<u>Scenario 3 - Population Related Low</u>		<u>Scenario 4 - Population Related High</u>	
	% Change in Tax Rate from 2006		% Change in Tax Rate from 2006		% Change in Tax Rate from 2006		% Change in Tax Rate from 2006	
	At Build-Out		At Build-Out		At Build-Out		At Build-Out	
	<u>Lower Tier Impact</u>	<u>Upper Tier Impact</u>	<u>Lower Tier Impact</u>	<u>Upper Tier Impact</u>	<u>Lower Tier Impact</u>	<u>Upper Tier Impact</u>	<u>Lower Tier Impact</u>	<u>Upper Tier Impact</u>
Townships								
Adjala-Tosorontio	15.936%	-0.207%	20.681%	-0.275%	20.645%	-0.089%	39.281%	-0.178%
Clearview	1.881%	-0.206%	2.452%	-0.274%	4.668%	-0.089%	8.962%	-0.178%
Essa	1.539%	-0.206%	2.001%	-0.274%	4.621%	-0.089%	8.825%	-0.178%
Oro-Medonte	3.188%	-0.206%	4.194%	-0.274%	4.889%	-0.089%	9.570%	-0.178%
Ramara	4.529%	-0.206%	5.902%	-0.274%	7.569%	-0.089%	14.530%	-0.178%
Severn	1.317%	-0.206%	1.720%	-0.274%	3.800%	-0.089%	7.326%	-0.178%
Springwater	4.853%	-0.206%	6.348%	-0.274%	7.436%	-0.089%	14.384%	-0.178%
Tay	-0.791%	-0.206%	-1.014%	-0.274%	3.814%	-0.089%	7.082%	-0.178%
Tiny	2.572%	-0.206%	3.378%	-0.274%	4.448%	-0.089%	8.675%	-0.178%
Towns								
Bradford West Gwillimbury	-0.993%	-0.265%	-1.302%	-0.352%	0.383%	-0.163%	0.741%	-0.326%
Collingwood	-1.301%	-0.265%	-1.704%	-0.352%	0.137%	-0.163%	0.265%	-0.326%
Innisfil	0.207%	-0.265%	0.273%	-0.352%	1.213%	-0.163%	2.375%	-0.326%
Midland	-2.210%	-0.206%	-2.881%	-0.274%	0.197%	-0.089%	0.378%	-0.178%
New Tecumseth	-0.683%	-0.265%	-0.898%	-0.352%	0.438%	-0.163%	0.854%	-0.326%
Penetanguishene	-4.295%	-0.206%	-5.488%	-0.274%	0.406%	-0.089%	0.748%	-0.178%
Wasaga Beach	1.756%	-0.265%	2.297%	-0.352%	3.545%	-0.163%	6.832%	-0.326%
Cities								
Barrie	-0.253%	Not Applicable	-0.336%	Not Applicable	-0.152%	Not Applicable	-0.301%	Not Applicable
Orillia	-1.365%	Not Applicable	-1.795%	Not Applicable	-0.698%	Not Applicable	-1.354%	Not Applicable

Separated Cities

- The City of Barrie displays a neutral to slightly positive fiscal impacts under both the employment land and population-related non-residential scenarios.
- The City of Orillia displays a slightly positive fiscal impact under both the employment land and population-related non-residential scenarios.

County

- The County of Simcoe displays a neutral to slightly positive fiscal impact under both the employment land and population-related non-residential scenarios.

D. DISCUSSION OF FINDINGS

The Fiscal Impact of Growth Is Neutral to Positive

In general, the results of the fiscal impact analysis are consistent with the analysis undertaken in other southern Ontario jurisdictions: development at build-out generally results in neutral to positive fiscal benefits for municipalities.

Funding of Capital Infrastructure

An important provision to this general finding is that growth does not fully pay for the initial capital cost of municipal infrastructure. Legislative restrictions, exemptions and ceilings imposed by the *Development Charges Act* result in capital funding shortfalls even with the implementation of maximum permissible development charges rates. The DC funding shortfalls are increased when consideration is given to municipal policies, practices and rates that provide for non-statutory exemptions and the reduction or phase-in of charges for some land uses. In addition, in recent years the development cost adjustment index has not kept pace with the increase in construction costs, resulting in additional funding shortfalls. These capital funding shortfalls are financed from the property tax base and utility rates.

Reliance on Payments-in-Lieu of Taxation and Unconditional Grants

The analysis has shown that development generally creates fiscal pressures on the Townships. This finding was to some degree surprising. Table 26 displays a summary of the main funding sources of municipal expenditures by each of the municipalities in the County. As shown, the Townships have a greater reliance on payments-in-lieu (PILs) of taxation and unconditional grants than do the Towns, the County and the City of Barrie. For the Townships, these two sources generally account for 12%-20% of the funding of net tax levy expenditures, and as high as 40% and 50% in two Townships. As a comparison, the Towns, with the exception of Wasaga Beach and the City of Orillia, only fund 1%-4% of the net tax levy expenditures from these sources.

The importance of this issue in the context of fiscal impact analysis is that generally these two revenue sources do not increase in response to growth. Payments-in-lieu of taxation are generated from Provincial and Federal government buildings. Most fiscal impact analyses do not assume a growth in PILs as a result of additional development.

The unconditional grants monies are largely from the Ontario Municipal Partnership Fund (OMPF). The Province describes these funds as:

The introduction of the Ontario Municipal Partnership Fund — a clear and transparent system of grants — is part of the Province's overall commitment to support municipalities. It assists municipalities with their share of social program costs; includes equalization measures for areas with limited property assessment; addresses challenges faced by northern and rural communities; and responds to policing costs in rural communities.

The total level of OMPF funding has remained unchanged for several years and the 2008 budget is the same as 2007. Generally, individual municipalities have received the same level of OMPF over the last several years. There is no expectation that this funding will increase.

The fiscal impact analysis has shown that those municipalities with higher levels of PILs and unconditional grant funding display a negative fiscal impact in response to growth. This impact is not a direct result of growth but rather a function of the

TABLE 26

**COUNTY OF SIMCOE
GROWTH PROCESS COMMITTEE - MUNICIPAL FINANCE SUB-COMMITTEE
FISCAL IMPACT ANALYSIS
PAYMENTS-IN-LIEU AND UNCONDITIONAL GRANTS AS A SHARE OF NET EXPENDITURES**

