



To: **County Council**

Agenda Section: Matters for Consideration
Division: Engineering, Planning and Environment
Department: Planning

Item Number: **CO - 2025-297**

Meeting Date: November 4, 2025

Subject: **City of Barrie Proposed Municipal Boundary Adjustments – Council Position**

Recommendation

That Item CO 2025-297, dated November 4, 2025, regarding City of Barrie Proposed Municipal Boundary Adjustments – Council Position, be received; and

That County Council support Option 3, as generally outlined in Item CO 2025-297; and

That in considering the City of Barrie's Restructuring Proposal, the County of Simcoe requests and recommends the Minister of Municipal Affairs and Housing not include employment lands in the vicinity of Highway 400/Highway 11 in a Barrie boundary adjustment and allow completion of the South Simcoe growth review, study on regional and servicing considerations, approval of County Official Plan Amendment 7; and

That Council requests the opportunity to finalize its negotiations on this matter through Warden Clarke with the Minister of Municipal Affairs and Housing; and

That the City of Barrie, Township of Oro-Medonte, Township of Springwater, the Office of the Provincial Land and Development Facilitator and the Honorable Rob Flack (Minister of Municipal Affairs and Housing) be advised of County Council's decision.

Executive Summary

The City of Barrie has proposed municipal boundary adjustments to annex lands from the County of Simcoe in the Townships of Oro-Medonte and Springwater to accommodate future residential and employment growth. This proposal follows a facilitated process overseen by the Minister of Municipal Affairs and Housing, involving all affected

municipalities and supported by a Joint Land Needs Study completed by Hemson Consulting. The study concluded that while Barrie has sufficient employment lands to 2051, it lacks shovel-ready sites and may require up to 800 hectares (500 ha for Community Area; 300 ha for Employment Area) of additional land to meet long-term growth needs. However, concerns have been raised by the County of Simcoe regarding the validity of extending the study forecast horizons to 2061, the potential to undermine regional economic development (particularly in the Northern Regional Market Area), and the lack of consideration for County-wide employment land deficits.

The County of Simcoe has expressed reservations about the proposed annexation, particularly the inclusion of over 300 hectares of employment lands near Highway 400/Highway 11 and Penetanguishene Road. These lands fall outside the agreed upon study area and will negatively impact the County's ability to deliver services, attract investment, and maintain a balanced tax base. While the County supports Barrie's need for additional residential lands to meet housing targets, it recommends that the Province delay decisions on employment land annexation until broader regional implications are fully assessed, and decisions can be made which take a regional perspective into account. County Council is presented with three options: support the restructuring proposal, reject it, or support it conditionally—specifically by removing the Highway 400/11 employment lands from the proposal.

This report provides a summary of the process, analysis of the issues and potential implications in a County context, options for County Council to consider, and a staff recommendation.

Background

On November 6, 2023, the City of Barrie presented to the Provincial Standing Committee on Heritage, Infrastructure and Cultural Policy ("Standing Committee") at its hearing on regional governance. The City's presentation provided a conceptual map of a suggested boundary adjustment which proposed to add lands from both the Township of Oro-Medonte and the Township of Springwater into the City of Barrie for employment uses. The City of Barrie also provided a presentation to the Township of Oro-Medonte on November 8, 2023.

Facilitated Process

In June 2024, the Minister of Municipal Affairs and Housing ("Minister") assigned the Provincial Land and Development Facilitator ("Facilitator") to work with the County of Simcoe, the Township of Oro-Medonte, the Township of Springwater, and the City of Barrie. Specifically, the Facilitator's assignment was in response to the City of Barrie's assertions in late 2023 that the City required additional lands from both Townships for employment uses.

At the outset of the process, all four municipalities released the following statement:

“The City of Barrie, the Township of Oro-Medonte, the Township of Springwater, and the County of Simcoe are engaged in facilitated discussions, with the intent of developing mutually acceptable approaches to enable growth in the broader region. The parties intend to fulfill local objectives by implementing provincial priorities, such as the creation of housing and employment in the vicinity of Barrie/Springwater and Barrie/Oro-Medonte.

In response to the City of Barrie’s requested boundary expansion, the Minister of Municipal Affairs and Housing assigned the Deputy Provincial Land and Development Facilitator.

Each municipality enters these discussions with a mandate to represent and protect the interests of their residents and stakeholders. However, our shared overall goal is to achieve outcomes that promote regional prosperity. All avenues will be considered to ensure that any agreement is equitable, balanced, and reflective of the diverse needs across our municipalities. A needs assessment will be undertaken as a foundation to these discussions.

While the facilitation sessions are confidential, providing regular updates to keep our respective communities informed will be paramount. Any potential resolutions that may result from the facilitation process will be considered in an open, transparent forum.

More details will be shared as they become available. The City of Barrie, the Township of Oro-Medonte, the Township of Springwater, and the County of Simcoe remain committed to finding solutions that strengthen our respective communities and improve the lives of those we serve.”

Following further discussions, the municipalities agreed that a prudent first step in the Facilitator’s process would be to confirm the need and amount of employment lands and/or residential land within and around the City of Barrie, the Township of Oro-Medonte, and the Township of Springwater. The County is a major stakeholder in this process as annexation will impact future tax revenues, infrastructure investments, economic development opportunities/outcomes, future growth forecasts, and local municipalities’ ability to plan for balanced growth in complete communities.

In September 2024, the parties agreed to undertake a Joint Land Needs Study. Following a procurement process coordinated by the County of Simcoe, Hemson Consulting was retained to undertake project work that would accomplish the following:

- Review of existing background studies, Official Plans, and the land supply of the relevant municipalities.
- Assess the land needs of the participating municipalities to accommodate 2051 forecasted growth.

All parties agreed to a 40/20/20/20 cost sharing arrangement whereby the City of Barrie would be responsible for 40% of the estimated costs, while the Townships of Oro-Medonte and Springwater and the County of Simcoe would each be responsible for 20% of the estimated costs. Work completed by Hemson Consulting was directed by the Facilitator.

Joint Land Needs Study Stage 2

Over the course of several months at the beginning of the facilitated process, Hemson completed the work required to achieve the objectives of the project. This work also included meetings with the municipalities for information, clarification, and/or update purposes. A final report was delivered to the parties, with the recommendations summarized as follows:

- **Employment Lands:** Barrie has sufficient employment lands to meet demand until 2051, but lacks "shovel ready" lands for immediate use.
- **Residential Density:** The residential density assumptions in Barrie's Official Plan are ambitious if the City's 2051 Forecasted Population is to remain within the existing urban area. Based on recent developments, Barrie struggles to meet residential density targets. If lower density targets are more reasonable, the City will need more greenfield land to accommodate future growth. This additional greenfield land would be obtained through annexation of land.
- **Land Needs:** Barrie will need between 265 to 630 hectares for residential/community land needs. An additional 125 to 300 hectares for employment land is also recommended. As stated by Hemson, "this integrated approach ensures a long-term perspective for developing complete communities that balance residential, commercial, and employment opportunities. It also recognized the longer-term planning horizons to consider in such processes (i.e. beyond 2051)"

The County raised concerns when the suggestion was made that certain lands should be considered for employment area as part of the annexation, despite not being required for the 2051 study period. These concerns have been consistent throughout the process, and the County has made several public statements in this regard. Addressing the City's employment needs, this extension to 2061 gives the appearance of adjusting parameters as a means of satisfying a desire to find more land for employment purposes within Barrie when initial study findings did not support this. The County's own growth planning Official Plan Amendment (SCOPA 7), which forecasts the County's land needs to 2051, has been awaiting approval for more than three years by the Province. SCOPA 7 identifies the County has an employment land shortage to 2051 that needs to be addressed. Staff are not aware of any pressing need or any extraordinary opportunity (i.e. major new investment opportunity) that compels the addition of employment land to the City for more than 2051 while the County's 2051 needs remain unaddressed.

The Joint Land Needs Study concluded two Options for the parties and the Facilitator to address Barrie's land needs:

Joint Land Needs Study Option 1 – Maintain Municipal Boundaries: Under this approach, growth not accommodated within Barrie would be absorbed by surrounding municipalities, such as Oro-Medonte and Springwater. With no change to municipal boundaries, a denser form of residential growth would continue in Barrie and growth would slow, possibly as early as the mid-2030s, with employment growth slowing in the mid-2040s. This approach will likely require servicing agreements between Barrie and neighbouring municipalities, potentially leading to the creation of a regional governance model to coordinate infrastructure delivery.

Joint Land Needs Study Option 2 – Adjust Municipal Boundaries: This approach involves annexation of lands to the City of Barrie to accommodate Community Area and future Employment Area land needs. This would require a comprehensive analysis of potential annexation configurations, servicing requirements, fiscal impacts, and other land use considerations. Wherever possible, Council should be provided with options for consideration along with the potential impacts associated with each option.

Additional Employment Areas specifically for the Township of Springwater may also need to be considered under both options to achieve a more balanced ratio of population to jobs in the long term.

As a next step, the Joint Land Needs Study suggested further work (i.e. Stage 3) to evaluate more detailed matters such as:

- Infrastructure Feasibility: water, wastewater, electrical, and gas services
- Short and Long-term Financial Impacts: effects on municipal budgets, tax revenue, etc.
- Environmental Considerations: impact on natural features and agricultural lands
- Land-use Planning: alignment with long-term growth and economic development objectives.

While the Facilitator had discussions with the municipal parties on the details of the scope and workplan of further work, ultimately the Facilitator made the determination that the next phase of work would be completed with all costs paid by the City of Barrie, with the consulting team continuing to report directly to the Facilitator. The third stage of work was a technical and planning analysis of several factors, including:

- The suitability of different land locations and configurations for development
- The delineation of developable and undevelopable lands
- The serviceability of lands (e.g. municipal water and wastewater, as well as transportation, electricity, and natural gas); and,
- Local and regional real estate market conditions

In June 2025, the County sought a two-month extension to the September 30th deadline imposed by the OPLDF to allow for adequate time to properly assess the impacts of

annexation on the County. This request was denied, but Dillon Consulting was able to complete a preliminary assessment in time for preparation of this report.

Joint Land Needs Study Additional Work – Stage 3

As noted above, Stage 3 represented further technical work undertaken by an expanded team of consultants, including experts in engineering, natural heritage, and conservation land trusts. The process was lengthy and involved several meetings with the municipal parties, the OPLDF, and/or various consultants. Due the volume of the information, the detailed findings of this additional work are contained within the following documents:

Joint Land Needs Assessment Plenary Session #3 (Please refer to Schedule 1)
October 22, 2025

[OPLDF Memo RE: Update from the Office of the Provincial Land and Development Facilitator](#) September 24, 2025

[Briefing Memo – Preliminary Natural Heritage Constraints Assessment for the Barrie Land Needs Assessment](#)
September 18, 2025

[Joint Land Needs Assessment – Plenary Session \(Planning Analysis\)](#)
September 16, 2025

[Joint Land Needs Analysis & Study – Stage 3 – Plenary Session #2 \(Engineering Analysis\)](#)
September 16, 2025

In summary the Stage 3 technical work stated several key elements:

Employment Area Needs

- Sufficient designated land to 2051 across all municipalities.
- Barrie faces short-term shortages of shovel-ready lands, and long-term needs by 2061.
- Springwater may need more land at full build-out of Midhurst Secondary Plan.

Community Area Needs

- Oro-Medonte and Springwater have enough land to 2051.
- Barrie lacks sufficient land to meet its 2051 population Official Plan forecast.

Future Expansion

- Barrie may need up to 800 hectares (500 for Community; 300 for Employment for beyond 2051 needs).

Location and Servicing Needs (March–July 2025)

- Barrie needs approximately 800 hectares (500 Community; 300 Employment for beyond 2051).
- Preferred City of Barrie Employment Area: Highway 400 corridor (from Hwy 11 interchange to Partridge Road)

- An opportunity to address County employment land needs exists in/around the Highway 400/Forbes Road interchange
- Community Area options: Midhurst Secondary Plan, Barrie-Springwater boundary, Barrie-Oro-Medonte boundary.
- Barrie's servicing systems can support the projected growth.

Environmental and Servicing Analysis (Sept 2025)

- Environmental constraints mapped by North-South Environmental.
- Servicing needs (water, wastewater, transportation, energy) assessed by RV Anderson.
- Impacts on sensitive water bodies (e.g., Lake Simcoe) considered.

On September 3, 2025, the OPLDF provided the County with draft Boundary Adjustment Agreements between the City of Barrie and the Township of Oro-Medonte, and the City of Barrie and the Township of Springwater. The County of Simcoe was not included as a party within either draft agreement, nor was the County provided with an agreement specific to County related matters despite having significant implication for County assets infrastructure, and revenues. There was no consideration for financial compensation to the County.

On September 16, 2025, an all-party plenary session was held which County representatives attended. At this meeting, the participants were provided with updated consulting reports including a water/wastewater servicing assessment study for the City of Barrie, environmental constraints mapping, and refined planning analysis. At the meeting, mapping was provided to the participating parties which depicted the specific land that Barrie will be including as part of the restructuring proposal. Significant lands at Hwy 400/11 outside of the agreed upon study area were included in mapping despite the County's consistent feedback not supporting this addition.

In accordance with Section 173 of the *Municipal Act*, and at the request of the OPLDF each of the four municipalities involved issued notice for and held public meetings to receive input regarding the restructuring proposals. The City of Barrie held its public meeting on September 29, 2025. Following that, the City of Barrie passed [Bill 111](#), finalizing its restructuring proposals to each of the [Township of Oro-Medonte](#) and the [Township of Springwater](#) on October 1, 2025. See Schedule 4 for a copy of City of Barrie By-law No. 2025-111 containing the restructuring proposals.

At that time, the City of Barrie has also provided a [Letter of Commitment](#) to the County of Simcoe. In this letter, the City "commits to partner with the County and invest \$5,000,000 to be used towards a project that will drive economic development. This financial offer is conditional upon the County and City agreeing on a project that will receive the investment, and most importantly, like the proposals submitted to each of the Townships, is conditional on the issuance of a Restructuring Order by the Minister of Municipal Affairs and Housing effective January 1, 2026."

The Township of Springwater held its public meeting on October 8, 2025. The County of Simcoe held its public meeting on October 14, 2025. The Township of Oro-Medonte held its public meeting on October 15, 2025.

County of Simcoe Public Meeting

The County of Simcoe received numerous written submissions regarding the proposed boundary of adjustment. Nine verbal submissions were also provided at the County public meeting on October 14, 2025. In summary, the comments were mixed providing either support or opposition/concern. Specifically, 6 submissions noted their support for the restructuring proposal, while 18 expressed opposition or concern regarding the restructuring proposal. Supportive comments referenced the City of Barrie's ability to service growth, provide housing, and deliver jobs. Many comments expressing concern or opposition noted potential fiscal impacts on the County/local municipalities, lack of transparency of the process, legal matters regarding decision-making jurisdiction, environmental concerns, amongst others. The submissions are also available for review through the [Minutes of the October 14, 2025 Public Meeting](#).

Following the public meetings, the Province requested all parties to attend a plenary session to facilitate additional discussions between the parties to explore any remaining issues and potential solutions. Each party was asked to provide the OPLDF with its top three issues along with proposed solutions/requests. County representatives attended this meeting hopeful that all parties could emerge with a negotiated solution that meets the identified needs and issues. The County representatives continued to convey the County's concerns with the annexation of additional land near Highway 400/11 for Employment Area. These concerns are outlined in the Analysis section below. It should be noted that at the time of writing this report, the County has not yet received or reviewed the final technical memorandum for Stage 3. As a result, the Analysis below has not contemplated any updated information that may arise out of that work.

Analysis

Council previously authorized senior staff to seek external professional expertise to advise the County on potential impacts a proposed boundary adjustment may have on the County. While there has been insufficient time to comprehensively assess the immediate and long-term financial impacts of the Restructuring Proposals on the County, the County has retained Professional Land Economist and external Registered Professional Planning expertise through Dillon Consulting to provide an independent review of the technical information and summarized assessment of the potential impact(s) on the County. Please refer to Schedule 2 for the complete document. The findings are summarized by Dillon as follows:

- **The Northern RMA (Regional Market Area).** The proposed major new employment area in Barrie is of most concern as it would create an “intervening opportunity” that will undermine the growth potential of the Northern RMA over time.

This outcome would not be in the best long-term economic interests of either the County or many Northern RMA communities.

- **Land Needs in Barrie.** In our view, the LNA results are questionable. Barrie has fallen short of its planned residential growth and density targets for reasons that are not entirely clear. The question of whether it is even possible to “catch up” is not addressed. There is no demonstrated need for more Employment Area lands to 2051. County municipalities are also more established and better positioned to compete for new investment in the current growth context, raising further questions around Barrie’s real prospects for growth.

Since there remains uncertainty around this fundamental aspect of the analysis (the amount and distribution of County growth) the case for more land is not compelling. The annexation process to date also has the appearance of being rushed and limited in scope, which is not considered to be sound growth management. It is unusual for complex, large-scale urban structure changes of this nature to be undertaken in such summary and short order.

- **The Airport as a Regional Economic Catalyst.** The Lake Simcoe Regional Airport (LSRA) is a top priority for economic development because of its unique potential to act as a catalyst for economic development. The proposed Barrie employment area will frustrate this opportunity by reducing the effectiveness of past and planned County investments. More importantly, the benefits or “return” on County investments would flow to Barrie, as it is a separated City within the Simcoe RMA, which is less than ideal from a fiscal perspective.

- **Regional Urban Structure.** The Province is currently developing a strategy for south Simcoe including options for accelerated growth, continuing a long-standing Provincial interest in south Simcoe, especially along the Highway 400 corridor south of Barrie. Allocating more growth to south Simcoe (as well as Barrie) will materially limit economic opportunity in remaining areas of the County. A regionally significant new employment area in the Northern RMA should be considered to balance these impacts and maximize Simcoe’s economic potential.

- **Financial and Economic Impacts.** The proposed expansion would translate into significant future lost tax revenue opportunities for the County. The net effect would be negative, in that it would reduce the funds available to finance County growth initiatives and potentially undermine the economic development efforts of other local municipalities. At most risk are the planned County initiatives around the Airport, which will be less effective if the decision is to allocate significant additional growth to both Barrie and south Simcoe.

The Dillon review and assessment (i.e. Dillon Memo) confirms some of the concerns expressed by County staff throughout the process, particularly with regard to Employment Area lands. It also notes some issues with long-term forecasting for the City of Barrie, particularly in a compressed timeframe and in manner that is isolated from forecasting for the rest of the region. As a result, there are a range of growth scenarios that are possible.

If the Growth Plan forecasts are used the rate of growth required to deliver on that housing would need to be very aggressive and unprecedented in recent decades. If Ministry of Finance (i.e. lower for the region than the Growth Plan) projections are used, there could be a roughly 20% reduction in the Community Area land needs, reducing the need from 500 ha to 400 ha. To this end, a map (please refer to Schedule 3) has been prepared outlining a boundary adjustment that could reflect this 20% reduction. However, forecasting based on Ministry of Finance projections could also result in lower forecasts than those endorsed in COPA7 as well.

Overall, there does appear to be some question regarding forecasting and the distribution of growth across the region. This affirms County Council's decision to move forward with updated forecasts for the Simcoe area, and pursuit of future work with the Province, local municipalities, and separated cities to confirm the distribution of growth for the long-term.

Taking the questions raised in the Dillon memo into consideration, with regard to Community Area (i.e. residential, commercial, institutional, etc.) lands contained within the City of Barrie's Restructuring Proposal, County staff generally don't object to the findings of the consulting team in that the City of Barrie's planned densities are higher than what the market will demand, resulting in a shortfall of greenfield lands for housing. Considering the Province's stated goal of 1.5 million homes by 2031, the County should continue to share the Province's pursuit of supporting housing needs in complete communities. As a result, and in a general sense, the County should not object to the City of Barrie's needs for housing to 2051. Furthermore, the County takes no issue with the proposed "MZO lands" within Springwater along Bayfield Street located between the current City of Barrie boundary and Midhurst. As a principle, the County supports the concept of where a municipality can provide water and wastewater services, that they should be the conveyer of such services.

With regard to Employment Area (manufacturing, research and development, warehousing, other businesses and economic uses) lands, staff note that the Hemson work identified a need for shovel-ready (or near shovel-ready) employment lands in the City. The Restructuring Proposal for lands in the Township of Springwater do identify proposed Employment Area lands north of Barrie, immediately adjacent to County Road 40/Sunnidale Road. Based on proximity to the City of Barrie and initial technical work completed through the process, it is staff's understanding that these lands may be serviced and brought to shovel-ready status in a more timely manner than other employment lands outlined in the Restructuring Proposal at Highway 400/11.

At the outset of the process, all parties agreed to a process to better understand the City's needs to 2051. Both the City of Barrie and the County of Simcoe were granted clarity in planning for 2051 through provincial population and employment forecasts established through the former Growth Plan For the Greater Golden Horseshoe. This consistent planning horizon naturally enabled coordinated planning for the future, ensuring an "apples-to-apples" evaluation of growth forecast.

It is acknowledged that the new Provincial Planning Statement 2024 (PPS2024) affords municipalities more flexibility in development updated growth forecasting and longer planning periods for planning for employment lands. However, the facilitated process was not made out to be a forecasting process or a planning process. Staff continue to have significant concerns with the component of the Restructuring Proposal that provides additional Employment Area lands to the City of Barrie in the vicinity of Highway 400/Highway 11, south of Partridge Road. The information provided through the facilitated process indicates that these lands are to satisfy the City of Barrie's employment needs to 2061, not 2051.

The County's concerns regarding future employment lands have been conveyed by County representatives throughout the facilitated process. Specifically, there are regionally-impactful issues with making decisions that moves toward meeting the Barrie employment land needs for beyond 2051 while growth analysis within County Official Plan Amendment 7 (COPA 7) indicates the County has a deficit of employment land within the 2051 planning period. From a staff perspective, a restructuring proposal that likely addresses the 2061 employment needs for the City of Barrie without assessing the employment land needs for the County for the same time period has significant risks and impacts on the rest of the County of Simcoe, some of which need to be better understood and assessed.

The County's known shortage of employment lands must be dealt with as it negatively impacts County residents through a poorly balanced tax base, building communities that are not seen to be balanced with an appropriate ratio of residents to jobs, and impacting the County's abilities to deliver much needed programs and services across all 16 local municipalities without placing pressure on the residential tax base.

A summary of the specific concerns related to the annexation of over 300Ha of lands for employment in the Highway 400/Highway 11 vicinity are:

- These lands are outside the agreed upon study area.
- The County of Simcoe currently has a shortage of employment lands as identified in County Official Plan Amendment 7.
- Barrie's employment land need could only be supported by extending the horizon to 2061 from the agreed upon 2051 planning period.
- The Province is assessing allocating additional growth to south Simcoe, which may lead to no planning justification for additional employment growth in the northern part of Simcoe should 300+Ha be allocated to the City.
- This magnitude of land annexation for employment will undermine economic development, new investment and job creation opportunities in the County.
- This will result in an estimated \$2 million annually in future lost tax revenue for County taxpayers having implications for County programs and services, with an immediate loss of over \$200K, and significant loss of Development Charge revenue. In short, taxes will increase.
- As a separated City, Barrie will receive the benefit of significant tax generation, whereas the County is the delivery agent for regional services and will not benefit.

- Existing Employment activity rates are low in Springwater and Oro-Medonte at 33%, whereas Barrie's activity rate is strong at 50%.
- There is great uncertainty resulting from the lower Ministry of Finance growth numbers, and the South Simcoe growth review that allocating 300Ha of employment land to the City of Barrie may result in limited future employment growth for the rest of the County for decades.
- The Province has not made a decision on COPA 7 (County growth management official plan amendment for 2051) for over three years, which is perplexing as to why a 2061 need for Barrie is a priority.
- The County attempted to make arrangements with the City of Barrie to bring the 40 Acre parcel of County owned industrial land known as the Blauxham tract to market, but the City hasn't pursued this offer.

As directed by Council, the County is embarking on population and employment growth forecasting to the year 2076 for the entire region. This long-term information could be critical to help the Province, County of Simcoe, City of Barrie, City of Orillia, and 16 member municipalities work together to ensure long-term planning is done in a comprehensive manner, balanced with understanding infrastructure implications and fiscal support needed. Staff feel it would be prudent for the Province, as the approval authority for both the City of Barrie and the County of Simcoe, not to proceed with adding this additional land to the City of Barrie for Employment Areas until other factors affecting the remaining municipalities across the County are understood, which would allow for a properly assessed and informed decision regarding employment growth for the entire region. The complexities of managing growth alongside a separated City are well understood, as are the "regional" dynamics that are also at play. The issues around employment lands are unique, as the significant tax revenue generated is not shared, and an imbalance will have consequences on economic growth, community building, and quality of life throughout the County. Annexing significant areas of lands to Barrie for employment purposes is not a regional approach.

Resulting from recent discussions during a meeting on October 22, 2025, the OPLDF has proposed the below noted provisions:

- The provincial government will propose amendments to section 28 of the Planning Act that will enable the Council of an upper-tier municipality to designate an area within the upper-tier as a community improvement project area. These amendments, if enacted, could be considered by the County and the Township of Oro-Medonte in the context of a CIP for the Lake Simcoe Regional Airport.
- The Minister would consider, upon request of the County, sponsoring an amendment to O. Reg. 82/98 under the *Development Charges Act* to add airport services provided by the County of Simcoe as a prescribed service under subsection 35(3) of the Act, with any such regulatory change subject to Cabinet approval.

- The Minister will commit to working with his Cabinet colleagues to secure provincial government support for an upgrade to the Highway 11/County Road 127 Interchange and an upgrade of hydro service capacity for the Lake Simcoe Regional Airport, further details of those projects to be provided by the County of Simcoe.
- The OPLDF will work with the County and Township of Springwater to delineate employment lands south of Forbes Road and north of Partridge Road ("the County Employment Lands"). Once this work is complete, the Minister would consider a request from the County and the Township of Springwater to support a modification to the Official Plan of the County or utilize the Ministerial Zoning Order authority under section 47 of the *Planning Act* to zone the lands for agreed upon employment uses.

The County has also been advised that the City of Barrie expressed a willingness to refrain from any development activity on the lands south of Partridge Road and north of Highway 11 for an agreed upon period of time should the lands become part of the City of Barrie. This would allow for the timely completion of the necessary planning, servicing and engineering studies required for the County Employment Lands.

With regard to development charges to the airport, the County had originally proposed that any changes to the Development Charges Act regarding funding for the Lake Simcoe Regional Airport, similar to what is already in effect in the Region of Waterloo, need to be applicable to the entire region, inclusive of the separated cities. Unfortunately, this does not appear to have been included in the most recent response from the OPLDF (see above). The impact of not including the separated cities would be that only growth occurring within the 16 member municipalities would contribute to the expansion of the airport despite the airport's regional benefit. In fact, this would have a negative impact if not applied to the separated cities as it would result in the cost of new housing and new non-residential growth being less competitive than in Barrie or Orillia, yet they would still receive the benefits of growth at the Airport

Options

Staff has provided a professional evaluation of the technical information, and the considerations Council should be aware of in making a decision on whether to support the Restructuring Proposals from the City of Barrie. It is acknowledged that the process and timelines have been Provincial directed and reflects Provincial priorities.

Once Council makes its decision on support for the Restructuring Proposals, the Minister of Municipal Affairs and Housing has the discretion on the subsequent steps in the process. It is inherently understood that the level of support provided by County Council may have an impact on what the County could receive through the process, either from the City of Barrie and/or via Provincial support for the funding of various initiatives.

In consideration of the issues outlined above, the restructuring proposals endorsed by the City of Barrie, and the recent follow-up information from the Province through the OPLDF, staff suggest County Council has the following options:

Option 1 – Support - County Council supports the City of Barrie's Restructuring Proposals as presented to both the Township of Oro-Medonte and the Township of Springwater in City of Barrie By-law 2025-111.

Option 2 – Do Not Support - County Council does not support the City of Barrie's Restructuring Proposals as presented to the Township of Oro-Medonte and the Township of Springwater.

Option 3 – Support Subject To Conditions - (*Recommended by Staff*) County Council supports its continued partnership with the Province in building more homes and investing in the regional economy. County Council also respects its partnership with the City of Barrie in delivering services to our collective residents and businesses, with a desire of maintaining opportunities for collaboration that foster mutual growth and prosperity. Therefore, the County of Simcoe supports a boundary adjustment by the City of Barrie as outlined on Schedule 3 which removes the Highway 400/11 employment lands and provides for an area of Community lands that satisfies housing needs to 2051. It is understood by County staff that the lands along Bayfield Street which are known as the Sadlon and Remington lands will remain in Springwater and will be provided water and wastewater services from within Springwater. It is further noted that the County is seeking no compensation from the City of Barrie under option 3. It is beyond reasonable in supporting the annexation of approximately 400Ha of developable land for community purposes and asking for nothing in return from the City of Barrie.

Financial and Resource Implications

The loss of critical future employment land and opportunities to the separated City of Barrie will have significant financial implications for the County of Simcoe. This will result in the immediate loss of current tax generating assessment of over \$200,000 annually, and also the loss of future opportunity to collect employment-based taxes (approximately \$2 million based on comparative analysis) and development charges. This will impact the ability to pay for capital and operating costs associated with the many county-wide programs and services that are important to all 16 local municipalities. Most notably, this will impact the County's ability to support expansion of services including the Lake Simcoe Regional Airport, transit expansion, and health and social service programs.

Relationship to Corporate Strategic Plan

This report has a direct relationship to the following Strategic Directions.

Growth-Related Service Delivery – There is a potential for outcomes of the Barrie annexation process that could negatively impact the County's ability to deliver sustainable services.

Economic and Destination Development – Expansion of Barrie’s employment lands through annexation in the midst of Simcoe County’s employment land deficit will impact the County’s ability to develop economic opportunities and risks lost benefits from investment in the Lake Simcoe Regional Airport.

Reference Documents

- CO 2025-286 (October 21, 2025) County of Simcoe Position on City of Barrie Restructuring Proposals
- CCW 2025-166 (June 10, 2025) Potential Implications of Proposed Barrie Boundary Expansion on County of Simcoe
- CCW 2025-116 (April 22, 2025) City of Barrie Boundary & Land Needs - Overview and Future Directions

Attachments

Schedule 1 – Joint Land Needs Assessment Plenary Session 3

Schedule 2 – Dillon Memo

Schedule 3 – Supported Boundary Adjustments Map

Schedule 4 – City of Barrie By-law 2025-111 (Restructuring Proposals)

Prepared By

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Approvals

Trevor Wilcox, General Manager, Corporate Performance

Date

November 3, 2025

JOINT LAND NEEDS ANALYSIS AND STUDY – STAGE 3

Plenary Session #3

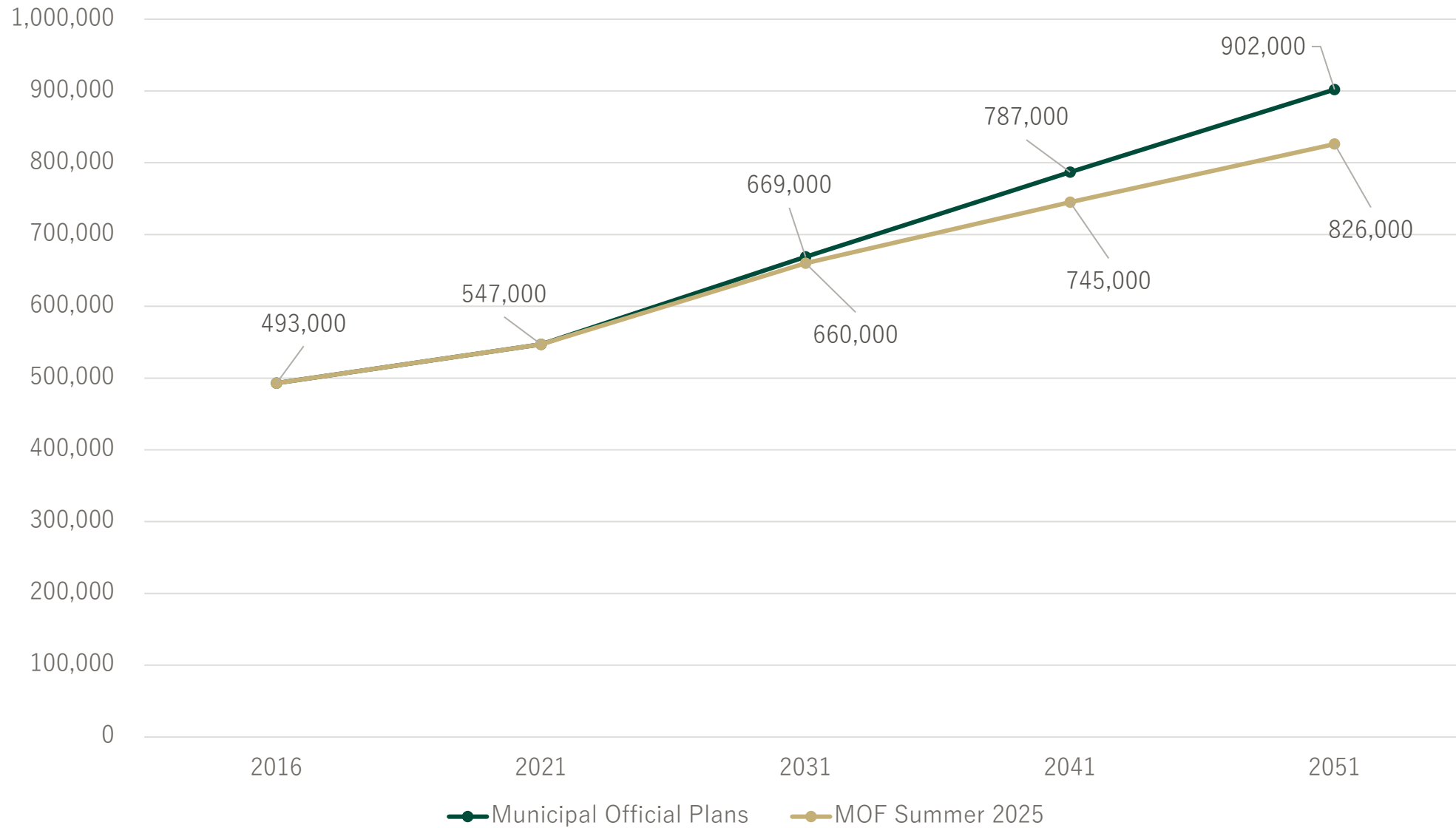


October 22, 2025

Issues Arising Since September 16 Plenary

- Population and employment forecasts—too much growth or not enough?
- Are we properly considering “regional market areas”?
- Why do we need to plan for employment land within the Study Area?

Population in the Simcoe Census Division



Housing

- There are claims that Hemson is underestimating the demand for low density housing. However, justification for more land for housing
 - Reflects older housing patterns
 - Does not reflect OP policies and targets

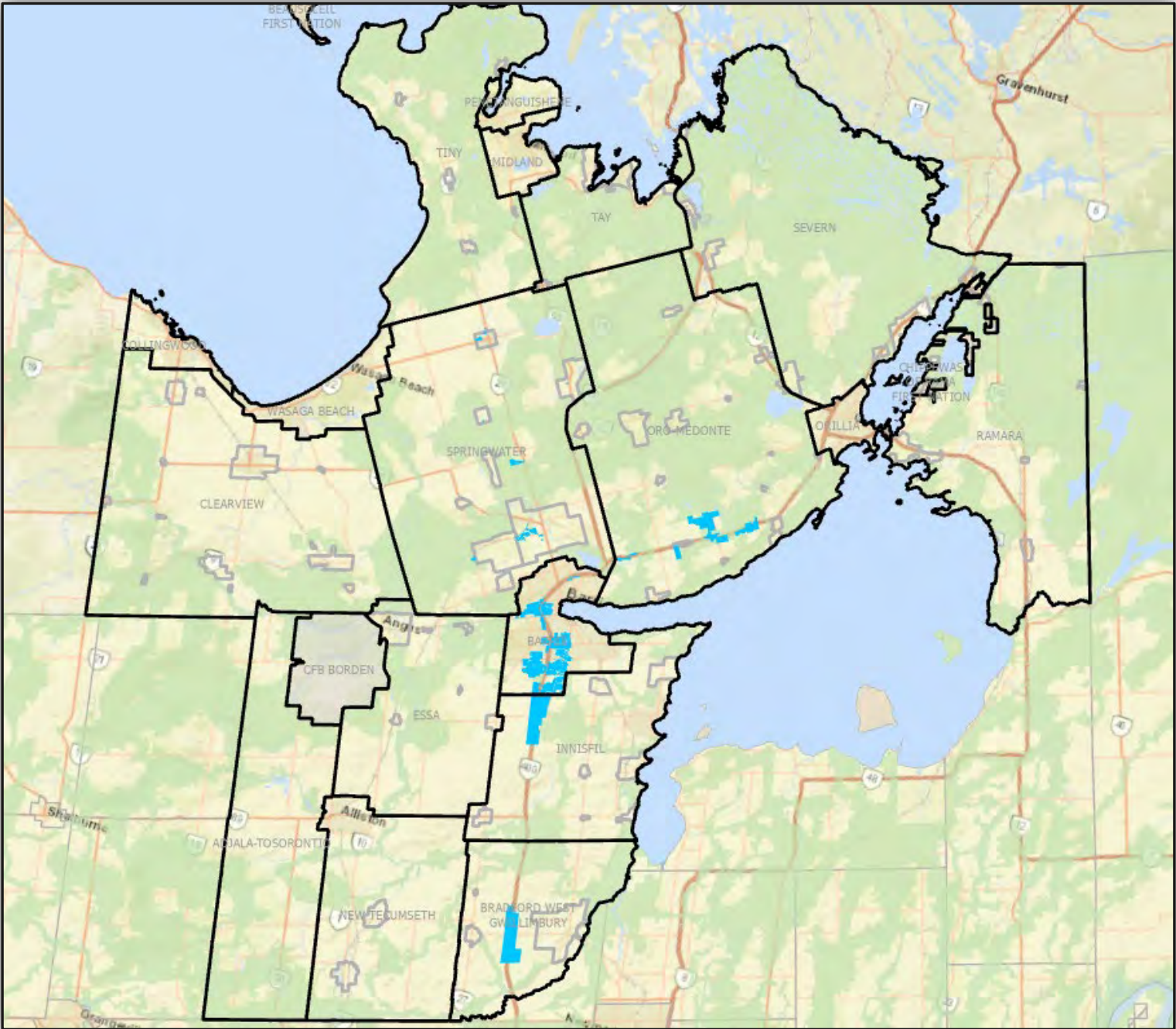
- Bottom line—developing additional community area for pre-2051 growth in Barrie is NOT sprawl. If annexation occurs, it will be adjacent to an existing urban area, and for dense suburban housing that otherwise cannot be accommodated in Barrie.