Municipality	Total Net Expenditure	Other Revenues	Transfers From Own Funds	Supplementary Taxes and Adjustments	Net Expenditure	Payments-In-Lieu of Taxation (PILs)	Unconditional Grants	Tax Levy	PILS and Unconditionals Grants as % of Net Expenditures
Townships									
Adjala-Tosorontio	\$ 6,127,778	\$ 2,013,823	\$ 243,318	\$ 20,711	\$ 3,849,926	\$ 727,332	\$ 763,679	\$ 2,347,789	39%
Clearview	\$ 9,410,669	\$ 933,657	\$ 539,451	\$ (115,964)	\$ 8,053,525	\$ 137,874	\$ 1,426,000	\$ 6,657,094	19%
Essa	\$ 8,951,824	\$ 1,024,260	\$ 427,664	\$ (57,337)	\$ 7,557,237	\$ 2,524,262	\$ 1,218,941	\$ 3,814,034	50%
Oro-Medonte	\$ 13,385,524	\$ 3,088,331	\$ 221,947	\$ 894,896	\$ 9,180,350	\$ 101,770	\$ 1,006,432	\$ 8,072,148	12%
Ramara	\$ 8,982,147	\$ 2,763,587	\$ 559,662	\$ 136,683	\$ 5,522,215	\$ 83,711	\$ 774,420	\$ 4,664,084	16%
Severn	\$ 8,884,023	\$ 2,150,191	\$ 72,973	\$ 167,392	\$ 6,493,467	\$ 137,209	\$ 643,860	\$ 5,712,398	12%
Springwater	\$ 12,510,477	\$ 1,726,154	\$ 3,026,730	\$ 140,928	\$ 7,616,665	\$ 258,864	\$ 661,968	\$ 6,695,833	12%
Tay	\$ 7,982,944	\$ 1,990,724	\$ 142,270	\$ 65,957	\$ 5,783,993	\$ 67,873	\$ 1,051,904	\$ 4,664,216	19%
Tiny	\$ 9,579,660	\$ 3,169,022	\$ 150,770	\$ (851,293)	\$ 7,111,161	\$ 151,682	\$ 818,072	\$ 6,141,417	14%
Towns									
Bradford West Gwillimbury	\$ 18,431,801	\$ 3,104,876	\$ 361,355	\$ 148,463	\$ 14,817,107	\$ 57,305	\$ 63,000	\$ 14,696,802	1%
Collingwood	\$ 21,857,116	\$ 3,384,199	\$ 175,486	\$ 1,151,332	\$ 17,146,099	\$ 149,485	\$ -	\$ 16,996,614	1%
Innisfil	\$ 27,251,277	\$ 7,959,994	\$ 709,725	\$ 319,864	\$ 18,261,694	\$ 215,361	\$ -	\$ 18,046,333	1%
Midland	\$ 17,300,844	\$ 2,123,285	\$ 107,877	\$ 779,893	\$ 14,289,789	\$ 227,013	\$ 234,000	\$ 13,967,831	3%
New Tecumseth	\$ 20,058,943	\$ 2,631,799	\$ 1,575,231	\$ 1,437,076	\$ 14,414,837	\$ 119,581	\$ 213,332	\$ 14,066,787	2%
Penetanguishene	\$ 8,132,265	\$ 496,598	\$ 638,780	\$ 253,096	\$ 6,743,791	\$ 156,284	\$ 106,000	\$ 6,547,315	4%
Wasaga Beach	\$ 18,068,449	\$ 4,671,258	\$ 1,246,392	\$ 243,090	\$ 11,907,709	\$ 412,729	\$ 897,412	\$ 10,597,568	11%
Simcoe County	\$ 95,097,729	\$ 12,381,176	\$ 2,544,326	\$ 1,396,372	\$ 78,775,855	\$ 1,640,443	\$ 603,000	\$ 76,532,412	3%
Cities									
Orillia	\$ 41,515,146	\$ 6,105,238	\$ 1,033,082	\$ 146,326	\$ 34,230,500	\$ 2,952,153	\$ 1,686,000	\$ 29,246,788	14%
Barrie	\$ 159,412,859	\$ 24,253,034	\$ 6,048,635	\$ 3,681,658	\$ 125,429,532	\$ 1,424,684	\$ -	\$ 124,004,848	1%

existing municipal funding structure.

Prevailing Tax Rates

There is a clear correlation between the fiscal impact results and current tax rates. Those municipalities that have lower tax rates display a more significant negative fiscal impact from growth. This is most pronounced with the Townships in that they generally have significantly lower tax rates, as shown on Table 4.

Over time the Townships are likely to experience upward pressures on tax rates. As growth and development occurs, services are demanded at a higher level, and also payments-in-lieu and unconditional grant revenue remain largely unchanged.

Tax Ratios

The prevailing tax ratios, the residential tax rate as compared to the commercial and industrial tax rates in many municipalities in the County are quite narrow, as shown on Tables 5 and 6, respectively. A result of the higher tax ratios is that tax revenues generated by a dollar of residential assessment and non-residential assessment are very similar. This means that attracting non-residential development does not generate the fiscal benefit it once did and there is a greater equalization of taxation sharing amongst different property classes.

Estimated Assessment Values

Table 27 provides a summary of the fiscal impacts of residential growth on the lower-tier municipalities in the County of Simcoe. The table displays the prevailing average residential assessment per unit in each municipality and the range of estimated assessment of new residential units.

The next set of columns provides the calculated range of fiscal “break-even” average assessments. This is the assessment that would generate property tax revenues equal to the increase in tax levy expenditures generated by the household. The final set of columns displays the difference between the estimated and the break-even assessment values.

This summary is consistent with the previous commentary and illustrates that the

TABLE 27

**COUNTY OF SIMCOE
GROWTH PROCESS COMMITTEE - MUNICIPAL FINANCE SUB-COMMITTEE
FISCAL IMPACT ANALYSIS
ESTIMATED ASSESSMENT VALUES VS. CALCULATED BREAKEVEN ASSESSMENT VALUES**

Municipality	Prevailing Average Assessment Per Household	Range of Estimated Average Assessments Per Household Used in the Fiscal Impact Analysis			Calculated Breakeven Average Assessments Per Household			Difference Between Estimated Average and Breakeven Assessments		
Fiscal Impact of Growth is Negative										
Adjala-Tosorontio	\$290,000	\$220,000	-	\$290,000	\$385,000	-	\$420,000	-\$165,000	-	-\$130,000
Oro-Medonte	\$290,000	\$255,000	-	\$300,000	\$360,000	-	\$395,000	-\$105,000	-	-\$95,000
Essa	\$180,000	\$180,000	-	\$275,000	\$280,000	-	\$305,000	-\$100,000	-	-\$30,000
Ramara	\$230,000	\$175,000	-	\$230,000	\$260,000	-	\$315,000	-\$85,000	-	-\$85,000
Severn	\$220,000	\$175,000	-	\$215,000	\$255,000	-	\$290,000	-\$80,000	-	-\$75,000
Tiny	\$240,000	\$185,000	-	\$245,000	\$240,000	-	\$285,000	-\$55,000	-	-\$40,000
Springwater	\$250,000	\$245,000	-	\$300,000	\$290,000	-	\$315,000	-\$45,000	-	-\$15,000
Clearview	\$220,000	\$190,000	-	\$235,000	\$225,000	-	\$245,000	-\$35,000	-	-\$10,000
Tay	\$140,000	\$140,000	-	\$200,000	\$165,000	-	\$195,000	-\$25,000	-	\$5,000
Wasaga Beach	\$200,000	\$190,000	-	\$245,000	\$210,000	-	\$265,000	-\$20,000	-	-\$20,000
Fiscal Impact of Growth is Neutral to Positive										
Midland	\$140,000	\$140,000	-	\$210,000	\$145,000	-	\$185,000	-\$5,000	-	\$25,000
Innisfil	\$240,000	\$215,000	-	\$265,000	\$215,000	-	\$255,000	\$0	-	\$10,000
Collingwood	\$190,000	\$190,000	-	\$270,000	\$180,000	-	\$230,000	\$10,000	-	\$40,000
Penetanguishene	\$160,000	\$160,000	-	\$210,000	\$140,000	-	\$165,000	\$20,000	-	\$45,000
New Tecumseth	\$230,000	\$225,000	-	\$270,000	\$185,000	-	\$220,000	\$40,000	-	\$50,000
Bradford-West Gwillimbury	\$240,000	\$235,000	-	\$320,000	\$180,000	-	\$215,000	\$55,000	-	\$105,000
Barrie	\$190,000	\$190,000	-	\$300,000	\$175,000	-	\$200,000	\$15,000	-	\$100,000
Orillia	\$150,000	\$150,000	-	\$225,000	\$190,000	-	\$230,000	-\$40,000	-	-\$5,000

Townships and the Town of Wasaga Beach are negatively impacted by growth. The negative impact is a function of the assessment values but also the prevailing fiscal situation and relatively low tax rates in the Townships.

The Towns generally derive a positive fiscal impact from growth. A significant contributing factor for the Town is that the average values of new units are estimated to be greater than the prevailing average assessment of existing units. In addition, the Towns have a low reliance on unconditional grants and other local revenue sources and as such, have prevailing tax rates that are set to fully fund household expenditures.

Impacts at the County Level

The analysis has shown that the County displays a general positive fiscal benefit to growth regardless of the location of growth in the County. It is important to note that a positive fiscal benefit at the County level accrues to all residents of the County by way of lowering upper-tier taxes.

E. CONCLUSIONS

The analysis is intended to provide the sub-committee with a tool to answer the question:

Whether or not growth is required to improve the community's financial position, or provides other benefits such as a greater level of community, economic opportunity or others.

The general finding of the fiscal impact analysis is that growth, both residential and non-residential, results in fiscal challenges to municipalities in Simcoe County. Under the current *Development Charges Act*, growth does not fully pay for growth and development requires a municipality to expend tax dollars to fund a share of expanding municipal infrastructure and services.

When initial capital costs are funded, growth generates fiscal benefits for the County and most Towns. For the Townships, growth, under the current fiscal structure, results in upward pressure on tax rates.

In the context of the Simcoe Growth Area Plan Study, the fiscal impact analysis illustrates that growth is not required to improve a community's fiscal position. In reality, all municipalities in the County will experience growth and will be required to react to the servicing needs of development and address the resulting fiscal pressures.

There are many reasons why a community, both locally and at a County level, benefit from having a variety and balance in type, location and quantity of growth. Providing a variety of types and locations of residential development combined with different local employment opportunities contribute to achieving a complete community.

The analysis has shown that fiscal issues are important and all municipalities will need to respond to fiscal pressures of growth, but should not be the critical factor in making decisions about specific locations, quantum or types of development.

An important finding of the analysis is that growth of all types yields a general positive fiscal impact on the County. Therefore, as growth occurs anywhere within in the County, all residents share the fiscal benefits.

APPENDIX E

Details on the Distribution of Population and Employment Growth

**Simcoe Area Growth Plan
Distribution of Population Growth, 2006 to 2031**

Municipality	2006 Census Total Population	Approved Official Plan Population Target	Growth From 2006 to Official Plan Target	Growth Allocated to County	Unallocated Growth	Total 2031 Population	Growth From 2006 to <i>Growth Plan</i> Allocation
Adjala-Tosorontio	11,100	14,200	3,100	-	-	14,200	3,100
New Tecumseth	28,800	34,000	5,200	3,000	12,000	49,000	20,200
Bradford-West Gwillimbury	25,000	49,700	24,700	-	-	49,700	24,700
Innisfil	32,400	47,000	14,600	2,000	16,000	65,000	32,600
Essa	17,600	22,900	5,300	-	-	22,900	5,300
Clearview	14,600	19,500	4,900	3,000	3,500	26,000	11,400
Collingwood	18,000	25,000	7,000	3,200	2,000	30,200	12,200
Wasaga Beach	15,600	35,000	19,400	-	-	35,000	19,400
Springwater	18,100	23,500	5,400	1,500	1,500	26,500	8,400
Oro-Medonte	20,800	28,100	7,300	-	-	28,100	7,300
Ramara	9,800	15,500	5,700	-	-	15,500	5,700
Severn	12,500	20,200	7,700	-	-	20,200	7,700
Tay	10,100	11,300	1,200	-	-	11,300	1,200
Tiny	11,200	13,900	2,700	-	-	13,900	2,700
Midland	16,900	19,700	2,800	-	-	19,700	2,800
Penetanguishene	9,700	10,800	1,100	1,500	-	12,300	2,600
Sub-Total County of Simcoe	272,200	390,300	118,100	14,200	35,000	439,500	167,300
City of Barrie	133,500	175,000	41,500	-	10,000	185,000	51,500
City of Orillia	31,400	41,000	9,600	-	-	41,000	9,600
First Nations	1,500	1,500	-	-	-	1,500	-
Total	438,600	607,800	169,200	14,200	45,000	667,000	228,400
			<i>Check</i>	14,200	45,000		
				-	-		

Notes: 2006 Census population is total population, adjusted upwards to include an approximately 4% under-coverage.
Approved Official Plan population targets are also adjusted upwards to include an approximately 4% under-coverage where required.
Approved official plan forecast for Adjala-Tosorontio is the mid-point of the range provided in the official plan.
Approved official plan forecast for Oro-Medonte is the low-end of the range provided in the official plan.
First Nations population held constant at 1,500 through forecast period.

**Simcoe Area Growth Plan
Distribution of Employment Growth, 2006 to 2031**

Municipality	2001 Census Population	2001 Census Employment	2001 Activity Rate	2006 Census Population	2006 Census Employment	2006 Activity Rate	Provincial 2031 Growth Allocation	Provincial Unallocated in 2031	Forecast 2031 Employment	Employment Growth 2006 to 2031
Adjala-Tosorontio	10,100	1,300	13%	10,700	1,600	15%	2,100	-	2,100	500
New Tecumseth	26,100	17,300	66%	27,700	19,700	71%	26,300	-	26,300	6,600
Bradford-West Gwillimbury	22,200	6,700	30%	24,000	8,000	33%	10,700	5,500	16,200	8,200
Innisfil	28,700	5,900	21%	31,200	5,700	18%	7,600	5,500	13,100	7,400
Essa	16,800	6,800	41%	16,900	7,700	45%	10,300	-	10,300	2,600
Clearview	13,800	3,800	27%	14,100	4,400	31%	5,800	-	5,800	1,500
Collingwood	16,000	10,800	68%	17,300	10,800	62%	14,400	-	14,400	3,600
Wasaga Beach	12,400	2,300	19%	15,000	3,100	20%	4,100	-	4,100	1,000
Springwater	16,100	4,400	27%	17,500	5,000	29%	6,700	-	6,700	1,700
Oro-Medonte	18,300	4,200	23%	20,000	4,700	23%	6,200	-	6,200	1,600
Ramara	8,600	1,900	22%	9,400	1,900	20%	2,500	-	2,500	600
Severn	11,100	3,500	31%	12,000	3,900	33%	5,300	-	5,300	1,300
Tay	9,200	1,400	16%	9,700	1,500	15%	2,000	-	2,000	500
Tiny	9,000	1,300	14%	10,800	1,400	13%	1,900	-	1,900	500
Midland	16,200	10,400	64%	16,300	12,000	74%	16,000	-	16,000	4,000
Penetanguishene	8,300	4,400	53%	9,400	5,300	56%	7,000	-	7,000	1,800
Sub-Total County of Simcoe	243,100	86,400	36%	262,000	96,400	37%	128,900	11,000	139,900	43,500
City of Barrie	103,700	52,700	51%	128,400	64,300	50%	88,000	2,000	90,000	25,700
City of Orillia	29,100	16,100	55%	30,300	19,700	65%	21,000	-	21,000	1,300
First Nations	1,100	3,100	272%	1,500	3,100	0%	3,100	-	3,100	-
Total	377,100	158,200	42%	422,200	183,500	43%	241,000	13,000	254,000	70,500

Notes: 2006 Census Employment is total employment with "No Fixed Place of Work" redistributed in accordance with regular shares of 2006 Place of Work and At Home employment
2001 Census Employment is similarly adjusted.

APPENDIX F

Estimate of Long-Range Employment Land Requirements

SIMCOE AREA GROWTH PLAN
ESTIMATE OF EMPLOYMENT LAND REQUIREMENTS
2006 - 2031

An estimate of the employment land requirements for the Simcoe County Area has been prepared using the 2006 Census employment figure of 183,500 jobs and the Provincial *Growth Plan* employment allocation of 254,000 jobs in 2031. There are three steps to estimating the employment land requirements:

- The first step is to estimate employment by the three land-use types: major office employment; employment land employment and population-related employment. For the Simcoe County Area, employment land employment and major office employment are combined into a single category.
- The second step is to apply a range of density factors to the forecast growth in employment land and major office employment to estimate the land requirements. A range of density is applied, from a low density of 30 jobs per net ha to a high density of 40 jobs per net ha.

- The final step is to compare the estimate of employment land need to the currently designated employment land supply. The comparison of supply and demand focusses on the southern communities in Simcoe, where demand for employment land is anticipated to be the strongest.

As shown in the table below, employment land and major office employment combined are forecast to grow by approximately 32,800 jobs from 2006 to 2031. This represents approximately 47% of the overall employment growth.

Employment Forecast By Major Type Simcoe County Area 2006 to 2031				
Type	2006	2031	Growth 2006 - 2031	Share
Employment Land and Major Office	97,200	130,000	32,800	47%
Rural and Farm-Based	4,900	4,900	-	0%
Population-Related	81,400	119,100	37,700	53%
Total Employment	183,500	254,000	70,500	100%

Source: Hemson Consulting Ltd., based on 2006 Census employment information and the Provincial *Growth Plan* employment allocation of 254,000 jobs in 2031.