Employment

	2021 Census	2051 OPs
Barrie	50%	52%
Orillia	55%	54%
Simcoe County (COPA 7)	34%	35%
<i>Oro-Medonte</i>	<i>26%</i>	<i>37%</i>
<i>Springwater</i>	<i>31%</i>	<i>29%</i>

Recap

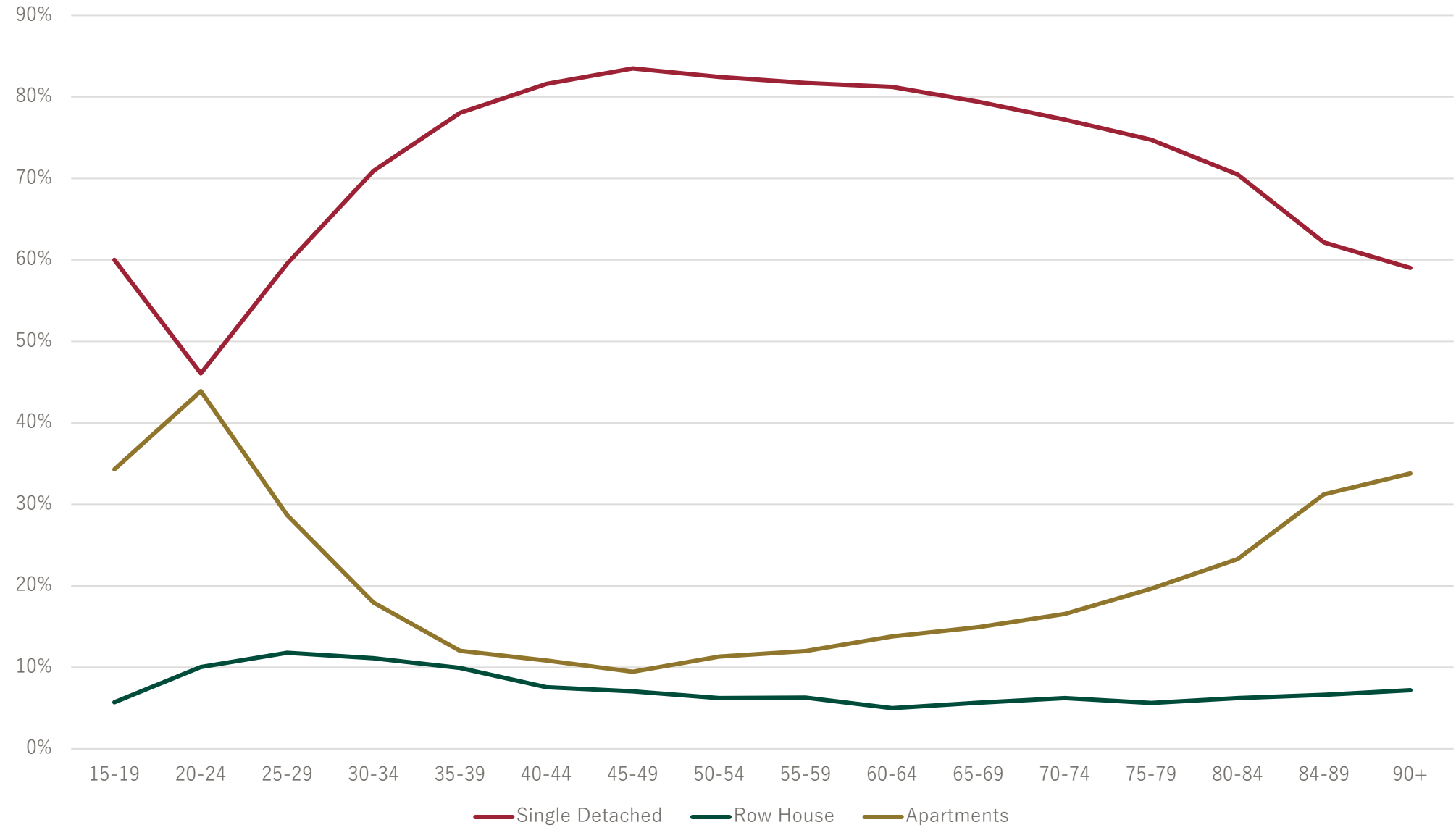
- Barrie's Official Plan 2051 forecasts of population (298,000) and employment (150,000) represent good planning
- Without additional urban land, Barrie's planned growth cannot be achieved
- If Barrie's growth slows, the spillover to the County is real—but there is risk in assuming that it will all go to Midhurst
 - New town vs. established city
 - Historical growth pattern
 - Varying plans/forecasts
 - Servicing constraints



Key Planning Principles When Thinking About Where Housing Should be Accommodated

- Plan for “complete communities”, where people can work close to home
- Plan for a range and mix of housing for all age groups in *each* municipality

Headship Rates - Simcoe Census Division, 2021



Why do we Need to Plan for Employment Land Within the Study Area?

Barrie

- Theoretical employment area supply to 2051 but this is based on
 - Ambitious assumptions about intensification of existing employment lands and density of new lands
 - No provision for market choice in latter half of the planning horizon
- City needs to plan for additional employment lands well before 2051

Broader Region

- Regional approach to employment land planning
 - City, County, and Springwater all have emerging needs
 - Potential to open up a major new regionally significant employment area
 - Supported by PPS policies that allows for longer-term planning
 - Annexation is generational

Final Steps for Consulting Team

- Prepare and deliver technical memoranda by end of October
 - Planning Analysis
 - Natural Heritage
 - Servicing

Questions?

Regional Market Area

- North of County Road 90
 - Generally exhibits net out-commuting
 - Most out-commuting is to Barrie, especially from Springwater, and to a lesser extent Orillia
 - Springwater, Innisfil, and Barrie form part of the Barrie CMA—“high degree of social and economic interaction” per Statistics Canada
- South of County Road 90
 - Level of out-commuting is higher than to the north
 - Significant out-commuting to York Region, Toronto, Barrie, and Peel
 - New Tecumseth and Bradford West Gwillimbury form part of Toronto CMA
- In Barrie, about the same number of people leave to the south for work as arrive for work in the city from the north

To: The County of Simcoe
From: Antony Lorus and Amna Khan
Date: 31 October 2025
Subject: Planning Peer Review and Advisory for the Barrie Boundary Adjustment Matter
Our File: Project No. 25-2066

Dillon Consulting Limited (“Dillon”) has been retained by the County of Simcoe (“County”) to undertake a review of the proposed municipal boundary expansion in the City of Barrie (“Barrie”) to include lands from the neighbouring Townships of Springwater and Oro-Medonte. The review is undertaken through the lens of growth management and economic development, with the aim of identifying long-range risks and opportunities from a County perspective.

1.0 Scope of Work

The Scope of Work and purpose of the review is to:

- Undertake a review of the Hemson Consulting Ltd. (“Hemson”) findings on the growth forecast and Land Needs Assessment (LNA) for the City of Barrie as well as the Townships of Springwater and Oro-Medonte in north Simcoe.; and
- Related to this review, undertake an assessment of the proposed addition of a major new employment area north of the City of Barrie and impacts on County growth initiatives and economic development prospects more generally.

Our scope of work does not include the preparation of a stand-alone LNA for the City of Barrie. Rather, it is to identify the strategic issues and considerations relevant to the proposed boundary adjustment from the County’s point of view, including any additional analysis required.

The results are set out in this memorandum and the sections that follow. The summary of findings is provided first, followed by a review of the Hemson growth forecast and LNA work and our interpretation of its findings. Our assessment of the proposed new employment area is provided next, including land needs in Barrie, the Northern Regional Market Area (RMA), Lake Simcoe Regional Airport (LSRA), the regional urban structure and municipal fiscal and economic impacts.

Finally, and based on the results of the review, an overview of key strategic issues and considerations is provided to assist the County going forward.

2.0 Summary of Findings

- **The Northern RMA.** The proposed major new employment area in Barrie is of most concern as it would create an “intervening opportunity” that will undermine the growth potential of the Northern RMA over time. This outcome would not be in the best long-term economic interests of either the County or many Northern RMA communities.
- **Land Needs in Barrie.** In our view, the LNA results are questionable. Barrie has fallen short of its planned residential growth and density targets for reasons that are not entirely clear. The question of whether it is even possible to “catch up” is not addressed. There is no demonstrated need for more Employment Area lands to 2051. County municipalities are also more established and better positioned to compete for new investment in the current growth context, raising further questions around Barrie’s real prospects for growth.

Since there remains uncertainty around this fundamental aspect of the analysis (the amount and distribution of County growth) the case for more land is not compelling. The annexation process to date also has the appearance of being rushed and limited in scope, which is not considered to be sound growth management. It is unusual for complex, large-scale urban structure changes of this nature to be undertaken in such summary and short order.

- **The Airport as a Regional Economic Catalyst.** The Lake Simcoe Regional Airport (LSRA) is a top priority for economic development because of its unique potential to act as a catalyst for economic development. The proposed Barrie employment area will frustrate this opportunity by reducing the effectiveness of past and planned County investments. More importantly, the benefits or “return” on County investments would flow to Barrie, as it is a separated City within the Simcoe RMA, which is less than ideal from a fiscal perspective.
- **Regional Urban Structure.** The Province is currently developing a strategy for south Simcoe including options for accelerated growth, continuing a long-standing Provincial interest in south Simcoe, especially along the Highway 400 corridor south of Barrie. Allocating more growth to south Simcoe (as well as Barrie) will materially limit economic opportunity in remaining areas of the County. A regionally significant new employment area in the Northern RMA should be considered to balance these impacts and maximize Simcoe’s economic potential.
- **Financial and Economic Impacts.** The proposed expansion would translate into significant future lost tax revenue opportunities for the County. The net effect would be negative, in that it would reduce the funds available to finance County growth initiatives and potentially undermine the economic development efforts of other local municipalities. At most risk are the planned County initiatives around the Airport, which will be less effective if the decision is to allocate significant additional growth to both Barrie and south Simcoe.

3.0 The Hemson Growth Forecast and LNA

The issue of land need in Barrie and the Townships of Springwater and Oro-Medonte is addressed by Hemson Consulting Ltd. in three memoranda prepared in 2024 and 2025. Hemson also prepared the 2022 growth forecast and LNA as input to the County's Municipal Comprehensive Review (MCR), which is also relevant. This work is collectively referred to as the "Hemson work" or "Hemson LNA". Our detailed summary, review and interpretation of the Hemson work is provided in Attachment 1 to this memorandum. Key findings and conclusions are summarized below.

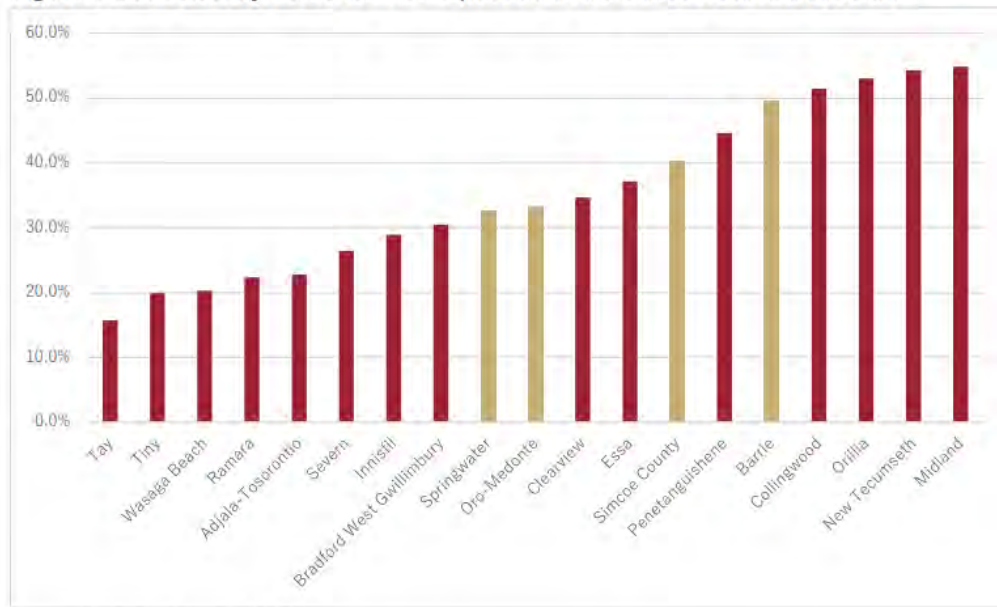
In short, the Hemson LNA concludes that Barrie does not have a sufficient supply of Community Area lands to accommodate housing growth to 2051, under either planned densities (23 units per ha) or lower, more 'typical' suburban densities (18 units per ha). The supply of Employment Area lands is shown to be sufficient to 2051, though a short-term gap exists in "Shovel-ready" parcels. Total additional land need is shown to be **a minimum of 800 ha** comprising **500 ha of Community Area** land and a **minimum of 300 ha of Employment Area** lands. The conclusion on Employment Area land need is reached despite there being no demonstrated market demand over the period to 2051.

The preferred location for new Employment Area lands is around the Highways 400 and 11 interchange extending north along Forbes Road. From a planning perspective, it is crucial to stress that the need for this major new area is not supported by forecast job growth to 2051. Rather, it is justified by the need to "balance" Community Area land needs with employment uses, to ensure an integrated and longer-term approach to boundary expansion. In other words, Employment Area land needs in Barrie are largely dependent on the size of the Community Area expansion.

The Townships of Springwater and Oro-Medonte are shown to have a sufficient supply to 2051 for both Community and Employment Area lands. The Township of Springwater has a significant surplus of designated Community Area lands, mainly within the Midhurst Secondary Plan Area that is expected to begin development soon. In our view, this land supply situation speaks more to the need to balance future population and employment growth in Springwater rather than Barrie, which is already one of most "complete" communities within the Simcoe RMA.

As noted in the Hemson work, one common measure of completeness is the "activity rate", which represents the ratio of jobs to residents in a municipality. Many factors can influence the activity rate within a community, including degree of development (urbanized versus rural) and the presence of large industrial employers (such as Honda in New Tecumseth) or regional population-serving institutional facilities (such as the Waypoint Centre in Penetanguishene).

Nevertheless, the City of Barrie has one of the highest activity rates within the Simcoe RMA, for convenience illustrated in Figure 4 from the Hemson Stage 2 findings memorandum below.

Figure 4: 2021 Activity Rates for Municipalities in the Simcoe Census Division

Source: Statistics Canada, 2021 Census

More importantly, other County municipalities have become more established in the housing market over the last 10-15 years. Many are now better positioned to compete for new investment, especially in south Simcoe. This change in the regional market dynamic raises questions about the future distribution of growth across Simcoe and, in turn, the reality of accelerating housing in Barrie to 2051.

The potential for these key factors to change the LNA results does not appear to have been considered. Instead, the issue is characterized in terms of “spillover” from the City of Barrie which in our view does not address the fundamental question of whether other County municipalities, given their improved competitive position today, will outpace current growth expectations.

There is considerable uncertainty around this fundamental aspect of the analysis, notably: **how much growth** can be realistically expected to 2051, **where in the Simcoe RMA** that growth will occur and what is the **role for Barrie** to play in achieving a good growth management outcome. In this sense, the results of the LNA are open to debate. In the current growth and policy context, land needs in Barrie would be lower, as addressed in more detail below.

4.0 Assessment of the Proposed New Employment Area

4.1 Need for More Land in Barrie

As noted, Barrie's Employment Area land need is not supported by forecast employment growth to 2051. The Hemson LNA is forthright on this matter, recognizing that the case for more lands from a market perspective is relatively weak. Rather, Employment Area land needs are dependent on the scale of the Community Area expansion, which as noted we find to be questionable.

According to the Hemson LNA, a series of factors have contributed to the shortage of Community Area lands in Barrie. The underlying cause appears to be that Barrie has fallen short of its planned residential growth and density targets established in the 2019 Municipal Comprehensive Review (MCR). It may also be the case that new housing units have been approved in Barrie at lower-than-planned greenfield densities since 2019: that would also affect land need, but this issue is not explored.

GROWTH OUTLOOK FOR THE SIMCOE RMA

The Hemson Stage 2 and Stage 3 Initial findings are based on the prior *Growth Plan* Schedule 3 forecast: a total 2051 Simcoe RMA population of 902,000 distributed to the City of Barrie (298,000) City of Orillia (49,000) and Simcoe County (555,000). These forecasts are generally adopted in both the 2022 County LNA and the assessment of long-term urban land needs for the 2019 Barrie MCR.

Since that time, the Province has made many changes to policy and provided updated guidance on forecasting and land needs. These changes include (among others) the release of the 2024 PPS followed by updated LNA guidance with the 2025 *Proposed Updates to the Projection Methodology Guidelines* (PMG) and updated projections from the Ministry of Finance (MOF) that are considerably lower for the Simcoe RMA: a total population of 825,000 in 2051 for the Simcoe RMA.¹

The Province is also developing a comprehensive regional strategy for housing and economic options in south Simcoe (ERO 025-0930). Attention is brought to the significant level of growth expected, and that COPA 7 remains before the Minister for a decision. A facilitator has been appointed to explore how additional lands may be considered (in addition to Barrie), consistent with long-standing Provincial and municipal plans for economic development in south Simcoe.

An outline of these changes is provided in Attachment 2. Taking these factors into account, it would be fair to say there is uncertainty around how much growth will occur. This uncertainty is compounded by the compressed timeline for decision-making on the expansion matter, which has the appearance of being rushed and limiting County considerations that is generally not considered good growth management. In our experience, regional urban structure changes of this scale and complexity are not typically undertaken in such summary and short order.

¹ This figure compares to the prior *Growth Plan* forecasts of 902,000 for the Simcoe RMA and are still relevant as they were prepared before COVID and the increase in the level of international migration and inflationary cycle that followed, which led to a pattern of rapid population growth followed by the current market correction.

THE DISTRIBUTION OF GROWTH

According to the Hemson LNA, Barrie's rate of housing growth since 2019 is behind expectations and will need to increase considerably to achieve the housing forecast to 2051. The forecast of housing growth over the 2021-2051 period is higher in the Hemson LNA than the City's MCR because the 2021 Census actual housing units are 6,200 units short, or 10% lower than the 2019 forecast. This gap between the 2019 forecast and Census actual results is wider than we would have expected for an estimate prepared so close to the 2021 Census base year.

The specific reasons for the growth shortfall are not identified by Hemson, though mention is made of servicing delays for the Salem lands. Barrie has also fallen short of its intensification target since 2019, achieving 35% of all new units with the Built-up Area as opposed to the planned 50%.² The Hemson work indicates that the rate of intensification will need to increase over time, which will require a concerted effort to achieve. It is noted that other urban settlement areas in the County are also planning for a full range of housing, including higher density rows and apartments, which will challenge Barrie's current position in the regional market over the period to 2051.

The City of Barrie will be competing for future investment with these other Simcoe RMA housing (and employment area) markets, which have become more established since the last Barrie slowdown. This has been especially the case for communities along the south Highway 400 corridor where significant growth is already planned, and near-term development momentum is building. It is also important to acknowledge that Simcoe is a single geographic area where demand for housing (and employment land) is finite from a broader market perspective.

Since regional demand is finite, this evolving dynamic raises questions about the future distribution of growth, including the share captured by Barrie. In a historic context, the extent to which Barrie must accelerate growth to achieve its 2051 forecast might not even be possible. According to the Hemson LNA, the required increase would mean a rate of new housing unit production far exceeding any single year's peak level during Barrie's growth surge in the late 1990s –2000s and over four times the average rate of units completed between 2006 and 2021.

The probability of Barrie delivering that increase is not addressed. According to the Hemson LNA there is also considerable uncertainty about the rate of housing growth expected for Springwater given the overall vision for Midhurst and transformational nature of the current plan. It is understood that large-scale water and wastewater treatment capacity for the area is expected to become available shortly that would shift near-term growth momentum away from Barrie.³ Stronger competition from other County municipalities over the longer-term would further contribute to this shift. The net result, from a market perspective, would be less growth in Barrie to 2051.