As shown in the table on the following page, this results in a requirement for between approximately 700 and 900 net ha of employment land in south Simcoe to 2031. The following details regarding the summary table warrant attention.

- Note 1: Long-term vacancy is based on 10% of the total estimated net occupied and vacant employment land supply for the south Simcoe communities of approximately 3,400 ha, excluding lands designated around the Bradford By-Pass.
- Note 2: A share of 80% of the total County-wide employment land employment growth reflects the anticipation that most but not all future employment land employment will likely be

concentrated in the south. The southern communities' current share of employment land employment and the estimated occupied employment land supply is approximately 60%.

- Note 3: Population-related employment on employment land is estimated as 5% of the growth in population-related employment for the southern communities, approximately 22,620 jobs. 22,620 jobs is 60% of the overall growth of 37,700 population-related jobs for the County from 2006 to 2031. Taking 5% of 22,620 jobs results in an estimate of approximately 1,100 population-related employment jobs on employment land.

Estimated Employment Land Need South Simcoe Communities	
Estimated Net Vacant Employment Land Supply 2006	Existing Net Ha
City of Barrie	450
Town of Innisfill	140
Town of Bradford West Gwillimbury	420
Town of New Tecumseth	410
Total Estimated Net Vacant Supply:	1,420
Less: Bradford By-Pass (Highway 400-404 Link)	150
Less: Adjustment For Long-Term Vacancy (1)	340
Estimated 2006 Net Effective Supply	930
Estimated Employment Land Employment Growth, 2006 to 2031	Employment
Estimated Employment Land Employment Growth, All of the Simcoe County Area, 2006 to 2031 under <i>Growth Plan</i> forecast allocation	32,800
Share Allocated to South Simcoe Communities (2)	80%
Employment Land Employment Growth, South Simcoe	26,200
Population-Related Employment on Employment Land (3)	1,100
Total Growth in Employment on Employment Land, 2006 to 2031	27,300
Estimated Employment Land Requirements, 2006 to 2031	Net Ha Required
At 40 jobs per net ha:	680
At 35 jobs per net ha:	780
At 30 jobs per net ha:	910

Source: Hemson Consulting Ltd., based upon updated supply information. Supply for the Town of Bradford West Gwillimbury includes designated employment land around the Highway 400-404 link and the Highway 400-88 Special Policy Area.

APPENDIX G

Estimate of Recreation-based Housing Units

**Estimated Recreation-Based Housing Growth
Simcoe County Area, 2006
Hemson Consulting Ltd., 2008**

Estimated Seasonal and Recreational Housing Units, 2006

1	Total private dwellings (2006 Census)	180,100
2	Private dwellings occupied by usual residents (2006 Census)*	156,700
3	Difference includes marginal dwellings, vacant units, and units occupied by foreign or temporary residents. For the Simcoe County Area, most of this difference is likely made up of the marginal and vacant units, which would include most seasonal or recreational dwellings, as the owners would have a usual place of residence elsewhere: e.g. the Census would count an individual at home in Toronto and count their cottage in Simcoe as vacant.	23,400
4	Normal expected vacancy rate in an urban location with few seasonal or recreational units. To estimate this rate, the figure for the City of Barrie is used to represent an urban place with few seasonal and recreational units.	3.5%
5	Estimated "normal" vacant units for the Simcoe County Area (3.5% of Total Private Dwellings)	6,300
6	Estimated recreation-based units 2006 (Difference between Total Private Dwellings and Private Dwellings occupied by usual residents, less the estimated "normal" vacant units)	17,100

*Note: Unless otherwise specified, all data in Census housing products, and the forecasts shown in the Provincial *Growth Plan for the Greater Golden Horseshoe*, are for occupied private dwellings, rather than for unoccupied private dwellings or dwellings occupied by foreign and/or temporary residents.

APPENDIX H

Estimate of *Growth Plan* Density in New Residential Communities

**ANALYSIS OF CURRENT *GROWTH PLAN* DENSITIES
FOR A SELECTION OF NEW DEVELOPMENT APPLICATIONS**

SIMCOE COUNTY AREA

HEMSON

**Simcoe County Growth Plan
Density Analysis**

Subdivision Name Municipality and Community Development or Approval Status	R & M Homes-Everett Adjala-Tosorontio N/A	Part of Lots 31 & 32 Concession 7 New Tecumseth N/A
Total Land Area	51.5 ha 127.3 acres	28.4 ha 70.3 acres
Non-developable Area as Per Growth Plan (wetlands, coastal wetlands, woodlands, valleylands, ANSIs, and wildlife and or fish)	1.2 3.0	0.0 0.0
Growth Plan Area (GPA)	50.3 ha 124.3 acres	28.4 ha 70.3 acres
Other Non-Developable Areas (Hydro corridor, pipeline easements, road rights of way, daylighting triangles, road setbacks, sanitary treatment area, pump station)	4.4 10.7	0.0 0.1
Other Non-Neighbourhood Areas (Institutional uses, major commercial centres, arterial roads, secondary schools)	0.1 0.1	0.2 0.4
Future Residential, Commercial or Other Development	0.1 0.3	0.0 0.0
Gross Residential Area (GRA)	45.8 ha 113.0 acres	28.2 ha 69.8 acres
Storm Water Management Ponds	2.6 6.5	0.0 0.0
Parks and Parkettes	0.0 0.0	1.4 3.4
Neighbourhood Schools	0.0 0.0	0.0 0.0
Neighbourhood Commercial Uses	1.5 3.8	0.0 0.0
Other Open Space, Buffers, Entry Features, etc.	2.5 6.3	0.0 0.0
Local Roads	10.0 24.7	6.3 15.6
Net Residential Area (NRA)	29.1 ha 71.8 acres	20.5 ha 50.7 acres
Total Units	441.0 units	774.0 units
Net Density (units divided NRA)	15.2 units/ha	37.7 units/ha
Gross Density (units divided by GRA)	9.6 units/ha	27.4 units/ha
Growth Plan Density (units divided by DGA)	8.8 units/ha	27.2 units/ha
Check	51.5 0.0	28.4 0.0
Unit Mix and Population Estimate	Units PPU Population	Units PPU Population
Single Detached	261 3.06 799	312 3.02 942
Semi Detached	180 3.35 603	0 2.63 -
Row house	2.33 - -	51 2.5 128
Apartment Unit	2.11 - -	411 1.78 732
Total	441 3.18 1,402	774 2.33 1,801
Check from Above	-	-
Estimate of Work at Home		
2001 Population	10,082	26,141
Work at Home Employment	575	995
Ratio of Population to Work at Home Employment	5.70%	3.81%
Estimated Work at Home Employment (community-wide ratio applied to subdivision population estimate)	80	69
Estimate of Commercial Employment		
Commercial Land Area (ha)	1.54	0
Coverage	25%	25%
Conversion to square metres of building space	3,850	0
Area per Employee (m ²)	40	40
Estimated Commercial Employment	96	0
Estimate of Institutional Employment		
Institutional Land Area (ha)	0	0
Coverage	30%	30%
Conversion to square metres of building space	0	0
Area per Employee (m ²)	40	40
Estimated Institutional Employment	0	0
Total Work at Home, Commercial and Institutional Jobs	176	69
Total People and Jobs	1,578	1,870
Growth Plan Density (People and Jobs Divided by GPA)	Growth Plan Density 31	Growth Plan Density 66