² The shortfall of units accommodated within the BUA does not appear to influence greenfield land needs - 50% of the unit forecast is allocated to the BUA consistent with the Barrie MCR approach.

³ This general effect would be consistent with the opening of new greenfield lands in Barrie's Salem and Hewitts Secondary Plan areas that spurred housing and population growth in that location, with the effect that short-term growth was shifted away from surrounding County municipalities.

BARRIE FORECAST HOUSING TRAJECTORY

As noted, the updated housing forecast from 2021-2051 is higher than the City's MCR because actual housing growth since 2019 fell short. While difficult to predict, and recognizing that forecasts by their nature are uncertain, we note that the current MOF projections are lower.

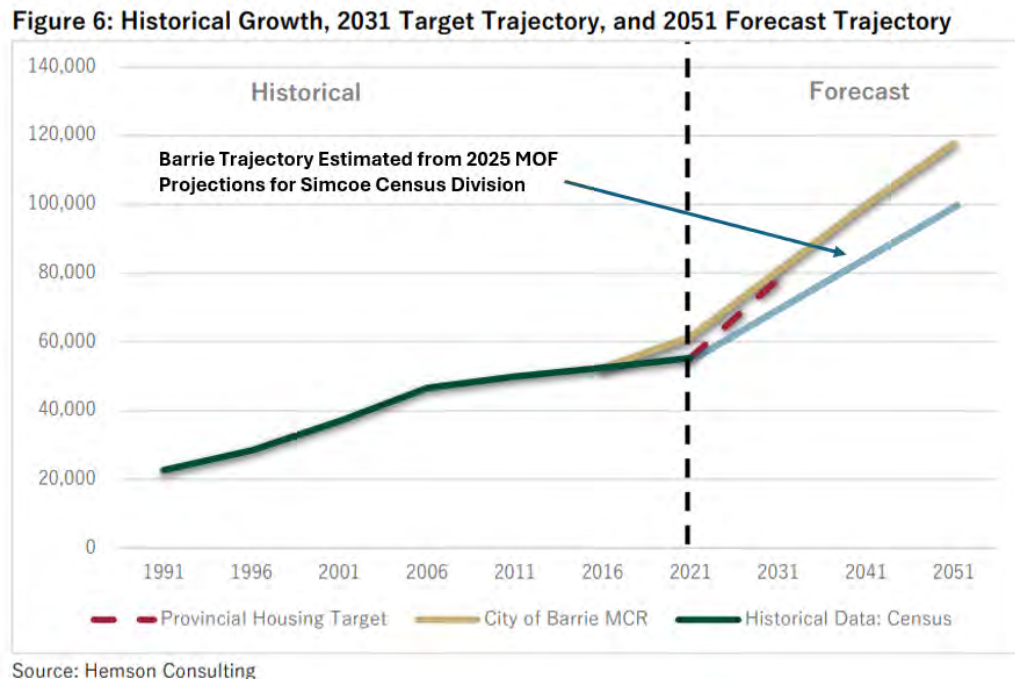
Applying the proposed PMG approach to the City of Barrie results in a total 2051 population that is considerably less than currently incorporated into the 2019 Barrie MCR or 2022 County LNA: a total 2051 population of between 235,000 and 250,000 compared to the 298,000 that is forecast in the 2019 MCR.⁴ The preliminary results are shown in the table below, recognizing that this approach would similarly indicate lower forecast results for the County overall and the distribution of growth to the local municipalities within that overall forecast total.

City of Barrie Total 2051 Population Estimate			
Application of the Proposed PMG Approach (Chapter 2)			
Curent Barrie MCR and County LNA	2021	2051 Growth	
City of Barrie	154,517	298,000	143,483
Rest of Simcoe (including Orillia)	399,482	604,000	204,518
Simcoe Regional Market Area (RMA)	553,999	902,000	348,001
Barrie Share of RMA Total	28%	33%	41%
Growth over the 5-year Period 2020 to 2024	2020	2024 Growth	
City of Barrie	152,416	169,419	17,003
Rest of Simcoe (including Orillia)	389,247	427,442	38,195
Simcoe Regional Market Area (RMA)	541,663	596,861	55,198
Barrie Share of RMA Total	28%	28%	31%
Distribution of Ministry of Finance Forecasts to Barrie			
Total 2051 MOF Pouplation forecast for Simcoe RMA			825,581
City of Barrie 2051 Populaiton Based on 2024 Share of Total			234,341
City of Barrie 2051 Pouplation Based on 2020-2024 Growth			254,309
City of Barrie MCR 2051 Population Forecast			298,000
Variance from MOF 2024 Share of Total			-63,659
Variance from MOF 2020-2024 Growth			-43,691

Source: Statistics Canada. Table 17-10-0155-01 Population estimates, July 1, by census subdivision, 2021 boundaries. Ministry of Finance, 2019 Barrie MCR and 2022 Simcoe LNA for 2051 forecasts.

⁴ The proposed approach to establishing municipal population projections is to develop a range from two methods: one, a municipality's population share of the CD and two, a municipality's share of recent population growth within the CD. Municipalities are encouraged to use both methods and compare results.

Translating this difference to housing units results in a somewhat less extreme forecast: there would still be considerable growth in Barrie but at a pace more consistent with past rates of housing production and the City's role in Simcoe. For convenience, the estimated result is added to the forecast shown in Figure 6 from the Hemson Stage 2 findings memorandum below.



In our view, a range of growth scenarios are possible. In the current economic climate, all communities in Ontario are facing challenges to accelerating housing growth. Considering the scale of increase shown above, we are not convinced that such a sudden and sustained 'ramp-up' in Barrie to 2031 and 2051 is even possible from a market perspective. This issue has not been addressed.

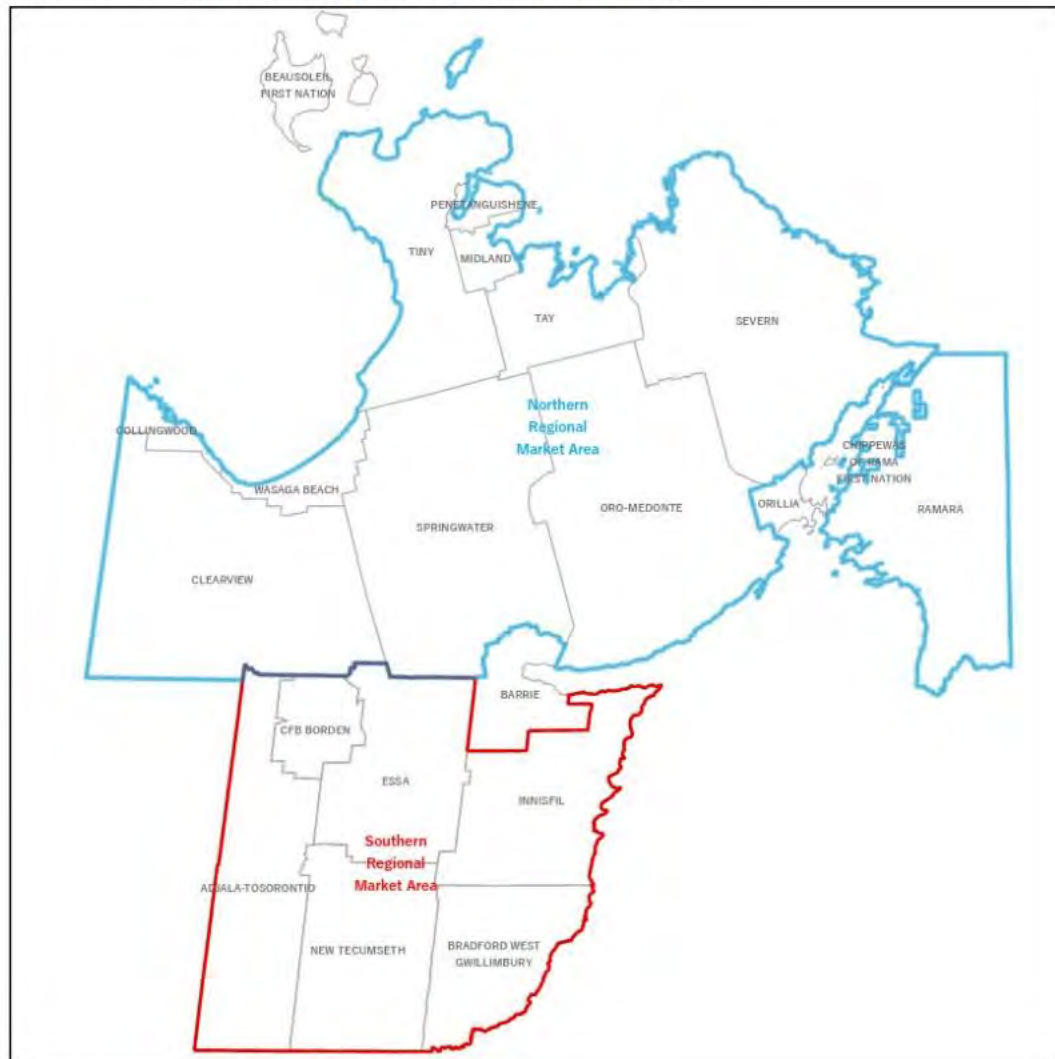
Moreover, there is a real possibility that other urban settlement areas in the County will outpace growth expectations. Should this outcome occur, and Barrie is unable to catch up to the forecast, growth would shift to other locations in the Simcoe RMA and along with that would the associated urban land needs over the period to 2051. Based on the proportional difference between the forecasts (roughly 20%) Community Area land needs would be reduced from 500 ha to 400 ha.

Land needs would be reduced more under the scenario where increased growth and development are captured by other County municipalities. Since Employment Area land needs are not supported by forecast employment growth to 2051 (but are dependent on the scale of Community Area expansion), so too would the need for the proposed new Barrie employment area be reduced. This growth scenario has not been considered in the LNA work to date.

4.2 The Northern RMA

The 2022 County LNA divides Simcoe into two regional market areas, north and south, to reflect historic growth trends and patterns of settlement. The City of Barrie is located at the margin of these two areas, exerting an influence on both north and south markets. For convenience, the Northern and Southern Regional Market Areas are shown in Figure 22 from the 2022 County LNA below.

Figure 22 – Northern and Southern Regional Market Areas



Source: Hemson Consulting

This distinction is warranted given the sheer geographic scale of Simcoe RMA and drawn for good planning reasons: much of the growth pressure is in the Southern RMA while much of the vacant land is in the northern RMA. And for the most part, growth pressure in the south cannot be satisfied by lands in the north. Given its proposed location at the intersection of Highways 400 and 11, the proposed new employment area would primarily affect the Northern RMA.

A major new employment area in north Barrie would create what is referred to as an “intervening opportunity”: a factor that intercepts, diverts or reduces demand from its natural path by providing a more attractive destination. To illustrate the degree to which this is likely to occur in this case, a high-level assessment of the proposed expansion area compared to lands in Midhurst, around the LSRA and along the south Simcoe Highway 400 corridor has been undertaken:

- The main conclusion is that the Highway 400/11 Area will be very competitive from a site selection perspective. This area is not the best location in Simcoe, especially compared to the south Barrie/ Innisfil Heights lands that hold substantial competitive advantages over most other locations in Simcoe and are coming to market soon.
- The Highway 400/11 area would, however, be more competitive than most other locations in the Northern RMA. The one arguable exception is the Airport lands, which does not benefit from the same level of direct 400-series highway access but offer proximity to airside cargo, freight and passenger operations that is an important and unique strategic advantage.
- The Hemson LNA work confirms the strategic importance of the south Barrie employment areas and others along the Highway 400 corridor including Innisfil and to the south in Bradford West Gwillimbury. Attention is brought to such factors as superior transportation access, clustering opportunities and an established Provincial and County interest in supporting this corridor as a critical economic zone for investment attraction.
- For Springwater Township, the assessment includes a potential “Midhurst Employment Area” category around Highway 400 and Forbes Road, northeast of the current secondary plan area. This location would share many of the same advantages as the proposed Barrie expansion area, with the added benefit of closer proximity to an active rail corridor.
- In this broader context, it is fair to say that the Highway 400/11 Area would be the best new employment area in the Northern RMA. A combination of size, direct Highway 400 access, suitability for development and potential for large, contiguous employment blocks make it very competitive. Among the other advantages of this location that are noted in the Hemson LNA is proximity to the LSRA: suggesting that the proposed new employment area is also expected to compete for airport-related industrial uses.

High-level results are provided in the table on the following page, which are structured according to the locational factors adopted in the Hemson work for convenience.

Given its strong comparative advantages and location at the gateway to the Northern RMA, there is a very high probability that the new employment area will intercept and reduce demand that would otherwise have been accommodated in the north. The effect of this shift would be to undermine the advantages of other designated employment areas that are all expected to fully develop by 2051, including existing and potential future designations.

Locational Factor	Simcoe South 400 Corridor	Proposed Highway 400/11 Area	LSRA Employment Area Lands	Potential Midhurst/Forbes Employment Area
Access to labour – within Barrie and across Simcoe County	✓	✓	✓	✓
Proximity to other established areas – supplier links	✓	✓		✓
Does the location complement planned uses nearby?	✓		✓	✓
Proximity to a Strategic Economic Employment Area	✓	✓	✓	✓
Does it serve rural businesses, benefiting from separation/ distance from urban lands	✓	✓	✓	✓
Direct/proximate access to Highway 400	✓	✓		✓
Visibility on arterial highways	✓	✓	✓	✓
Accessibility to transportation infrastructure such as rail lines or an airport		✓	✓	✓
Area large enough to provide opportunities for significant contiguous blocks of land	✓	✓	✓	✓
Area can accommodate land-extensive users	✓	✓	✓	✓
Existing uses that can be leveraged for spin-off impacts	✓		✓	
Lack of physical features that could preclude/inhibit development	✓	✓	✓	✓
Can land use conflicts be managed/avoided	✓	✓	✓	✓
Location conducive to attracting target employment sectors	✓	✓	✓	✓
Opportunity for servicing	✓	✓		✓

4.3 The Airport

The expansion of the Lake Simcoe Regional Airport (LSRA) and development of surrounding employment areas is a top County Economic Development priority. The Airport has a unique potential to act as a catalyst for economic development for other employment areas within the immediate area (roughly a 10-to-15-minute drive) and more broadly cross the Simcoe RMA. Lands surrounding the Airport have been recognized as desirable from a site selection perspective given their location and status as an Economic Employment District in the County Official Plan.

The County has recently secured full municipal ownership of the Airport, with the goal of strengthening its position as a regional transportation asset and facilitate strategic expansion. Significant capital investments are being made, and the County is actively engaged in attracting new investment projects to the area, including the provision of financial and other incentives.

As an intervening opportunity, the new employment area proposed to be annexed by Barrie would shift the centre of gravity for economic development in the Northern RMA towards Barrie. This shift, over time, would divert demand for mainstream industrial uses away from the lands around the LSRA, and other nearby locations in the north including Midhurst. The Hemson LNA recognizes that accelerated housing growth in the Midhurst Secondary Plan Area would require additional employment lands to maintain balanced community development at this location.

In this sense, the proposed new employment area will generate at least two undesirable results from a County economic development and fiscal perspective:

- First, it would reduce the effectiveness of past and planned County investments that include the goal of significantly increasing scheduled passenger ridership and cargo volumes.
- Second, and more importantly, as an intervening opportunity the proposed new employment area would redirect growth, including airport-related uses, that would otherwise be located on land around the Airport. As a result, much of the benefit or “return” on County investments in the Airport would flow to the City of Barrie.

It is noted in the Hemson LNA work that, by leveraging the strategic advantages of the area around the LSRA, Oro-Medonte can position itself as a key hub for economic activity within the County. It is also understood that water and wastewater servicing around the LSRA is a significant constraint that will need to be given consideration as growth is planned for this area.

We would agree that the LSRA should be positioned as a regional catalyst for economic development. However, capitalizing on this opportunity is already a challenge from a servicing perspective that will only be made more difficult by the proposed Barrie expansion and resulting shift in future growth and municipal revenue away from the County. It is also worth reiterating that most of the benefits of any future investments around the Airport would flow to Barrie, which in our view is not consistent with sound growth management principles related to balanced regional land use planning, fiscal fairness, and ensuring long-term economic sustainability.

4.4 Financial and Economic Impacts

Given scale of the proposed Barrie expansion, it is generally well-understood that this change would translate into significant lost economic development and associated County revenue opportunities. Based on work prepared by the County, the direct negative impacts would include:

- **Financial Impacts:** Based on current MPAC assessment, loss of current County tax revenue for the proposed annexed lands is more than \$200,000 annually. Based on typical build out patterns and densities for 2,661 acres, future County tax revenue if the employment area remained in the County of Simcoe could be in the order of at least \$2 million annually and potentially higher depending on density. Further analysis is required to confirm this estimate.
- **Infrastructure Impacts:** including large sections of the nearby County road system that, like any rural land proposed for urban development, are at a rural level of service and would require upgrading for urban type uses and heavy truck traffic. There is also uncertainty around other key projects including unknown financial commitments related to the MTO's work on the County Road 93 and the Highway 11 overpass.
- **Economic Development Impacts:** including significant loss of job growth that would generally undermine the economic development efforts of all communities within the Northern RMA and especially Springwater and Oro-Medonte Townships. Most important, it would also diminish the County's ability maximize the economic potential of lands around the Airport

Work prepared by others on the fiscal impacts of boundary adjustment at the local level reaches a similar conclusion: net impacts are generally negative for both rate and tax-supported services.⁵ It is understood that there is no detailed information available on development potential or the capital costs to service the Barrie expansion lands, and that more detailed analysis will be required once specific lands have been identified for negotiation purposes.

In any event, significant revenue loss appears likely. The net effect would be to reduce the amount of funds available to fund County growth initiatives and, in turn, potentially undermine the economic development efforts for other local municipalities. Most important are the planned investments in the Airport, which will be much less effective if growth is redirected to Barrie instead.

The proposed new employment area would also limit the market prospects for any additional employment area lands in Springwater over the period to 2051, which is of concern from a planning perspective given the potential for Midhurst to outpace current residential growth expectations. Or put more plainly, there would be very little feasible opportunity to provide for a better balance of residents to jobs in this location should that be required to the plan horizon.

⁵ Springwater Boundary Adjustment Fiscal Impact Analysis, prepared by Watson & Associates Economists Ltd., August 2025.

4.5 The Regional Urban Structure

There is a long history of growth management in Simcoe County, beginning in 2006 with the completion of the Intergovernmental Action Plan (IGAP). Since that time, extensive technical work and consultation has been completed including long-standing discussions and broad agreement that a regional approach is required to manage growth in Simcoe.

What has also been clearly established (and reflected in the Hemson work) is south Simcoe as the focus of Provincial and municipal economic development. Based on current servicing plans, most of the near-term growth will be in this location and the area is being actively marketed for development. Allocating more growth to south Simcoe (in addition to an expanded Barrie) would limit economic opportunities in the remaining areas of the County to a considerable degree.

SOUTH SIMCOE ECONOMIC DEVELOPMENT FOCUS

The Hemson work is clear that within the Simcoe RMA, the south Barrie/Innisfil Heights area is the most significant and competitive location for industrial growth. It is further noted that planned improvements to the transportation network such as the McKay Road interchange at Highway 400, slated for 2034, will improve the competitiveness of the south Barrie employment lands.