**Simcoe County Growth Plan
Density Analysis**

Subdivision Name Municipality and Community Development or Approval Status	Part of North Half of Lot 13, Concession 6 BWG N/A	Brookfield Homes (Ontario) Limited BWG N/A
Total Land Area	27.5 ha 68.1 acres	83.5 ha 206.3 acres
Non-developable Area as Per <i>Growth Plan</i> (wetlands, coastal wetlands, woodlands, valleylands, ANSIs, and wildlife and or fish)	0.0 0.0	7.5 18.5
Growth Plan Area (GPA)	27.5 ha 68.1 acres	76.0 ha 187.7 acres
Other Non-Developable Areas (Hydro coridor, pipeline easements, road rights of way, daylighting triangles, road setbacks, sanitary treatment area, pump station) Other Non-Neighbourhood Areas (Institutional uses, major commercial centres, arterial roads, secondary schools) Future Residential, Commercial or Other Development	0.0 0.0 0.0 0.0 5.8 14.3	0.0 0.1 0.0 0.0 1.3 3.1
Gross Residential Area (GRA)	21.8 ha 53.8 acres	100% 74.7 ha 184.5 acres 100%
Storm Water Management Ponds	1.1 2.7	3.9 9.6 5%
Parks and Parkettes	1.3 3.1	5.0 12.4 7%
Neighbourhood Schools	1.6 3.9	2.5 6.2 3%
Neighbourhood Commercial Uses	2.3 5.8	0.0 0.0 0%
Other Open Space, Buffers, Entry Features, etc.	0.0 0.0	0.0 0.0 0%
Local Roads	4.6 11.3	19.7 48.6 26%
Net Residential Area (NRA)	10.9 ha 26.9 acres	50% 43.6 ha 107.6 acres 58%
Total Units	180.0 units	996.0 units
Net Density (units divided NRA)	16.5 units/ha	22.9 units/ha
Gross Density (units divided by GRA)	8.3 units/ha	13.3 units/ha
Growth Plan Density (units divided by DGA)	6.5 units/ha	13.1 units/ha
Check	27.5 0.0	83.5 0.0
Unit Mix and Population Estimate	Units PPU Population	Units PPU Population
Single Detached	180 3.35	984 3.35 3,296
Semi Detached	0 3.36	12 3.36 40
Row house	0 2.3	0 2.3 -
Apartment Unit	0 2.06	0 2.06 -
Total	180 3.35	996 3.35 3,337
Check from Above	-	-
Estimate of Work at Home	22,228	22,228
2001 Population	900	900
Ratio of Population to Work at Home Employment	4.05%	4.05%
Estimated Work at Home Employment (community-wide ratio applied to subdivision population estimate)	24	135
Estimate of Commercial Employment		
Commercial Land Area (ha)	2,339	0
Coverage	25%	25%
Conversion to square metres of building space	5,848	0
Area per Employee (m ²)	40	40
Estimated Commercial Employment	146	0
Estimate of Institutional Employment		
Institutional Land Area (ha)	2	3
Coverage	30%	30%
Conversion to square metres of building space	4,701	7,560
Area per Employee (m ²)	40	40
Estimated Institutional Employment	118	189
Total Work at Home, Commercial and Institutional Jobs	288	324
Total People and Jobs	891	3,661
Growth Plan Density (People and Jobs Divided by GPA)	Growth Plan Density	Growth Plan Density
	32	48

**Simcoe County Growth Plan
Density Analysis**

Subdivision Name Municipality and Community Development or Approval Status	Westbrook BWG N/A	Part of the North Half of Lot 21 Concession 7 Inmisfill N/A
Total Land Area	57.4 ha	141.9 acres
Non-developable Area as Per <i>Growth Plan</i> (wetlands, coastal wetlands, woodlands, valleylands, ANSIs, and wildlife and or fish)	7.1	17.5 ha
Growth Plan Area (GPA)	50.3 ha	124.3 acres
Other Non-Developable Areas (Hydro corridor, pipeline easements, road rights of way, daylighting triangles, road setbacks, sanitary treatment area, pump station)	0.1	0.2
Other Non-Neighbourhood Areas (Institutional uses, major commercial centres, arterial roads, secondary schools)	0.0	0.0
Future Residential, Commercial or Other Development	0.0	0.1
Gross Residential Area (GRA)	50.2 ha	124.0 acres
Storm Water Management Ponds	4.1	10.1
Parks and Parkettes	1.3	3.1
Neighbourhood Schools	0.0	0.0
Neighbourhood Commercial Uses	0.0	0.0
Other Open Space, Buffers, Entry Features, etc.	0.2	0.4
Local Roads	12.8	31.7
Net Residential Area (NRA)	31.9 ha	78.7 acres
Total Units	765.0 units	224.0 units
Net Density (units divided NRA)	24.0 units/ha	19.0 units/ha
Gross Density (units divided by GPA)	15.2 units/ha	13.0 units/ha
Growth Plan Density (units divided by DGA)	15.2 units/ha	12.8 units/ha
Check	57.4	17.5
Unit Mix and Population Estimate	Units	PPU
Single Detached	765	3.35
Semi Detached	0	3.36
Row house	0	2.3
Apartment Unit	0	2.06
Total	765	3.35
Check from Above	-	-
Estimate of Work at Home	Units	PPU
2001 Population	22,228	2.83
Work at Home Employment	900	2.43
Ratio of Population to Work at Home Employment	4.05%	2.92
Estimated Work at Home Employment (community-wide ratio applied to subdivision population estimate)	104	1.64
Estimate of Commercial Employment	Units	PPU
Commercial Land Area (ha)	0	2.84
Coverage	25%	-
Conversion to square metres of building space	0	-
Area per Employee (m ²)	40	-
Estimated Commercial Employment	0	-
Estimate of Institutional Employment	Units	PPU
Institutional Land Area (ha)	0	2.84
Coverage	30%	-
Conversion to square metres of building space	0	-
Area per Employee (m ²)	40	-
Estimated Institutional Employment	0	-
Total Work at Home, Commercial and Institutional Jobs	Units	PPU
Total People and Jobs	104	2.84
Growth Plan Density (People and Jobs Divided by GPA)	53	68%

**Simcoe County Growth Plan
Density Analysis**

Subdivision Name Municipality and Community Development or Approval Status	Block D and Part of Blocks B and C Plan 1071 Innisfil N/A	Essa Developments - Phase 1 Essa Developments - Phase 1 N/A
Total Land Area	3.1 ha	31.1 ha
Non-developable Area as Per <i>Growth Plan</i> (wetlands, coastal wetlands, woodlands, valley/lands, ANSIs, and wildlife and or fish)	0.0	0.0
Growth Plan Area (GPA)	3.1 ha	31.1 ha
Other Non-Developable Areas (Hydro corridor, pipeline easements, road rights of way, daylighting triangles, road setbacks, sanitary treatment area, pump station)	0.0	0.0
Other Non-Neighbourhood Areas (Institutional uses, major commercial centres, arterial roads, secondary schools)	0.0	0.2
Future Residential, Commercial or Other Development	0.0	0.1
Gross Residential Area (GRA)	3.1 ha	30.8 ha
Storm Water Management Ponds	0.0	2.9
Parks and Parkettes	0.0	4.4
Neighbourhood Schools	0.0	0.0
Neighbourhood Commercial Uses	0.0	0.0
Other Open Space, Buffers, Entry Features, etc.	0.0	0.0
Local Roads	0.7	6.8
Net Residential Area (NRA)	2.4 ha	16.7 ha
Total Units	30.0 units	350.0 units
Net Density (units divided NRA)	12.6 units/ha	21.0 units/ha
Gross Density (units divided by GRA)	9.8 units/ha	11.4 units/ha
Growth Plan Density (Units divided by DGA)	9.8 units/ha	11.2 units/ha
Check	3.1	31.1
Unit Mix and Population Estimate	Units	Units
Single Detached	30	178
Semi Detached	0	118
Row house	0	54
Apartment Unit	0	0
Total	30	350
Check from Above	-	-
Estimate of Work at Home	Population	Population
2001 Population	28,666	16,808
Work at Home Employment	1,075	610
Ratio of Population to Work at Home Employment	3.75%	3.63%
Estimated Work at Home Employment (community-wide ratio applied to subdivision population estimate)	3	40
Estimate of Commercial Employment	Units	Units
Commercial Land Area (ha)	0	0
Coverage	25%	25%
Conversion to square metres of building space	0	0
Area per Employee (m ²)	40	40
Estimated Commercial Employment	0	0
Estimate of Institutional Employment	Units	Units
Institutional Land Area (ha)	0	0
Coverage	30%	30%
Conversion to square metres of building space	0	0
Area per Employee (m ²)	40	40
Estimated Institutional Employment	0	0
Total Work at Home, Commercial and Institutional Jobs	3	40
Total People and Jobs	88	1,151
Growth Plan Density (People and Jobs Divided by GPA)	Growth Plan Density	Growth Plan Density
	29	37