Anticipated future construction of Highway 413 and the Bradford By-Pass are likely to similarly improve the prospects for other locations along the corridor south, including the Bradford West Gwillimbury Strategic Settlement Employment Area: another large future industrial area that is well-located south of the Bradford GO station and being actively marketed for development.

Collectively these designations and planned investment demonstrate the strategic significance of the south Simcoe Highway 400 corridor within the Simcoe RMA. Strong Provincial interest has been expressed in supporting economic development in south Simcoe, historically, and through the more recent proposed housing and economic strategy. The appointment of a facilitator to explore options for additional lands as part of this strategy suggests that south Simcoe will experience even more growth than is currently planned over the period to 2051.

ROLE OF THE CITY OF BARRIE

As discussed, given the uncertainties around the amount and distribution of future growth in our view the case for more land in Barrie is questionable. Historic evidence and the Hemson LNA work have also shown that the amount and distribution of growth within Simcoe is strongly influenced by the supply of available development lands in Barrie. In other words, because regional demand is finite the growth goes where the land is designated.⁶

⁶ While intensification units are not a direct substitute for ground-related demand, it is of note that Barrie maintains unique advantages as the County's long-standing regional service centre that are especially favourable to higher density housing, including regional amenities such as hospitals and post-secondary institutions and two major transit stations: one within the BUA (Allendale) and another to the south (Barrie South). In our view, best efforts should be made to capitalize on these advantages for higher density growth, and monitor progress over time, instead of expanding the greenfield area now: only a few years after the OP came into force.

In this context, the addition of a major new employment area in north Barrie constitutes a change that will come at the expense of other County locations since these new lands are above and beyond what is needed to 2051. Proceeding with the Barrie expansion, therefore, is primarily a change in regional urban structure by local land designation, and one that will have negative economic development effects on remaining areas in the County. At most risk are the County's planned initiatives for the LSRA and surrounding employment lands in the Northern RMA.

From a Community Area perspective, the scale of increase in housing growth required for the City of Barrie to catch up to the current forecast is significant, and the probability of achieving this increase has not been addressed. There is an ample supply of residential lands designated to accommodate forecast growth in other Northern RMA locations, especially Midhurst.

In this sense, the proposed expansion carries the additional risk of over designating lands for future development which, despite recent Provincial policy changes, is still generally to be avoided as part of good land use planning. We would also observe that Barrie's current official plan only came into force recently, approved by the Province in 2023, and the Hemson work is clear that the new employment area does not meet immediate needs. In our view, it would be better land use planning to allow more time for implementation before making such a significant change.

A REGIONALLY SIGNIFICANT EMPLOYMENT AREA IN THE NORTHERN RMA

From a growth management perspective, Barrie is expected to remain the largest settlement area and primary regional service centre within the Simcoe RMA. There is a long history to this element of the vision for housing and economic development in Simcoe.

At the same time, Simcoe is a single geographic area. Demand for housing (and employment land) is a regional demand. So too land needs are a regional dynamic, and the distribution of growth is influenced strongly by the supply of land in Barrie. As Barrie's supply is constrained, growth and development in other County municipalities increases and vice versa: as Barrie's land supply is increased, there is a slowdown in other County urban settlement areas.

Considerable growth pressure is expected in all locations, especially south Simcoe communities that are now much better positioned to compete for investment than during the last annexation. The very real possibility that even more growth will be added to the south Simcoe market in addition to the proposed Barrie expansion will materially limit the amount of economic opportunity remaining for other areas in the County. From an urban structure perspective, in our view it is both prudent and logical to consider the establishment of a new, regionally significant employment area in the Northern RMA to balance these potential impacts and maximize Simcoe's ability to capture future investment.⁷

⁷ One of the most immediate opportunities is the Provincial "Ring of Fire" project that is expected to begin mineral production around 2030. The Ring of Fire is expected to drive considerable investment across a range of mining activities and related sectors that require large operating footprints. Global demand for large sites also shows no signs of slowing, with continued investments being to be made in data centres and Electric Vehicle (EV) capacity, among other large industrial facilities. Ontario is also investing heavily, as outlined in the 2025 budget, on several major initiatives to build economic resilience and competitiveness, including large industrial sites.

5.0 Strategic Issues and Considerations

Based on the foregoing, and from a growth management and economic development perspective, the following strategic issues and considerations stand out:

- **County Involvement in the Process.** The focus to date has been local, mainly involving Barrie, Oro-Medonte and Springwater. Less attention has been paid to County-specific issues that, given the scale of expansion, is an issue. In our view, immediate consideration should be given to correcting this imbalance. As the largest municipality involved in the process it would be fair for the County to play a more active role.
- **Land Needs in Barrie.** The proposed new employment area is based on the need for Community Area lands, which in our view is questionable. The reasons for the 6,200-unit housing shortfall since 2019 are not entirely clear and the probability of Barrie being able to catch up is not addressed. There is also uncertainty around the amount and distribution of growth, which has a bearing on land needs and should be clarified. Consideration should be given to additional analysis of growth sensitivities and scenarios to confirm results to 2051.
- **Impacts on the Northern RMA.** The net effect of the proposed expansion would be a shift in the urban structure of the Northern RMA that would have negative economic and fiscal impacts on remaining areas of the County. The proposed PMG also introduces several changes to how land needs are calculated that will affect municipal LNA and service delivery. Consideration should be given to additional analysis to better understand implications for local planning and impacts at the County level to inform future decision making.
- **The Airport.** The proposed Barrie expansion will make achieving the County's objectives for this key economic asset more difficult. Best efforts should be made to work with the Province, a significant user of the Airport, to address the risks and opportunities involved. Consideration should be given to accelerating servicing to the LSRA, so that the Airport and surrounding areas are better-established prior to any new Barrie lands coming on stream. This approach would mitigate intervening opportunity impacts and give other County municipalities time to further build on their near-term market position for both residential and employment uses.
- **Ensuring Growth Benefits the Entire Region.** It would also be prudent to begin planning for a regionally significant employment area in the Northern RMA to complement development in south Simcoe and Barrie. Consideration should be given initiating a process to identify and evaluate candidate areas. Since major servicing investments will be required under any growth scenario, we would urge the Province to consider including both the lands around the LSRA and other potential large industrial opportunities in the north as part of a fully integrated regional infrastructure and investment attraction strategy for Simcoe.

Attachment 1:

Summary of Hemson Growth Forecast and LNA Work

For the purposes of this assignment, the issue of land needs in the City of Barrie has been addressed by Hemson Consulting Ltd. through work prepared in 2024 and 2025. Hemson also prepared the growth forecasts and LNA for COPA 7 that included the designation of additional urban lands to accommodate demand for housing and employment to 2051 and provides important background and context to the current boundary expansion matter.

Provided below is a review of this work and our interpretation of its findings, taking into account recent Provincial policy changes and guidance on forecasting and land needs noted previously. That has been provided. Three memoranda were prepared regarding the proposed boundary expansion:

1. Review of Barrie Employment Land Needs (April 5, 2024)
2. Joint Land Needs Analysis and Study – Summary of Stage 2 Findings (December 6, 2024)
3. Joint Land Needs Analysis and Study – Stage 3 Initial Findings (July 25, 2025)

We have also reviewed related presentation materials provided by the County for the purposes of the review. At the time of writing, we understand that the final Hemson Stage 3 findings report has not yet been completed and provided to the County.

1. REVIEW OF BARRIE EMPLOYMENT LAND NEEDS

The initial review of employment land needs was prepared in 2023 for the County and Township of Oro-Medonte before the joint facilitated process began. This review was a response to Barrie's proposal at the time to annex lands east of Penetanguishene Road. The conclusion, at the time, was that the proposed annexation did not have merit on land use planning or land economics grounds.

- **No need.** Analysis concluded that Barrie's current designated supply is sufficient to meet forecast demand to 2051.
- Proposed annexation lands are **not well suited** for employment, given their distance from existing and developing employment areas in the south and adjacent residential area to the west that could lead to land use conflicts, among other reasons.
- Servicing costs. Potentially **significant capital costs** are required to extend water and wastewater services and to reconfigure roadways and intersections to handle heavy truck traffic associated with urban employment uses.
- Existing Supply in Oro-Medonte: The report concludes that the Township of Oro-Medonte already has an **abundant supply** of designated employment areas along Highway 11 that could accommodate demand in this part of Simcoe County.

2. JOINT LAND NEEDS ANALYSIS AND STUDY - STAGE 2 FINDINGS

In 2024, a broader assessment of the need for additional residential and employment area lands in the City of Barre and adjacent Springwater and Oro-Medonte was completed. This assessment was more extensive, providing a fulsome analysis, discussion and data to support its findings.

- **Employment Land Need.** The analysis confirms that Barrie's currently designated land supply is sufficient to 2051 but that a short-term gap exists in "Shovel-ready" parcels. It is also noted that the proposed expansion would not address this immediate shortfall because of the multi-year timelines involved in bringing these lands to market.
- Both Oro-Medonte and Springwater are shown to have sufficient long-term Employment Area lands to 2051. However, it is noted that accelerated housing growth in Springwater's Midhurst Secondary Plan area will shift that balance into a shortage position.
- **Community Area Land Need.** The analysis shows that while Oro-Medonte and Springwater have sufficient supply to accommodate growth to 2051 the City of Barrie does not. Barrie's rate of housing growth since 2019 is also behind MCR forecast expectations and will need to increase considerably to meet the 2031 housing pledge and longer-term forecast.
- It is shown that Barrie will likely face shortfalls in its land supply to meet residential demand to 2051 at current greenfield densities. Addressing this gap could require either building homes at unrealistic densities in the DGA (40 units per ha) or expanding municipal boundaries to access additional land (the boundary adjustment).
- **Quantified Land Shortfall.** Two scenarios are provided that show a range of unaccommodated housing need between 6,100 and 11,300 housing units that translates into a need for between 265 ha (Barrie planned density) and 630 ha (lower typical DGA density).
- To the Community Area land need, an estimate of corresponding employment area land need is added in a range of between 125 ha and 300 ha. This land need is not based on demand to 2051 but rather land use planning objectives for balanced growth and complete communities and to recognise longer planning horizons for such processes (i.e. beyond 2051).
- Total land needs for the City of Barre are therefore shown to be **up to 930 ha**: 630 ha for Community Area lands and 300 ha for Employment.
- Options to address this need (maintain vs adjust Barrie Boundary) are identified including the potential need for a regional model to coordinate infrastructure delivery. Evaluation criteria for Stage 3 of the study are briefly outlined including infrastructure feasibility, financial impacts and alignment with land use planning and economic growth objectives.

JOINT LAND NEEDS ANALYSIS AND STUDY - STAGE 3 INITIAL FINDINGS

Initial Stage 3 findings were provided in the summer of 2025, including updated land need estimates, the preferred location of new employment area lands and servicing feasibility for three scenarios to accommodate Community Area land need.

- **Updated Land Needs.** The total Community Area land need is reduced somewhat to 500 ha. The Employment Area land need is unchanged (300 ha).
- Details are not provided on updated Community Area land needs. It is clarified that Barrie's need for Employment Area lands (300 ha) is largely a post 2051 requirement and does not address the deficit for Springwater in the County's 2022 LNA and COPA 7 to 2051.
- **Preferred location for new Employment Area Lands.** It noted that one location within the proposed annexation area stands out for future expansion: that being the lands around the Highways 400 and 11 interchange extending north. This area has the locational requirements necessary for major urban industrial development and is large enough to accommodate the need based on the scale of Community Area expansion.
- **Available and Planned Servicing Capacity.** A major new item added to the analysis and study is an evaluation servicing capacity for three Community Area Growth Scenarios (500 ha). Three expansion scenarios are considered: All in Midhurst, Barrie/Springwater/ and Barrie/Oro Medonte. It is noted that no scenario on its own is sufficient.
- The overall conclusion related to Community Area expansion is that Barrie's system is expected to have sufficient capacity to meet future water and wastewater demands from the expansion lands. The Midhurst system is expected to have insufficient capacity to meet demands, even with planned expansion under approved Environmental Assessments
- Of note, this technical finding appears to be at odds with the Township of Springwater's position that a Springwater-led servicing solution would be more efficient and cost-effective than the Barrie Proposal.⁸ Cross border servicing issues are addressed by Hemson (with or without boundary expansions) in terms of mutual benefits and drawbacks.
- Next steps are outlined primarily related to planning for the Community and Employment Area expansion lands including mapping and constraint analysis, servicing requirements and costing and related consultation and reporting on the matter.

⁸ The Township of Springwater received a legal opinion from Loopstra Nixon LLP, dated July 11, 2025, concerning the City of Barrie's Proposed Boundary Adjustment that has been made publicly available on its website here: <https://www.springwater.ca/en/news/resources/2025-Documents/Barrie-Annexation-Opinion-Compiled-4928-4305-3909-v.2.pdf>

COUNTY LNA AND COPA 7

The County LNA was prepared by Hemson in March 2022 and revised in May (the Addendum Update) following consultation and review with the local municipalities. The County LNA formed the basis of the County's growth management strategy and ultimately COPA 7, including the establishment of need for residential expansion lands in other County municipalities

- The County LNA was prepared within the context of the prior *Growth Plan for the Greater Golden Horseshoe* that provided guidance for long range planning and assessment of land need, which has since been superseded by the adoption of the 2024 PPS and more recently informed by updated Provincial guidance on forecasting and land needs. The treatment of residential intensification in the LNA is a key outstanding question.
- The County LNA is based on the previously issued *Growth Plan* forecasts: a total 2051 population of 902,000 which is higher than the MOF population projections for the Simcoe RMA, including the Cities of Barrie and Orillia. Distributed population forecasts for municipal Simcoe County (the rest of Simcoe) are also comparatively higher.
- Forecast growth and land needs for Barrie are not explicitly addressed, however a broader discussion of the role of Barrie in the Simcoe RMA is provided for context and to illustrate the finite nature of regional housing demand: development in other County locations increases when Barrie's land supply decrease and vice versa.
- The regional land need dynamic is also discussed in the December 2024 Stage 2 findings memorandum, along with Barrie's continuing role as the "central city" within Simcoe. Attention is brought to its strategic advantages for attracting specific sectors of the new housing market, especially higher-density rows and apartment units.
- From an employment perspective, a need for additional Employment Area lands is identified for both the Southern RMA (177.4 ha) and northern RMA (323.4 ha). Within the Northern RMA it is noted that most municipalities will require all their current land supply to accommodate forecast growth over the period to 2051. No additional employment area lands are required in either Springwater or Oro-Medonte, though should residential growth in Midhurst outpace expectations, additional employment lands in this location is warranted.

Attachment 2:

History of Growth Management in Simcoe

There is a long history of growth management in Simcoe County, beginning in 2006 with the completion of the Intergovernmental Action Plan (IGAP). An updated growth forecast and LNA was completed for the County in 2022 as the basis for the County's Official Plan Amendment No. 7 (COPA 7).

The Barrie boundary expansion was proposed shortly thereafter, beginning with discussions related to cross-border servicing in early 2023. Provincially facilitated discussions regarding proposed expansion began in June 2024. Significant changes have also been made to Provincial legislation and land use planning policies in recent years that are also relevant.

THE INTERGOVERNMENTAL ACTION PLAN (IGAP) - 2006

- The last area-wide comprehensive growth management was review undertaken in 2006 through the IGAP for Simcoe, Barrie and Orillia.
- This work included detailed assessment of community and infrastructure capacity, market pressures, growth potential, land needs and options for implementation.
- The City of Barrie and Area Centred Growth Option (Option 2) was recommended as the preferred urban structure over the 25 years from 2006 to 2031.

SIMCOE COUNTY OFFICIAL PLAN AMENDMENT 7 – 2022

- The primary purpose of COPA 7 is to update policies and establish frameworks for managing new growth areas and future settlement area boundary expansions.
- Consistent with Barrie-centred urban structure, somewhat more growth is allocated to the south (65%) and remaining 35% to north Simcoe communities.
- The County LNA is based on prior *Growth Plan* forecasts and policies, now superseded by the adoption of the 2024 PPS and subsequent LNA guidance (Proposed PMG August 2025).

CHANGES TO PROVINCIAL LEGISLATION AND POLICY

- Various planning and legislative changes have been made since 2021, mainly to accelerate the provision of new housing supply and address the affordability crisis.
- The 2024 PPS implements these changes, providing more flexibility for growth management and long-range planning strategies including removal of the concept of the MCR.
- Bill 23 also removes planning responsibility from certain upper-tier municipalities including Simcoe County. It is unclear how the current planning/GMS process will be completed.

THE NEW PROVINCIAL POLICY STATEMENT

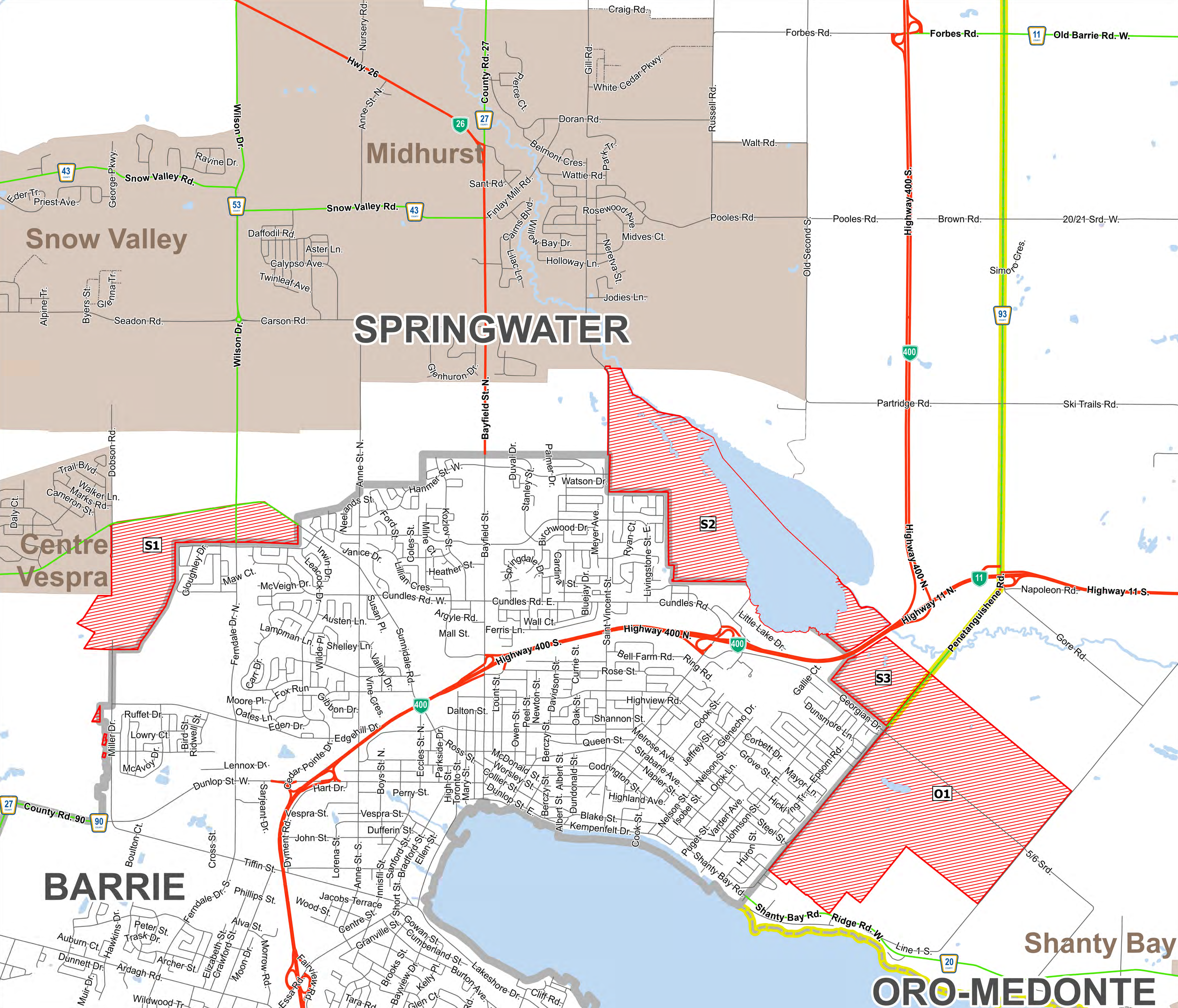
- In October 2024, the new Provincial Planning Statement (PPS) came into effect that replaces and integrates the *Growth Plan* and 2020 PPS into a single document.
- The overarching PPS objective is to increase housing supply and to achieve that provides much greater flexibility in long-range planning strategy including determining land needs. The concept of the MCR is also removed to further increase municipal flexibility to that end.
- One of the more notable PPS changes is the ability for municipalities to base their land use planning on the Ministry of Finance (MOF) population projections, though municipalities can continue to use the prior *Growth Plan* Schedule 3 numbers. In the case of Simcoe County, the MOF projections are lower which is unusual in a GGH context.
- The County LNA was prepared prior to the adoption of the 2024 PPS so consideration of which 2051 population figures should be used was not relevant at the time. Moreover, the 2046 Finance projections in place in 2022 were about the same as the *Growth Plan* forecasts for the Simcoe Census Division (CD) as estimated for 2051.
- The Hemson Community and Employment Area LNA for Barrie is based on the work completed as part of the City's 2019 Municipal Comprehensive Review: also prepared under the prior *Growth Plan* policy framework. An updated forecast is not provided.
- All the LNA work relevant to the review was also prepared prior to the Provincial release of the *Proposed Updates to the Projected Methodology Guidelines* in August 2025.

PROPOSED UPDATES TO THE PROJECTED METHODOLOGY GUIDELINES

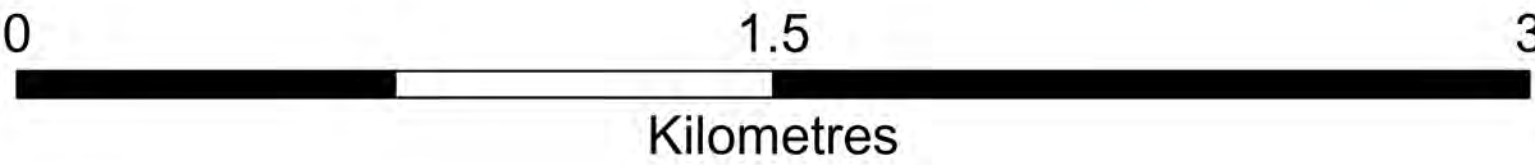
- The Province released the proposed updates to the Project Methodology Guidelines (PMG) shortly after the completion of the June 2025 Stage 3 initial findings.
- Compared to the prior *Growth Plan* LNA guidance, the recommended approach is much more flexible, like the 2024 PPS, especially in terms of planning for intensification which by far has the strongest influence on land needs. The guidelines for estimating Employment Area land needs are broadly similar in method and approach.
- From a growth management perspective, the proposed PMG indicates Municipalities should use the most recent MOF projections published and available at the time of their next official plan update. However there is no requirement in the PMG to update municipal growth forecasts outside the statutory *Planning Act* requirement for plan reviews.

ADDRESSING GROWTH AND HOUSING NEEDS IN SOUTH SIMCOE COUNTY

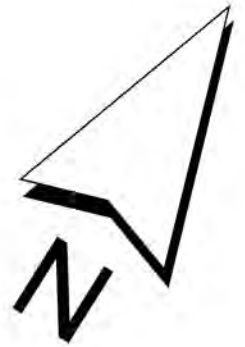
- Related to the above and other matters of Provincial interest is the current proposal to develop a comprehensive regional strategy to address population pressures and development of housing and economic options in south Simcoe County (ERO 025-0930).
- Reference is made, among other details, to the substantial growth expected in Simcoe and COPA 7 policies to guide development to 2051, which is still before the Ministry of Municipal Affairs and Housing for a decision.
- A Provincial Facilitator has been directed to explore the consideration of additional lands for future growth in south Simcoe, underscoring Provincial interest in supporting economic development in this general location.



For **CONFIDENTIAL** Discussion/Analysis Purposes Only



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Map ID	Developable Community (ha)
S1	90.5
S2	32.6
S3	8.6
O1	274
Total Springwater	131.7
Total Oro-Medonte	274
Areas calculated are estimates	

- Potential City Expansion Areas**
- Potential Expansion Area (Community Area)
 - Economic District
 - Settlements
 - Municipal Border
 - Separated City



Bill No. 111

BY-LAW NUMBER 2025-111

A By-law of The Corporation of the City of Barrie to adopt a restructuring proposal concerning expanding the municipal boundaries of the City of Barrie.

WHEREAS, Section 171 (1)(a) of the *Municipal Act* allows for municipal restructuring to proceed in a timely and efficient manner to facilitate municipal restructuring over a large geographic areas;

AND WHEREAS, Section 173 of the *Municipal Act* provides the authority for a municipality in a geographic area to make a restructuring proposal which annexes part of a municipality to another municipality by submitting to the Minister a restructuring report describing the proposal and in a form satisfactory to the Minister;

AND WHEREAS the City of Barrie, the Township of Oro-Medonte, the Township of Springwater and the County of Simcoe have been engaged in facilitated discussions to develop mutually acceptable growth management solutions across their jurisdictions based on studies prepared on behalf of the municipalities;

AND WHEREAS, a public meeting was held on September 29, 2025, in the City of Barrie and a public meeting is scheduled to be held on October 8 in the Township of Springwater and October 15 in the Township of Oro-Medonte, in accordance with Section 173 (3) of the *Municipal Act*;

AND WHEREAS motion 25-G-217 the Council of The Corporation of the City of Barrie adopted the Land Restructuring Proposal attached as Appendix "A" and "B" to this By-law;

AND WHEREAS it is deemed necessary and appropriate to enter into an agreement with each of the Township of Oro-Medonte and the Township of Springwater, and to confirm certain commitments made by the City to the County of Simcoe respecting provisions related to the boundary adjustment;

AND WHEREAS, the Mayor of Barrie executed a letter of commitment dated September 29, 2025 to the County of Simcoe regarding the adjustment to the municipal boundary as between the Corporation of the City of Barrie and the Corporation of the County of Simcoe substantially in the form attached as Appendix "C" to this By-law;

AND WHEREAS, it is expedient to have an Agreement in written form so that the parties may request that the Minister of Municipal Affairs and Housing recommend to the Lieutenant Governor in Council that an Order giving effect to the said Agreement as authorized by the *Municipal Act, 2001*.

NOW THEREFORE, the Council of The Corporation of the City of Barrie hereby enacts as follows:

1. **THAT** the Mayor and Clerk be authorized to execute a Boundary Adjustment Agreement with the Corporation of the Township of Springwater to provide for the adjustment of the municipal boundary as between the Corporation of the City of Barrie and the Corporation of the Township of Springwater substantially in the form attached; and
2. **THAT** the Mayor and Clerk be authorized to execute a Boundary Adjustment Agreement with the Corporation of the Township of Oro-Medonte to provide for the adjustment of the municipal boundary as between the Corporation of the City of Barrie and the Corporation of the Township of Oro-Medonte substantially in the form attached; and
3. **THAT** the approved Land Restructuring Proposal described in the above-referenced Agreements be forwarded to the Ministry of Municipal Affairs and Housing for approval; and
4. **THAT** the Chief Administrative Officer be authorized to make submissions and administrative changes to the said agreements as long as the intent expressed within them remains unchanged; and
5. **THAT** this By-law shall come into force and effect immediately upon the final passing thereof.

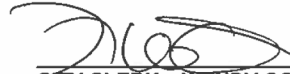
READ a first and second time this 1st day of October, 2025.

READ a third time and finally passed this 1st day of October, 2025.

THE CORPORATION OF THE CITY OF BARRIE



MAYOR – ALEX NUTTALL



CITY CLERK – WENDY COOKE

**BY-LAW NUMBER 2025-111
SCHEDULE "A"**

This Boundary Adjustment Agreement made this day of September 2025

Between:

The Corporation of the City of Barrie ("City")

And

The Corporation of the Township of Springwater ("Township")

WHEREAS the City of Barrie [hereinafter "the City", the Township of Oro-Medonte, the Township of Springwater [hereinafter "the Township"] and the County of Simcoe have engaged in discussions intended to develop mutually acceptable growth management solutions across their jurisdictions. To support this effort, the Minister of Municipal Affairs and Housing has tasked the Office of the Provincial Land and Development Facilitator to assist with discussions, to ensure alignment with Provincial priorities, including the creation of housing and employment opportunities.

WHEREAS the City and the Township have entered into this Agreement for the transfer of land located in the Township to the City by way of a restructuring proposal pursuant to sections 172 and 173 of the Municipal Act, 2001. S.O. 2001, Chapter 25 (the "Act"); and

WHEREAS a description of the lands to be annexed pursuant to this Agreement is attached as Schedule "A" to this Agreement; and

WHEREAS this document sets out the terms under which the City the Township and the County (collectively the "municipalities") shall request that a restructuring order be issued, pursuant to which, certain lands within the jurisdiction of the Township shall be annexed to the geographical area of the City, and to agree upon compensation and other matters respecting the restructuring.

NOW THEREFORE in consideration of the mutual covenants and the terms and conditions contained herein and other good and valuable consideration, the receipt and sufficiency of which is hereby irrevocably acknowledged, the parties hereto agree as follows:

1. Effective Date and Implementation

1.1 The City and the Township have entered into this Agreement in order to set forth the terms under which they shall request that a Restructuring Order be issued, pursuant to which certain lands currently within the jurisdiction of the Township shall be annexed to the geographical area of the City, and to agree upon other matters respecting the development and growth of the two municipalities and surrounding region.

1.2 This Agreement, deemed to constitute a restructuring proposal, will be submitted to the Minister of Municipal Affairs and Housing ("the Minister") for implementation effective January 1, 2026 or such other date that the Minister's Restructuring Order provides for the subject lands to become annexed to the geographic area of the City ("the effective date"). The Minister is authorized by the municipalities to implement the provisions of this Agreement that the Minister has authority to implement. The municipalities agree that all of the provisions of the Agreement are binding upon them, whether contained in the Restructuring Order, or otherwise.

1.3 This Agreement shall constitute the overarching agreement between the parties and the parties acknowledge and agree that the implementation of this agreement shall require the parties to negotiate and execute further agreements which include, but are not limited to:

- Cross Border Servicing Agreement, if requested by the Township pursuant to s. 6.3 of this Agreement.
- Joint Economic Development Working Group Terms of Reference.

1.4 This Agreement is conditional upon the approval of the City and Township councils, and then the issuance of an Order by the Minister of Municipal Affairs and Housing implementing the restructuring proposal submitted by the parties and set out in this Agreement. In the event that either of the parties fails to execute this agreement by December 31, 2025 or the Minister fails or refuses to issue a Restructuring Order by January 1, 2026, then this Agreement shall automatically be terminated following which it shall be of no further force or effect, unless the parties agree otherwise.

2. Definitions

In this Agreement:

"Annexed Lands" means approximately 81 properties, with 1216 hectares within the geographical area depicted on the map in Schedule "A", which lands shall be included in

the request to the Minister for a Restructuring Order and which Restructuring Order will provide for the annexation of the said lands into the geographic area of the City.

“Buffer Lands” means that portion of the Annexed Lands identified in Schedule “A” which the parties agree will not be developed at any time in the future and that are intended to create a buffer in the form of a linear park between the development occurring in the City and the rural Township lands. The Buffer Lands will be designated as parkland through the City’s Official Plan.

“County” means the Corporation of the County of Simcoe.

“Developable Land” means that portion of the Annexed Lands identified in Schedule “A” which the parties agree may be developed for residential, commercial or industrial purposes.

“Direct Costs” means legal and other consultant fees, plus a traceable proportion of Township staff time incurred and directly attributed to the work the Township may be required to undertake between the time this Agreement is executed and December 31, 2025 for purposes meeting the requirements of the Agreement and any related statutory obligations.

“Effective Date” means January 1, 2026.

“Little Lake Lands” means that portion of the City owned lands surrounding Little Lake, that are located in the Township and City, which Lands are identified on Schedule “G”.

“Minister” means the Minister of Municipal Affairs and Housing.

“Non-Developable Lands” means that portion of the Annexed Lands identified in Schedule “A” which the parties agree will be protected from development by law or policy and has been identified through the Hemson Land Needs Assessment as having high and moderate development constraints.

“Restructuring Order” means the restructuring order to be requested by the parties pursuant to the provisions of the Municipal Act, 2001 to implement the matters set forth in this Agreement.

3. Annexed Lands

3.1 The map describing the Annexed Lands is provided in Schedule “A” to this Agreement, which Schedule is an integral part of this Agreement.

3.2 Schedule "A" outlines the total area of the Annexed Land and describes the lands the parties agree consist of the Developable Lands, the Buffer Lands and the Non-Developable Lands.

3.3 The legal description of the Annexed Land is pending as of the date of this Agreement but is to be completed and agreed upon by the parties' solicitors and submitted to the Minister without further approval by the Council of either party for inclusion within the proposed Restructuring Order of the Minister. It shall become Schedule "B".

3.4 Schedule "C" is a map showing the existing Township and County roads within the Annexed Lands that will be transferred to the City.

3.5 Schedule "D1" is a map showing the proposed ward boundaries of the City resulting from the transfer of the Annexed Lands, and to be confirmed in the Restructuring Order as of the Effective Date.

3.6 Schedule "D2" is a map showing the proposed ward boundaries of the City resulting from the transfer of the Annexed Lands effective the day the new Council is organized following the 2026 municipal election, and to be confirmed in the Restructuring Order as of the Effective Date.

3.7 Schedule "E" is a map showing the proposed ward boundaries of the Township and County resulting from the transfer of the Annexed Lands, and to be confirmed in the Restructuring Order as of the Effective Date.

3.8 Schedule "F" is a map showing the extent of the Forbes Road at Highway 400 Economic Area referred to in Section 5.1 (a).

3.9 Schedule "G" is a map showing the Little Lake Lands.

4. Purpose and Objectives

4.1 The parties agree that it is within their mutual interests to negotiate the boundary adjustment of the Annexed Lands from the Township to the City in order to support the City's residential and economic growth needs.

4.2 The parties also recognize the benefits of working together to support environmental sustainability and economic development in the Township, County and City as supported by this Agreement.

4.3 The parties agree that this Agreement is intended to address the following four priority objectives:

- a) to enable the long-term preservation and public use of lands in the vicinity of Little Lake ("the Little Lake Lands");
- b) to ensure sufficient lands are available for residential growth and provide timely and cost-effective municipal service delivery for potential development within the Annexed lands with priority to lands that have been previously endorsed for Ministerial Zoning Orders;
- c) to prioritize the delineation and servicing of lands within the Township and the City that will create employment opportunities for the residents of the two signatory municipalities and broader region; and
- d) to create a buffer area along the Barrie-Springwater boundary to appropriately scale any future development and ensure an appropriate transition between the communities; such a buffer will also function as linear park and promote active transportation.

5. Collaboration Amongst City, County, Township and Province of Ontario

5.1 The parties to this Agreement shall collaborate with the County, Oro-Medonte and the Province of Ontario to secure financial and other investment in the broader region to support the creation of economic opportunity and employment. Specifically, the parties will prepare a joint request to seek investment in three (3) uniquely located opportunity areas for employment expansion immediately, in particular:

- (a) Forbes Road at Highway 400 (expansion to the Midhurst Settlement Area) identified on the map attached as Schedule "F". The parties will consider the cost of servicing these lands which will include, as an option, the possibility that these lands be serviced by development located in Springwater.
- (b) Lands around the Lake Simcoe Regional Airport (specifically an airside development area that would complement the future employment lands along Highway 400 for larger employment areas). The proposed collaboration shall also include other initiatives related to the growth of the Lake Simcoe Regional Airport such as the Highway 11 and CR 127 interchanges, hydro upgrades, and other needed infrastructure to stimulate economic development.
- (c) Highway 400/Horseshoe Valley Road (lands southwest of Craighurst). The parties will explore this area as a priority location for the development of employment uses.

5.2 The parties will work together and include Oro-Medonte and Simcoe County, to create a Joint Economic Development Strategic Working Group to support coordinated growth strategies and investments. The terms of reference for this working group will be established within twelve (12) months of the issuance of the Restructuring Order and shall consider mechanisms to jointly fund the work.

5.3 The City will pay to the Township \$170,000 per year commencing on January 1, 2026, and ending on January 1, 2030 (\$850,000 total) without interest to be used exclusively for the purpose of funding economic development priorities.

5.4 The parties will work together with the County and Province to leverage existing assets suitable for regional healthcare services with the goal of achieving accessible care across both municipalities.

5.5 The City will create a seat for the Mayor of Springwater on the City's proposed Conservation Trust for Little Lake Lands and surrounding area, focused on the preservation of environmentally sensitive areas for community recreational use.

5.6 As of the Effective Date, the City will be responsible for providing all services currently provided by the Township and the County, including but not limited to road maintenance, garbage collection, police and emergency fire services to the Annexed Lands, and except for those services the County currently provides for the City as well as the Township, including long-term care, social services and social housing. The City will assume the cost of providing ongoing County services related the Annexed Lands after the Effective Date. The City will work with the County and Township to ensure a seamless transfer of responsibilities.

5.7 The Chief Administrative Officer (CAO) of each municipality shall designate a lead contact for transition related matters and parties will work together to identify opportunities to work together to transition governance, communications and municipal service delivery to ensure transition happens in the most cost-effective and efficient manner. Collaboration and information-sharing meetings will occur quarterly unless determined by the parties that they are needed more frequently, and the County will be invited to participate in meetings where matters related to the transfer of roads or County interests are discussed.

5.8 The City agrees that Township residents will have access to City recreational facilities paying the same fees and charges as though they were City residents.

6. Compensation

6.1 Whereas the parties acknowledge that the current assessment value of properties within the Annexed Lands results in annual tax revenue of approximately \$158,096.47 the parties agree upon the following terms and conditions set out in this Article for compensation.

6.2 The City shall pay the Township compensation based on Fifteen Thousand Dollars (\$15,000) per developable acre of Annexed Land, which shall be the full extent of compensation that the Township is entitled to in respect of the Annexed Lands.

6.3 Payment of Five Million Dollars (\$5,000,000) shall be made on January 1, 2026 and the remainder shall be paid in five installments divided equally and payable annually on July 1, 2026, and January 1, 2027, through January 1, 2030, with no consideration for interest.

6.4 The City has offered to enter into a cross-border servicing agreement with the Township to address the Township's needs related to the development of lands in the vicinity of the Bayfield corridor. At the Township's request, the parties agree that cross-border servicing will be dealt with in a future agreement which will determine matters, such as but not limited to, the capacity needs of the Township, the ability of the City to meet the Township's request, the timeline of servicing, location of connections, specific infrastructure requirements, responsibility for associated costs, and rates to be applied. All future agreements must adhere to the principle of full cost recovery by the City; this refers to all capital investment required to provide the servicing and ongoing operation and maintenance costs.

6.5 The City agrees to be responsible for all direct costs associated with the transfer of the Annexed Lands to the City from the Township, from the date the Township approves execution of this Agreement until December 31, 2025, including all consultants and legal costs incurred during the relevant time.