**Simcoe County Growth Plan
Density Analysis**

Subdivision Name Municipality and Community Development or Approval Status	East Half of Lot 31 Concession 4 Essa N/A	Redline Revision Plan Essa N/A				
Total Land Area	22.0 ha	37.8 ha				
Non-developable Area as Per <i>Growth Plan</i> (wetlands, coastal wetlands, woodlands, valleylands, ANSIs, and wildlife and or fish)	0.0	0.0				
Growth Plan Area (GPA)	22.0 ha	37.7 ha				
Other Non-Developable Areas (Hydro corridor, pipeline easements, road rights of way, day/lighting triangles, road setbacks, sanitary treatment area, pump station)	0.0	0.0				
Other Non-Neighbourhood Areas (Institutional uses, major commercial centres, arterial roads, secondary schools)	0.1	0.0				
Future Residential, Commercial or Other Development	0.6	0.0				
Gross Residential Area (GRA)	21.3 ha	37.7 ha				
Storm Water Management Ponds	2.0	1.5				
Parks and Parkettes	1.0	0.0				
Neighbourhood Schools	0.0	0.0				
Neighbourhood Commercial Uses	0.0	0.0				
Other Open Space, Buffers, Entry Features, etc.	6.4	11.7				
Local Roads	3.4	6.5				
Net Residential Area (NRA)	8.5 ha	18.1 ha				
Total Units	162.0 units	369.0 units				
Net Density (units divided NRA)	19.0 units/ha	20.4 units/ha				
Gross Density (units divided by GRA)	7.6 units/ha	9.8 units/ha				
Growth Plan Density (units divided by DGA)	7.4 units/ha	9.8 units/ha				
Check	22.0	37.8				
Unit Mix and Population Estimate	Units	PPU	Population	Units	PPU	Population
Single Detached	162	2.98	483	181	2.98	539
Semi Detached	0	3.47	-	112	3.47	389
Row house	0	3.17	-	76	3.17	241
Apartment Unit	0	1.85	-	0	1.85	-
Total	162	2.98	483	369	3.17	1,169
Check from Above	-	-	-	-	-	-
Estimate of Work at Home						
2001 Population			16,808			16,808
Work at Home Employment			610			610
Ratio of Population to Work at Home Employment			3.63%			3.63%
Estimated Work at Home Employment (community-wide ratio applied to subdivision population estimate)			18			42
Estimate of Commercial Employment						
Commercial Land Area (ha)			0			0
Coverage			25%			25%
Conversion to square metres of building space			0			0
Area per Employee (m ²)			40			40
Estimated Commercial Employment			0			0
Estimate of Institutional Employment						
Institutional Land Area (ha)			0			0
Coverage			30%			30%
Conversion to square metres of building space			0			0
Area per Employee (m ²)			40			40
Estimated Institutional Employment			0			0
Total Work at Home, Commercial and Institutional Jobs			18			42
Total People and Jobs			500			1,211
Growth Plan Density (People and Jobs Divided by GPA)			23			32

**Simcoe County Growth Plan
Density Analysis**

Subdivision Name Municipality and Community Development or Approval Status	Part of Lot 41 Concession 8 Collingwood N/A	Tepeco Holdings Collingwood Approved	
Total Land Area	25.1 ha	28.6 ha	70.7 acres
Non-developable Area as Per <i>Growth Plan</i> (wetlands, coastal wetlands, woodlands, valleylands, ANSIS, and wildlife and or fish)	0.0	0.0	0.0
Growth Plan Area (GPA)	25.1 ha	28.6 ha	70.7 acres
Other Non-Developable Areas (Hydro corridor, pipeline easements, road rights of way, daylighting triangles, road setbacks, sanitary treatment area, pump station)	0.0	0.1	0.1
Other Non-Neighbourhood Areas (Institutional uses, major commercial centres, arterial roads, secondary schools)	0.0	0.4	0.9
Future Residential, Commercial or Other Development	0.0	0.0	0.0
Gross Residential Area (GRA)	25.1 ha	28.2 ha	69.7 acres
Storm Water Management Ponds	1.4	3.4	5%
Parks and Parkettes	1.4	3.4	6%
Neighbourhood Schools	0.0	0.0	0%
Neighbourhood Commercial Uses	0.2	0.5	1%
Other Open Space, Buffers, Entry Features, etc.	2.8	7.0	11%
Local Roads	3.9	9.7	16%
Net Residential Area (NRA)	15.4 ha	38.0 acres	61%
Total Units	419.0 units	374.0 units	
Net Density (units divided NRA)	27.2 units/ha	11.0 units/acre	8.0 units/acre
Gross Density (units divided by GPA)	16.7 units/ha	6.8 units/acre	5.4 units/acre
Growth Plan Density (units divided by DGA)	16.7 units/ha	6.8 units/acre	5.3 units/acre
Check	25.1	0.0	28.6

Unit Mix and Population Estimate	Units	PPU	Population	Units	PPU	Population
Single Detached	139	2.63	366	374	2.63	984
Semi Detached	0	2.96	-	0	2.96	-
Row house	0	2.35	-	0	2.35	-
Apartment Unit	280	1.57	440	0	1.57	-
Total	419	1.92	805	374	2.63	984
Check from Above	-	-	-	-	-	-
Estimate of Work at Home						
2001 Population			16,039			16,039
Work at Home Employment			505			505
Ratio of Population to Work at Home Employment			3.15%			3.15%
Estimated Work at Home Employment (community-wide ratio applied to subdivision population estimate)			25			31
Estimate of Commercial Employment						
Commercial Land Area (ha)			0.2			0
Coverage			25%			25%
Conversion to square metres of building space			500			0
Area per Employee (m ²)			40			40
Estimated Commercial Employment			13			0
Estimate of Institutional Employment						
Institutional Land Area (ha)			0			0
Coverage			30%			30%
Conversion to square metres of building space			0			0
Area per Employee (m ²)			40			40
Estimated Institutional Employment			0			0
Total Work at Home, Commercial and Institutional Jobs			38			31
Total People and Jobs			843			1,015
Growth Plan Density (People and Jobs Divided by GPA)			34			35

**Simcoe County Growth Plan
Density Analysis**

Subdivision Name Municipality and Community Development or Approval Status	Part of N Lot 44 & S Lot 45 Concession 11 Collingwood N/A		Wasaga Beach Village Wasaga Beach N/A
Total Land Area	8.5 ha	20.9 acres	20.4 ha 50.3 acres
Non-developable Area as Per <i>Growth Plan</i> (wetlands, coastal wetlands, woodlands, valleylands, ANSIs, and wildlife and or fish)	0.0	0.0	1.5 3.6
Growth Plan Area (GPA)	8.5 ha	20.9 acres	18.9 ha 46.7 acres
Other Non-Developable Areas (Hydro corridor, pipeline easements, road rights of way, daylighting triangles, road setbacks, sanitary treatment area, pump station)	0.0	0.0	0.0 0.0
Other Non-Neighbourhood Areas (Institutional uses, major commercial centres, arterial roads, secondary schools)	0.0	0.0	0.2 0.6
Future Residential, Commercial or Other Development	0.0	0.0	0.8 2.1
Gross Residential Area (GRA)	8.5 ha	20.9 acres	17.8 ha 44.0 acres 100%
Storm Water Management Ponds	0.0	0.0	1.1 2.6 6%
Parks and Parkettes	0.0	0.0	0.0 0.0 0%
Neighbourhood Schools	0.0	0.0	0.0 0.0 0%
Neighbourhood Commercial Uses	0.0	0.0	0.0 0.0 0%
Other Open Space, Buffers, Entry Features, etc.	0.0	0.0	1.2 3.0 7%
Local Roads	2.2	5.5	3.8 9.4 21%
Net Residential Area (NRA)	6.2 ha	15.4 acres	11.7 ha 29.0 acres 66%
Total Units	59.0 units		195.0 units
Net Density (units divided NRA)	9.5 units/ha	3.8 units/acre	16.6 units/ha 6.7 units/acre
Gross Density (units divided by GPA)	7.0 units/ha	2.8 units/acre	10.9 units/ha 4.4 units/acre
Growth Plan Density (units divided by DGA)	7.0 units/ha	2.8 units/acre	10.3 units/ha 4.2 units/acre
Check	8.5	0.0	20.4 0.0
Unit Mix and Population Estimate	Units	PPU	Population
Single Detached	59	2.63	155
Semi Detached	0	2.96	-
Row house	0	2.35	-
Apartment Unit	0	1.57	-
Total	59	2.63	155
Check from Above	-	-	-
Estimate of Work at Home			
2001 Population			16,039
Work at Home Employment			505
Ratio of Population to Work at Home Employment			3.15%
Estimated Work at Home Employment (community-wide ratio applied to subdivision population estimate)			5
Estimate of Commercial Employment			
Commercial Land Area (ha)			0
Coverage			25%
Conversion to square metres of building space			0
Area per Employee (m ²)			40
Estimated Commercial Employment			0
Estimate of Institutional Employment			
Institutional Land Area (ha)			0
Coverage			30%
Conversion to square metres of building space			0
Area per Employee (m ²)			40
Estimated Institutional Employment			0
Total Work at Home, Commercial and Institutional Jobs			5
Total People and Jobs			160
Growth Plan Density (People and Jobs Divided by GPA)	Growth Plan Density	19	Growth Plan Density 26

**Simcoe County Growth Plan
Density Analysis**

Subdivision Name Municipality and Community Development or Approval Status	W Half Lot 11, Concession 5 Oro-Medonte N/A	Northwest Half of Lot 1, Concession 1 Severn Estate Residential Approved	
Total Land Area	9.0 ha	14.2 ha	35.2 acres
Non-developable Area as Per <i>Growth Plan</i> (wetlands, coastal wetlands, woodlands, valleylands, ANSIs, and wildlife and or fish)	1.0	0.0	0.0
Growth Plan Area (GPA)	8.0 ha	14.2 ha	35.2 acres
Other Non-Developable Areas (Hydro corridor, pipeline easements, road rights of way, daylighting triangles, road setbacks, sanitary treatment area, pump station)	0.0	0.0	0.0
Other Non-Neighbourhood Areas (Institutional uses, major commercial centres, arterial roads, secondary schools)	0.0	0.2	0.4
Future Residential, Commercial or Other Development	0.0	0.0	0.0
Gross Residential Area (GRA)	8.0 ha	14.1 ha	100%
Storm Water Management Ponds	1.1	2.7	14%
Parks and Parkettes	0.0	0.0	0%
Neighbourhood Schools	0.0	0.0	0%
Neighbourhood Commercial Uses	0.0	0.0	0%
Other Open Space, Buffers, Entry Features, etc.	0.0	0.1	1%
Local Roads	0.7	1.7	9%
Net Residential Area (NRA)	6.1 ha	12.3 ha	77%
Total Units	15.0 units	27.0 units	
Net Density (units divided NRA)	2.4 units/ha	2.2 units/ha	0.9 units/acre
Gross Density (units divided by GRA)	1.9 units/ha	1.9 units/ha	0.8 units/acre
Growth Plan Density (units divided by GPA)	1.9 units/ha	1.9 units/ha	0.8 units/acre
Check	9.0 0.0	14.2	0.0

Unit Mix and Population Estimate	Units	PPU	Population	Units	PPU	Population
Single Detached	15	2.77	42	27	2.68	72
Semi Detached	0	3	-	0	2.71	-
Row house	0	2.7	-	0	2.15	-
Apartment Unit	0	2.03	-	0	1.96	-
Total	15	2.77	42	27	2.68	72
Check from Above	-	-	-	-	-	-
Estimate of Work at Home						
2001 Population			18,315			11,135
Work at Home Employment			1195			610
Ratio of Population to Work at Home Employment			6.52%			5.48%
Estimated Work at Home Employment (community-wide ratio applied to subdivision population estimate)			3			4
Estimate of Commercial Employment						
Commercial Land Area (ha)			0			0
Coverage			25%			25%
Conversion to square metres of building space			0			0
Area per Employee (m ²)			40			40
Estimated Commercial Employment			0			0
Estimate of Institutional Employment						
Institutional Land Area (ha)			0			0
Coverage			30%			30%
Conversion to square metres of building space			0			0
Area per Employee (m ²)			40			40
Estimated Institutional Employment			0			0
Total Work at Home, Commercial and Institutional Jobs			3			4
Total People and Jobs			44			76
Growth Plan Density (People and Jobs Divided by GPA)	Growth Plan Density		6	Growth Plan Density		5

**Simcoe County Growth Plan
Density Analysis**

Subdivision Name Municipality and Community Development or Approval Status	Part of Lots 18 & 19, Concession 3 Tay N/A	Copeland Woods Tiny Estate Residential N/A	
Total Land Area	13.7 ha	33.8 acres	17.5 ha 43.2 acres
Non-developable Area as Per <i>Growth Plan</i> (wetlands, coastal wetlands, woodlands, valleylands, ANSIs, and wildlife and or fish)	0.0	0.0	0.0
Growth Plan Area (GPA)	13.7 ha	33.8 acres	17.5 ha 43.2 acres
Other Non-Developable Areas (Hydro corridor, pipeline easements, road rights of way, daylighting triangles, road setbacks, sanitary treatment area, pump station)	1.0	2.4	0.0
Other Non-Neighbourhood Areas (Institutional uses, major commercial centres, arterial roads, secondary schools)	0.0	0.0	0.0
Future Residential, Commercial or Other Development	0.1	0.2	0.0
Gross Residential Area (GRA)	12.6 ha	31.1 acres	100% 17.5 ha 43.2 acres 100%
Storm Water Management Ponds	0.0	0.0	0%
Parks and Parkettes	0.0	0.0	0%
Neighbourhood Schools	0.0	0.0	0%
Neighbourhood Commercial Uses	0.0	0.0	0%
Other Open Space, Buffers, Entry Features, etc.	0.0	0.0	0%
Local Roads	2.9	7.1	23%
Net Residential Area (NRA)	9.7 ha	24.0 acres	77% 10.9 ha 27.0 acres 63%
Total Units	145.0 units		19.0 units
Net Density (units divided NRA)	14.9 units/ha	6.0 units/acre	1.7 units/ha
Gross Density (units divided by GRA)	11.5 units/ha	4.7 units/acre	1.1 units/ha
Growth Plan Density (units divided by DGA)	10.6 units/ha	4.3 units/acre	1.1 units/ha
Check	13.7	0.0	17.5
			0.0
Unit Mix and Population Estimate	Units	PPU	Population
Single Detached	145	2.6	377
Semi Detached	0	2.3	-
Row house	0	2.5	-
Apartment Unit	0	2.18	-
Total	145	2.60	377
Check from Above	-	-	-
Estimate of Work at Home			
2001 Population	9,162		9,035
Work at Home Employment	405		475
Ratio of Population to Work at Home Employment	4.42%		5.26%
Estimated Work at Home Employment (community-wide ratio applied to subdivision population estimate)	17		3
Estimate of Commercial Employment			
Commercial Land Area (ha)	0		0
Coverage	25%		25%
Conversion to square metres of building space	0		0
Area per Employee (m ²)	40		40
Estimated Commercial Employment	0		0
Estimate of Institutional Employment			
Institutional Land Area (ha)	0		0
Coverage	30%		30%
Conversion to square metres of building space	0		0
Area per Employee (m ²)	40		40
Estimated Institutional Employment	0		0
Total Work at Home, Commercial and Institutional Jobs	17		3
Total People and Jobs	394		51
Growth Plan Density (People and Jobs Divided by GPA)	Growth Plan Density	29	Growth Plan Density 3

**Simcoe County Growth Plan
Density Analysis**

Subdivision Name Municipality and Community Development or Approval Status	Draft Plan of Subdivision Part of Lot 8 Clearview N/A		
Total Land Area	39.1 ha	96.6 acres	
Non-developable Area as Per <i>Growth Plan</i> (wetlands, coastal wetlands, woodlands, valleylands, ANSIs, and wildlife and or fish)	0.0	0.0	
Growth Plan Area (GPA)	39.1 ha	96.6 acres	
Other Non-Developable Areas (Hydro corridor, pipeline easements, road rights of way, day/lighting triangles, road setbacks, sanitary treatment area, pump station)	3.8	9.5	
Other Non-Neighbourhood Areas (Institutional uses, major commercial centres, arterial roads, secondary schools)	0.0	0.0	
Future Residential, Commercial or Other Development	1.2	3.0	
Gross Residential Area (GRA)	34.0 ha	84.1 acres	100%
Storm Water Management Ponds	2.2	5.5	7%
Parks and Parkettes	2.5	6.3	7%
Neighbourhood Schools	0.0	0.0	0%
Neighbourhood Commercial Uses	0.0	0.0	0%
Other Open Space, Buffers, Entry Features, etc.	0.7	1.7	2%
Local Roads	3.2	7.9	9%
Net Residential Area (NRA)	25.4 ha	62.7 acres	75%
Total Units	498.0 units		
Net Density (units divided NRA)	19.6 units/ha 7.9 units/acre		
Gross Density (units divided by GRA)	14.6 units/ha 5.9 units/acre		
Growth Plan Density (units divided by DGA)	12.7 units/ha 5.2 units/acre		
Check	39.1 0.0		
Unit Mix and Population Estimate	Units	PPU	Population
Single Detached	108	2.87	310
Semi Detached	0	2.71	-
Row house	96	2.35	226
Apartment Unit	294	1.86	547
Total	498	2.17	1,082
Check from Above	-		
Estimate of Work at Home			
2001 Population	13,796		
Work at Home Employment	925		
Ratio of Population to Work at Home Employment	6.70%		
Estimated Work at Home Employment (community-wide ratio applied to subdivision population estimate)	73		
Estimate of Commercial Employment			
Commercial Land Area (ha)	0		
Coverage	25%		
Conversion to square metres of building space	0		
Area per Employee (m ²)	40		
Estimated Commercial Employment	0		
Estimate of Institutional Employment			
Institutional Land Area (ha)	0		
Coverage	30%		
Conversion to square metres of building space	0		
Area per Employee (m ²)	40		
Estimated Institutional Employment	0		
Total Work at Home, Commercial and Institutional Jobs	73		
Total People and Jobs	1,155		
Growth Plan Density (People and Jobs Divided by GPA)	Growth Plan Density		30

**Simcoe County Growth Plan
Density Analysis**

Subdivision Name Municipality and Community Development or Approval Status	North Simcoe County Total of Selection of Plans	Total Simcoe County Area Total of Selection of Plans				
Total Land Area	392.4 ha	752.2 ha				
Non-developable Area as Per <i>Growth Plan</i> (wetlands, coastal wetlands, woodlands, valley/lands, ANSIs, and wildlife and or fish)	15.8	31.7				
Growth Plan Area (GPA)	376.6	720.6				
Other Non-Developable Areas (Hydro corridor, pipeline easements, road rights of way, daylighting triangles, road setbacks, sanitary treatment area, pump station)	5.3	9.8				
Other Non-Neighbourhood Areas (Institutional uses, major commercial centres, arterial roads, secondary schools)	4.5	5.1				
Future Residential, Commercial or Other Development	28.4	36.5				
Gross Residential Area (GRA)	338.4 ha	669.2 ha				
Storm Water Management Ponds	14.8	32.9				
Parks and Parkettes	14.1	28.5				
Neighbourhood Schools	0.0	4.1				
Neighbourhood Commercial Uses	6.1	10.0				
Other Open Space, Buffers, Entry Features, etc.	11.7	33.4				
Local Roads	67.1	142.4				
Net Residential Area (NRA)	224.6 ha	418.0 ha				
Total Units	4,416.0 units	8,707.0 units				
Net Density (units divided NRA)	19.7 units/ha	20.8 units/ha				
Gross Density (units divided by GRA)	13.0 units/ha	13.0 units/ha				
Growth Plan Density (units divided by DGA)	11.7 units/ha	12.1 units/ha				
Check	392.4	752.2				
Net Residential Area (NRA)	555.0 acres	1,032.8 acres				
Total Units	4,416.0 units	8,707.0 units				
Net Density (units divided NRA)	19.7 units/ha	20.8 units/ha				
Gross Density (units divided by GRA)	13.0 units/ha	13.0 units/ha				
Growth Plan Density (units divided by DGA)	11.7 units/ha	12.1 units/ha				
Check	392.4	752.2				
Unit Mix and Population Estimate	Units	PPU	Population	Units	PPU	Population
Single Detached	2,289	6,045	3.0	5,546	16,463	
Semi Detached	186	494	3.2	608	1,935	
Row house	924	2,083	2.4	1,125	2,681	
Apartment Unit	1,017	1,838	1.8	1,428	2,569	
Total	4,416	10,459	2.7	8,707	23,648	
Check from Above						
Estimate of Work at Home						
2001 Population			n/a		n/a	
Work at Home Employment			n/a		n/a	
Ratio of Population to Work at Home Employment			4.33%		4.33%	
Estimated Work at Home Employment (community-wide ratio applied to subdivision population estimate)	484		1,023		1,023	
Estimate of Commercial Employment						
Commercial Land Area (ha)					10	
Coverage					25%	
Conversion to square metres of building space					23,873	
Area per Employee (m ²)					40	
Estimated Commercial Employment	354				597	
Estimate of Institutional Employment						
Institutional Land Area (ha)					5	
Coverage					30%	
Conversion to square metres of building space					15,831	
Area per Employee (m ²)					40	
Estimated Institutional Employment	89				396	
Total Work at Home, Commercial and Institutional Jobs						
Total Employment	928				2,016	
Total People and Jobs	11,387				25,664	
Growth Plan Density (People and Jobs Divided by GPA)	30	30		Growth Plan Density	All Plans	36

APPENDIX I

Estimate of County-wide Density and Intensification Targets

Growth Plan Intensification in Simcoe County Planning Area					
	Larger and Older Communities	Rural Communities	Municipal Simcoe County	Barrie and Orillia	Simcoe County Area
Unit Growth 2016-2031	27,900	20,200	48,100	12,200	60,300
Share Intensification	40.0%	20.0%	31.6%	40.0%	33.3%
Units Through Intensification	11,100	4,100	15,200	4,900	20,100

Source: Hemson Consulting Ltd., 2008

Note: The Census period beginning mid-2016 is used as the basis for the estimate. It counts completed units which should approximate building permit issuance beginning in late 2015, the time the *Growth Plan* intensification rule takes effect. For larger and older communities, the *Growth Plan's* 40% intensification is applied. For rural communities, 20% is applied, based on observed patterns of development in Ontario urban communities.

Growth Plan Greenfield Density Target in Simcoe County Planning Area					
	Larger and Older Communities	Rural Communities	Municipal Simcoe County	Barrie and Orillia	Simcoe County Area
Unit Growth 2006-2031	40,600	32,900	73,500	30,000	103,500
Share Greenfield 2006-2016	80%	80%	80%	80%	80%
Share Greenfield 2016-2031	60%	80%	68%	60% Orillia, 0% Barrie	55%
Total Greenfield Units	26,900	26,300	53,200	16,100	69,300
Population @ 3.0 PPU	80,800	78,900	159,700	48,200	207,900
Greenfield Employment	23,700	8,900	32,600	20,300	52,800
Total Population & Employment	104,500	87,800	192,200	68,400	260,700
Greenfield Density	50.0	32.0	39.8	50.0	42.0

Source: Hemson Consulting Ltd., 2008

Note: For large and older communities, *Growth Plan* 50 residents and jobs combined per ha is applied. For rural communities, 32 residents and jobs combined is applied. This represents a weighted average of 75% residential and 25% employment land at current county-wide densities, as shown in appendix H for residential and using 20 employees per *Growth Plan* ha for employment.