6.6 The City shall reimburse the Township for any such costs incurred as described in Subsection 6.5 above, by no later than 60 days of presentation to the City of invoices or proof of payment.

7. Assessment and Tax Collection

7.1 Any increase in the property taxes of the Annexed Lands that occurs solely as a result of this Agreement shall be phased in equal installments over twenty (20) years for agricultural land and five (5) years for all other land.

7.2 Notwithstanding subsection 7.1 above, the transitional phase-in provisions for taxation shall no longer apply if:

- (a) There is a change in ownership of the property (except between spouses or in the case of agricultural lands, as between parent and child where the transfer is for the purposes of succession planning). For purposes of this section, "child" means a child born within or outside marriage and includes an adopted child and a person whom a parent has demonstrated a settled intention to treat as a child of his or her family, or
- (b) A change in the use or character of an eligible property, or
- (c) A change in its classification under the Assessment Act.

7.3 All real property taxes levied or municipal fees and charges registered on title under any general or special Act and uncollected in the Annexed Lands that are due and unpaid as of the Effective Date shall be deemed on and after the effective date to be taxes, charges and rates due and payable to the City and may be collected by the City.

7.4 The Treasurer/Collector of the Township shall prepare and furnish to the Treasurer of the City a special collector's roll for the Annexed Lands showing all arrears of real property taxes or special rates assessed against the lands in the Annexed Lands up to and including the Effective Date and the persons assessed for them.

7.5 On the first day of the month following the month in which the City has received the special collector's roll from the Treasurer/Collector of the Township under subsection 7.4, the City shall pay to the Township an amount equal to all arrears of real property taxes or special rates assessed against the land in the Annexed Lands, including outstanding penalty and interest charges up to the Effective Date. Any tax arrears acquired by the City from the Township on the special collector's roll in subsection 7.2 which are deemed to be uncollectable and written off by the Treasurer of the City, will be deducted from the City's compensation to the Township under article 6 in the following year.

7.6 The City shall have authority to continue with any tax sale procedures that have been initiated by the Township and have not concluded by the Effective Date.

7.7 For the purpose of the assessment roll to be prepared for the City for taxation in 2026, being the year of annexation, the Annexed Lands shall be deemed to be part of the City and the Annexed Lands shall be assessed on the same basis that the assessment roll for the City of Barrie is prepared. The Township agrees that the assessment rolls for the annexed lands shall be provided to MPAC at its earliest opportunity and without waiting for this agreement to be executed, so to be as far in advance of MPAC's keying cutoff date as

possible to ensure that the 2026 tax rolls are prepared based on municipal boundaries as of January 1, 2026.

7.8 Prior to November 1, 2025, the Clerk of the Township shall prepare and furnish to the Clerk of the City, in respect of the Annexed Lands, a schedule detailing any local improvement charges and/or other charges to facilitate billing of them by the City with payment of these amounts to be forwarded back to the Township to satisfy the original debt incurred.

8. Utilities Transfer

8.1 The City will work with Alectra Utilities Corporation (Alectra) and apply to the Ontario Energy Board for approval to align the provision of hydro services by Alectra with the new municipal boundaries. The Township agrees to cooperate in this process.

8.2 The City and the Township will each notify Enbridge Gas (Enbridge) in regard to the transfer of the Annexed Lands and the City will work with Enbridge to obtain any regulatory approvals that may be required. The Township agrees to cooperate in this process.

8.3 The City will work to ensure any other utility transfers that may be necessary for utility services are adjusted to follow the new municipal boundaries. The Township agrees to cooperate in this process.

9. Municipal By-laws and Official Plans

9.1 From and after the Effective Date, and subject to the provisions of this Agreement, the by-laws of the City shall apply to the Annexed Lands and the by-laws of the Township shall cease to apply to such areas except,

- (a) By-laws of the Township or County,
 - (i) That were passed under sections 34 or 41 of the Planning Act or a predecessor of those sections, or
 - (ii) That were passed under the Highway Traffic Act or the Municipal Act, 2001, or predecessors of those Acts, that regulate the use of highways by vehicles and/or pedestrians or that regulate the encroachment or projection of buildings, or any portion thereof, upon or over highways.
- (b) By-laws of the Township passed under sections 45, 58, or 61 of the Drainage Act or a predecessor of that Act;

- (c) By-laws of the Township passed under section 10 of the Weed Control Act or predecessors of that section; or
- (d) By-laws conferring rights, privileges, franchises, immunities or exemptions that could not have been lawfully repealed by the Council of the Township.

9.2 If the Township has commenced procedures to enact a by-law under any Act and that by-law applies to the Annexed Lands and is not in force as of the date of annexation, the Council of the City will determine whether or not to continue the procedures to enact the by-law to the extent that it applies to the Annexed Lands. Nothing in this section shall have the effect of restricting or limiting the jurisdiction of the City in relation to any planning matter that may hereinafter be considered.

9.3 The Official Plan of the Township and/or County, as it applies to any part of the Annexed Lands and approved under the Planning Act, becomes the Official Plan of the City with respect to the Annexed Lands and shall remain in force and effect until repealed or amended to provide otherwise by the Council of the City. Following the Effective Date, the Annexed Lands shall remain subject to the Township's Official Plan and Zoning By-law then in effect until changed by the Council of the City and approved or in force. Nothing in this Agreement shall impact the City's ability to determine land use matters in respect of the Developable Lands.

9.4 The City agrees that when updating its land use policies and by-laws, the Annexed Lands south of Partridge Road, will be designated for employment uses. Furthermore, the Township agrees that lands located north of Partridge Road to Forbes Roads will be used for Employment Uses within the Township and County of Simcoe.

9.5 During the period preceding the Effective Date, the Planning Staff of the Township shall ensure that their City counterparts are fully apprised of any and all development applications and other planning approvals (whether the same are merely anticipated, in pre-consultation or other informal discussions, or if a formal application has been made) affecting the Annexed Lands, with a view to ensuring that any ongoing planning processes may continue without undue delay from and after the Effective Date. Where responsibility to administer the provisions of any development-related agreements entered into by the Township is transferred to the City, all securities related to ensuring compliance with such agreements will also be transferred to the City.

9.6 Except as specifically provided for in this agreement, nothing of a general nature in this Agreement shall have the effect of restricting or limiting the jurisdiction of the City in relation to any planning matter that may hereinafter be considered.

9.7 From and after the effective date, by-laws of the City passed under the Development Charges Act, 1997, or a predecessor of that Act shall apply in the Annexed Lands until repealed or amended by the Council of the City.

10. Assets, Liabilities, Rights and Obligations

10.1 All real property, including any highway, street, fixtures, easements or restrictive covenants running with the land of the Township located within the Annexed Lands, shall vest in, and all liabilities associated with this real property shall be assumed by, the City on the Effective Date. All other assets and liabilities of the Township or County shall remain the assets and liabilities of the Township or County as the case may be.

10.2 Development charge reserve funds held by the Township and County that may be for purposes that would benefit the Annexed Lands, shall remain with the Township and County.

10.3 Any liability of the Township or County related to the Annexed Lands, in respect of:

- (a) causes of action relating to acts or omissions of the Township and County where such acts or omissions occurred prior to the Effective Date;
- (b) litigation commenced against the Township and County prior to the Effective Date for the Initial Phase;
- (c) any obligations or other arrangements of the Township or County under which any promise shall have been made to a third party in exchange for approvals or the inclusion of particular lands within the Annexed Lands;
- (d) debentures or other similar obligations that bind all of the assets of the Township or County; or
- (e) debentures or other similar obligations that bind assets of the Township or County including assets of the County within the Annexed Lands, but which are not limited to assets of the Township or County within the Annexed Lands;

shall remain liabilities and obligations of the Township or County respectively.

10.4 Without limiting the generality of subsection 10.1, any reserve fund, trust fund, or other account ("Funds") of any nature held by the Township on the effective date, which is held for the sole purpose of maintenance, improvement or operation of any of the assets referenced in subsection 10.1, shall be transferred to the City on the effective date. To the

extent that such Funds are held by the Township for the purpose of the Annexed Land in accounts that apply to a broader area, a proportionate amount of the Funds shall be transferred to the City to be used for the benefit of the Annexed Lands.

10.5 To the extent that anything in this agreement or its implementation triggers the duty to consult First Nations, that duty shall be carried out by the City at the City's cost and expense.

11. Studies, Plans, Records and Data

11.1 The Township will transfer to the City any studies, plans, records, data, designs or similar material that it has prepared and whether internal or public in nature that relate to the Annexed Lands, including but not limited to:

- (a) Any condition assessments or inspection records or data of the roads/culverts/other assets, and all GIS data related to same that would have been used in managing those assets, collected by the Township or the County, from a maintenance management system or other.
- (b) Historical and active building permit information.
- (c) Inventory and any data on septic systems, private wells, municipal wells.
- (d) Records related to any Environmental Compliance Approvals within the annexed lands.
- (e) Inventory of registered second suites.
- (f) GIS data/files for addressing parcel fabric.
- (g) History/data on by-law enforcement and/or complaints, and any by-law exemptions that have been provided.
- (h) municipal drains located in the Annexed Lands that may be the subject of an assessment under the Drainage Act.

11.2 The Township agrees that, after the Effective Date, it will continue to cooperate with the City by providing such supporting information and documentation as is in its possession or under its control that is requested by the City to enable the City to respond to court actions or appeals brought to the Ontario Land Tribunal regarding the Annexed Lands.

12. Notice

12.1 Any notices required or permitted to be given pursuant to this Agreement shall be given to the City Clerk and the Clerk of the Township respectively, to be delivered by email, personally or by prepaid ordinary mail, as follows:

In the case of the City,

City Hall, 70 Collier Street

Barrie, Ontario

L4M 4T5

Attention: City Clerk

Email: Cityclerks@barrie.ca

and

In the case of the Township,

Township of Springwater

2231 Nursery Road.

Minesing, Ontario

L9X 1A8

Attention: Jennifer Marshall, Township Clerk

Email: Jennifer.marshall@springwater.ca

Where notice is given by prepaid ordinary mail, it shall be deemed to have been received five (5) days following posting; however, where notice has been given personally or by email, it shall be deemed to have been received immediately upon delivery. Either party may change its address by giving notice of such change in accordance with the foregoing.

13. Dispute Resolution

13.1 If a dispute arises with respect to any interpretation of this Agreement, the matter in dispute may be referred for resolution through mediation. The mediator shall be agreed upon by all parties. Before resorting to any of the formal dispute resolution mechanisms in

this Agreement, the staff of the municipalities and/or designated members of the municipalities' Councils shall first meet with one another to attempt to resolve any differences through informal means. Despite the foregoing, either party may invoke the formal resolution mechanisms if either it or the other party is unwilling to engage in such informal means of dispute resolution.

13.2 If a mediator cannot be agreed upon by all parties, or the dispute is not resolved through mediation, the matter may be referred to arbitration, to be conducted in accordance with the provisions of the Arbitration Act, 1991, except as provided herein.

13.3 Where a dispute is referred to arbitration under subsection 14.2, the decision of the arbitrator(s) shall be final.

13.4 The costs associated with the mediation or arbitration proceedings shall be shared equally between the parties.

13.5 The parties agree that this Agreement may be enforced by a court of competent jurisdiction.

13.6 The municipalities agree that if either party believes the Minister has failed to implement the parties' restructuring proposal(s) exactly in accordance with this Agreement, whether by failing to include an agreed upon matter, changing a matter agreed upon in this Agreement or by adding a matter or condition not contemplated by this Agreement or the parties, that party shall give written notice to the other parties and the Minister and the municipalities shall, following the dispute resolution provisions set out in section 13, reach an agreement or have the arbitrator determine how that matter should be resolved, or enter into an agreement amending this Agreement (the "Amending Agreement"). Accordingly, the municipalities shall together make a further proposal or proposals to the Minister for a further restructuring order to implement that Amending Agreement. The municipalities agree that they shall continue to follow this process until all parties are satisfied.

14. General

14.1 The parties acknowledge that they are municipal corporations and that their legal names are as set forth in this Agreement.

14.2 The terms and provisions of this Agreement shall be interpreted and applied in compliance with any applicable Provincial legislation, regulations, orders, and directives. In the event of an inconsistency between this Agreement and the provisions of any such Provincial legislation, regulation, order or directive, this Agreement shall be deemed to

have been automatically amended to the minimum extent required to eliminate such inconsistency.

14.3 The invalidity, illegality or unenforceability of any particular provision, article or sub-article in this Agreement shall not affect any other provision of this Agreement, and the balance of this Agreement shall remain valid and in full force and effect notwithstanding any such invalidity, illegality or unenforceability.

14.4 The failure of either party to require performance by the other of any provision of this Agreement shall in no way affect its right thereafter to enforce such provision. Nor shall the waiver or a breach of any provision by either party be taken or be held to be a waiver of any further breach of the same provision or the breach of any other provision of this Agreement.

14.5 In addition to the mechanisms specifically set forth in this Agreement for the implementation of the matters described in this Agreement, the parties shall generally cooperate with one another and perform such further and other actions, share information and give such further and better assurances in relation to this Agreement, as may be reasonably necessary to achieve the objectives of this Agreement.

14.6 Subject to the Municipal Freedom of Information and Protection of Privacy Act, both parties will at all times hold confidential information in strictest confidence as it does its own confidential information.

14.7 The headings in this Agreement are for ease of reference only and are not part of the text of this Agreement.

14.8 Time is of the essence of this Agreement and all parts thereof.

14.9 This Agreement shall be binding upon and shall enure to the benefit of the parties hereto and their successors and assigns.

14.10 List of Schedules

The following Schedules are an integral part of this Agreement:

“A” Map of Annexed Lands

“B” Legal Description of Annexed Lands

“C” Map showing Township and County roads within the Annexed Land to be transferred to the City

“D1” Proposed City Ward Boundaries within Annexed Lands

“D2” Proposed City Ward Boundaries within Annexed Lands effective the day the new Council is organized following the 2026 municipal election.

“E” Proposed reduced Township Ward Boundaries resulting from the Annexation

“F” Map showing the extent of the Forbes Road at Highway 400 Economic Area

“G” Map showing the Little Lake Lands.

14.11 This Agreement constitutes the complete and exclusive statement of the agreement between the parties, and supersedes all proposals, discussions, and all other communications or representations between the parties (whether oral or written), relating to the subject matter of this Agreement.

IN WITNESS WHEREOF this Agreement has been executed by the parties hereto under their respective corporate seals.

THE CORPORATION OF THE CITY OF BARRIE

Per: Alex Nuttall, Mayor

Per:

Wendy Cooke, Clerk

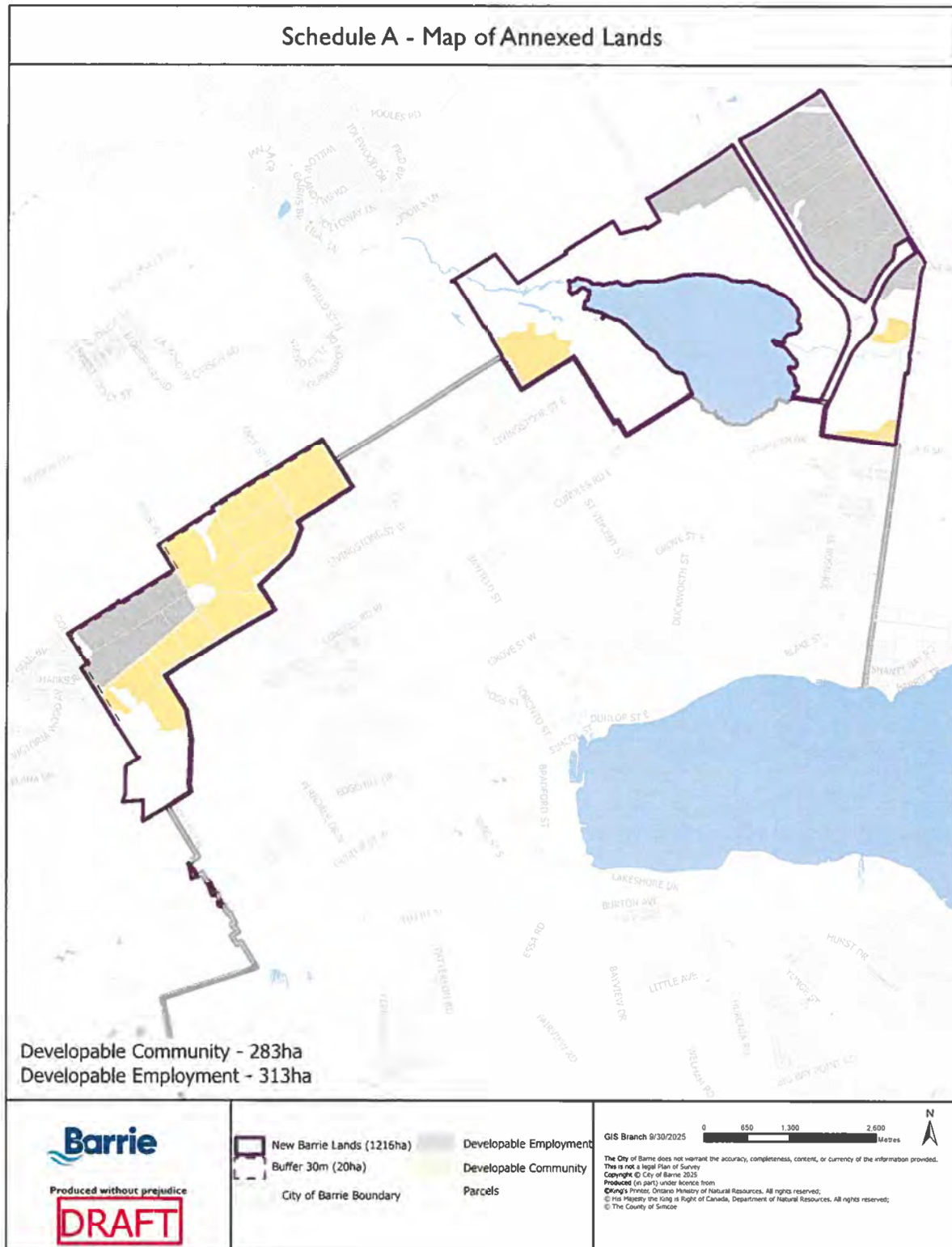
THE CORPORATION OF THE TOWNSHIP OF SPRINGWATER

Per:

Jennifer Coughlin, Mayor

Per: Jennifer Marshall, Township Clerk

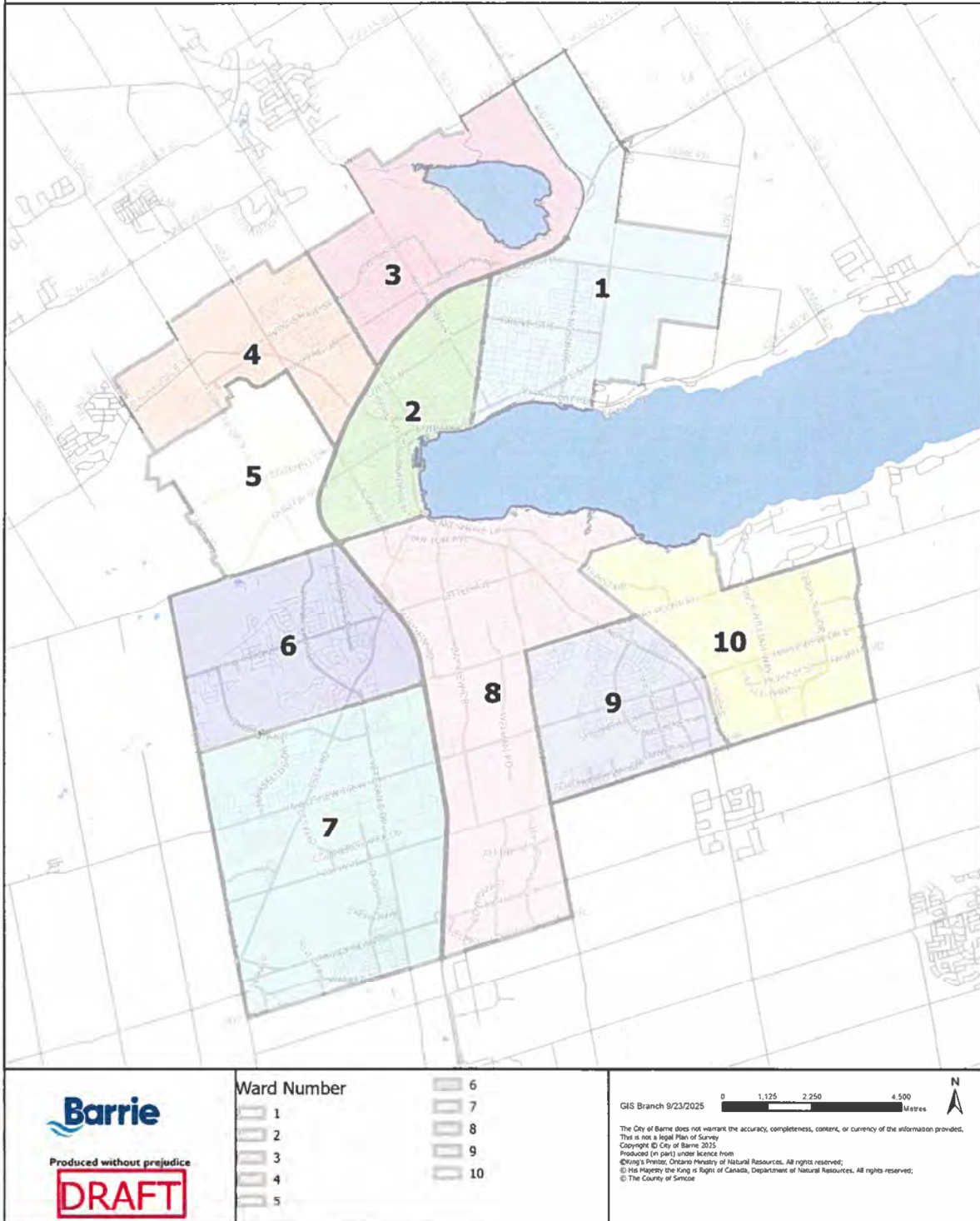
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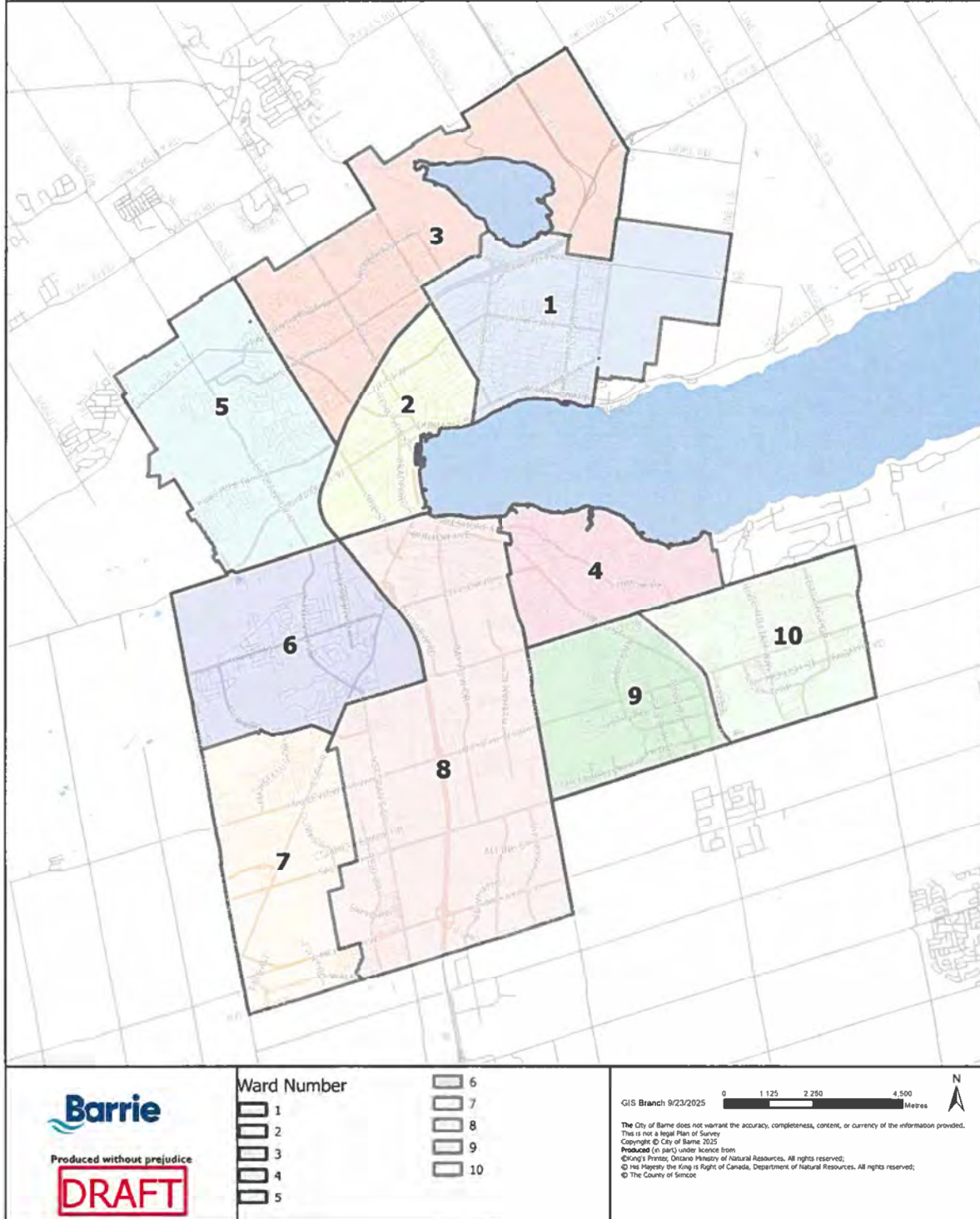
Schedule "B" - Legal Description of Annexed Lands
To be added when available

Draft

Schedule D1 – City Ward Boundaries Including Annexed Lands (Effective January 1, 2026)

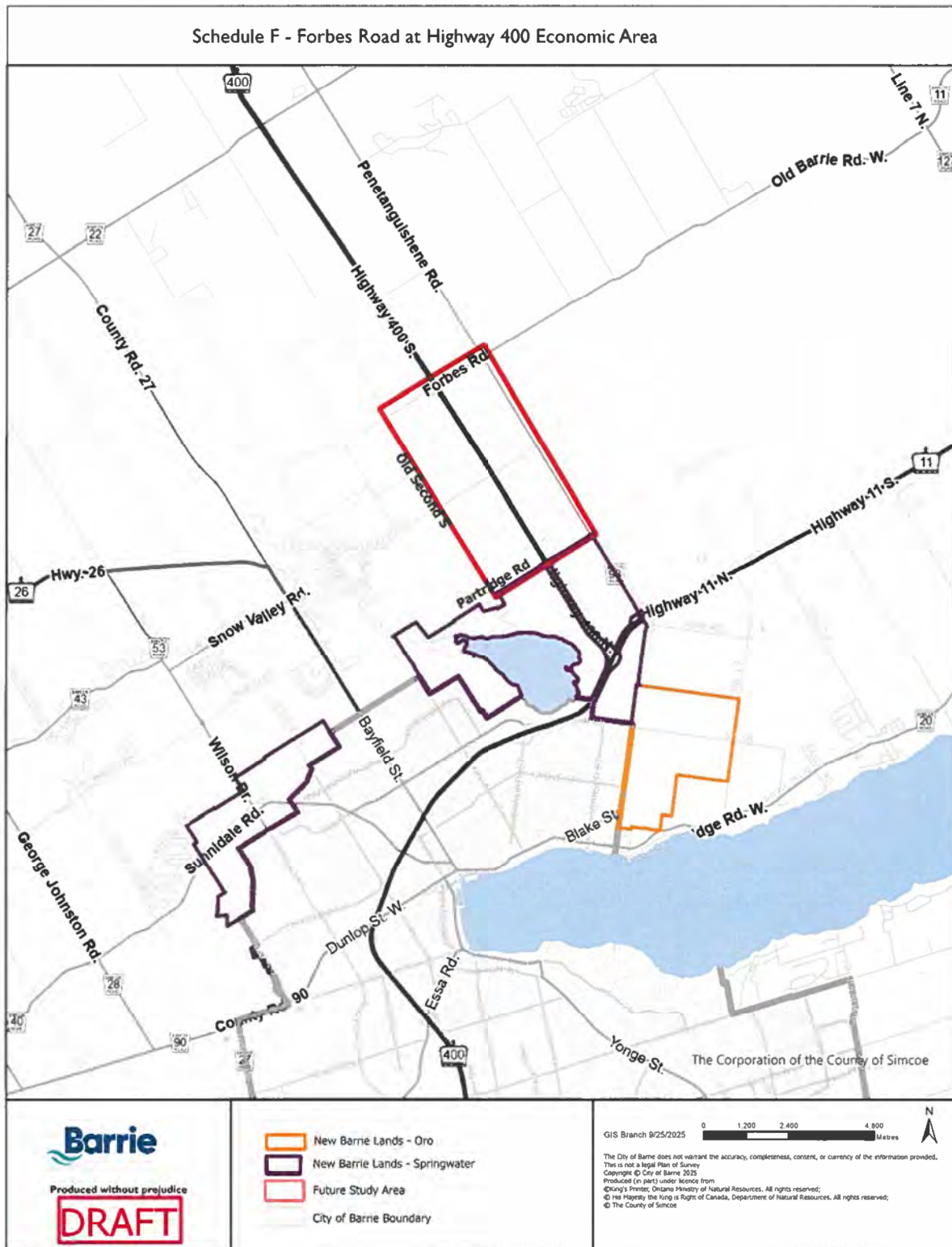


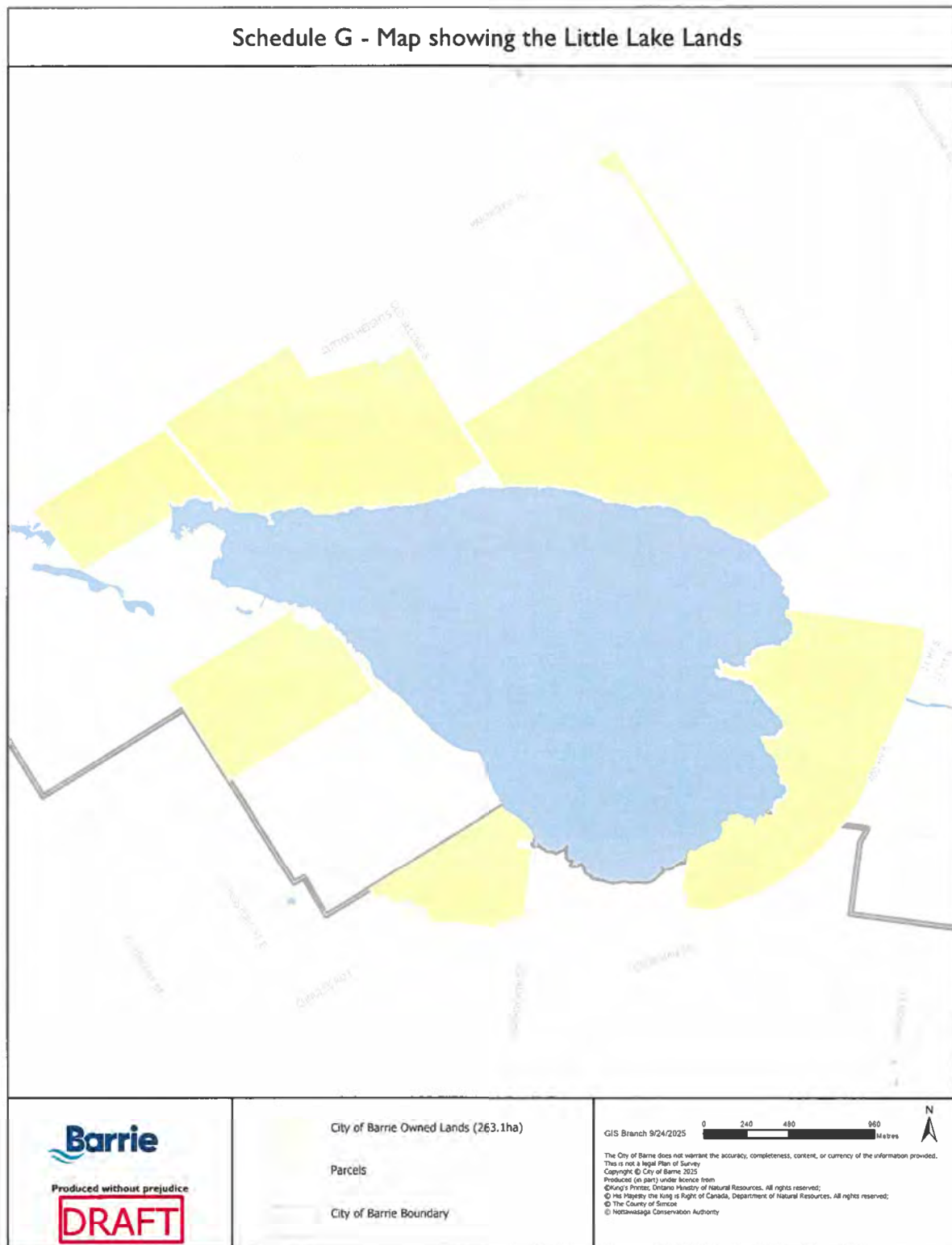
Schedule D2 – City Ward Boundaries Including Annexed Lands
(Effective the day the new Council is organized following the 2026 municipal election)



Schedule "E" Proposed reduced Township Ward
Boundaries resulting from Annexation
To be added when available

Draft





BY-LAW NUMBER 2025-111
SCHEDULE "B"

This Boundary Adjustment Agreement made this day of September 2025

Between:

The Corporation of the City of Barrie ("City")

And

The Corporation of the Township of Oro-Medonte ("Township")

WHEREAS the City of Barrie [hereinafter "the City"], the Township of Oro-Medonte [hereinafter "the Township"], the Township of Springwater and the County of Simcoe have engaged in discussions in response to a proposal by the City to expand its Municipal Boundaries.

WHEREAS to support the City's effort, the Minister of Municipal Affairs and Housing has tasked the Office of the Provincial Land and Development Facilitator to assist with discussions, to ensure alignment with Provincial priorities, including the creation of housing and employment opportunities, intended to develop mutually acceptable growth management solutions across jurisdictions within the defined study area identified in the proposal.

WHEREAS the land needs assessment to determine the planning merits, stakeholder engagement process and timeline to finalize boundary adjustments agreements between the parties has been directed through the Provincial Land Development Facilitation process.

WHEREAS Hemson Consulting, RV Anderson, and North South Consulting have completed a review of the City's residential and employment land needs and determined that Barrie requires five hundred (500) hectares of community lands to meet its forecasted land needs to 2051 and three hundred (300) hectares of employment lands to 2061.

WHEREAS three (3) options were reviewed to determine the best option for managing growth in the region.

WHEREAS it has been determined through the review process that the suggested option is to transfer land from the Township to the City to facilitate the identified community growth.

WHEREAS the City and the Township have entered into this Agreement for the transfer of land located in the Township to the City by way of a restructuring proposal pursuant to sections 172 and 173 of the Municipal Act, 2001. S.O. 2001, Chapter 25 (the "Act"); and

WHEREAS a description of the lands to be annexed pursuant to this Agreement is attached as Schedule "A" to this Agreement; and

WHEREAS, notwithstanding the value that this Agreement conveys to the Municipalities, this document sets out the terms under which the City, the Township and the County (collectively the "municipalities") shall request that a restructuring order be issued, pursuant to which, certain lands within the jurisdiction of the Township shall be annexed to the geographical area of the City, and to agree upon compensation and other matters respecting the restructuring.

NOW THEREFORE in consideration of the mutual covenants and the terms and conditions contained herein and other good and valuable consideration, the receipt and sufficiency of which is hereby irrevocably acknowledged, the parties hereto agree as follows:

1. Effective Date and Implementation

1.1 The City and the Township have entered into this Agreement in order to set forth the terms under which they shall request that a Restructuring Order be issued, pursuant to which certain lands currently within the jurisdiction of the Township shall be annexed to the geographical area of the City, and to agree upon other matters respecting the development and growth of the two municipalities and surrounding region.

1.2 This Agreement, deemed to constitute a restructuring proposal, will be submitted to the Minister of Municipal Affairs and Housing ("the Minister") for implementation effective January 1, 2026 or such other date that the Minister's Restructuring Order provides for the subject lands to become annexed to the geographic area of the City ("the effective date"). The Minister is authorized by the municipalities to implement the provisions of this Agreement that the Minister has authority to implement. The municipalities agree that all of the provisions of the Agreement are binding upon them, whether contained in the Minister's Order, or otherwise.

1.3 This Agreement is conditional upon the approval of the City and Township councils, and then the issuance of an Order by the Minister of Municipal Affairs and Housing

implementing the restructuring proposal submitted by the parties and set out in this Agreement.

2. Definitions

In this Agreement:

“Annexed Lands” means approximately XX properties, within the geographical area depicted on the map in Schedule “A”.

“Buffer Lands” means that portion of the Annexed Lands identified in Schedule “A” which the parties agree will not be developed at any time in the future and that are intended to create a buffer in the form of a park between the development occurring in the City and the north edge of the Baycrest Drive subdivision located in the Township lands. The Buffer Lands will be designated as parkland through the City’s Official Plan.

“County” means the Corporation of the County of Simcoe.

“Community Use” and “Community Use Areas” means uses centred around housing and institutional uses and the supporting infrastructure, services, and local retail employment necessary to sustain residential communities. Community Areas include both delineated built-up areas and designated greenfield areas as set out in Barrie’s official plan. Examples of Community Use Areas are set out in section 2.6 of the City’s current Official Plan as Neighbourhood Area, Community Hub, and Commercial District permitted uses, referred as Schedule “F”.

“Developable Land” means that portion of the Annexed Lands identified in Schedule “A” which the parties agree may be developed for Community Use purposes.

“Direct Costs” means legal and other consultant fees, plus a traceable proportion of Township staff time incurred and directly attributed to the work the Township may be required to undertake between the time this Agreement is executed and December 31, 2025 for purposes meeting the requirements of the Agreement and any related statutory obligations.

“Effective Date” means January 1, 2026.

“Employment Use” and “Employment Area” means areas where employment-related activities, such as business parks and industrial areas are permitted as defined in the Official Plans of the City and County of Simcoe.

“Minister” means the Minister of Municipal Affairs and Housing.

“Restructuring Order” means the restructuring order to be requested by the parties pursuant to the provisions of the Municipal Act, 2001 to implement the matters set forth in this Agreement.

“Non-Developable Lands” means that portion of the Annexed Lands identified in Schedule “A” which the parties agree will be protected from development by law or policy and has been identified through the Hemson Land Needs Assessment as having high and moderate development constraints.

3. Annexed Lands

3.1 The map describing the Annexed Lands is provided in Schedule “A” to this Agreement which Schedule is an integral part of this Agreement.

3.2 Schedule “A” outlines the total area of the Annexed Land and describes the lands the parties agree consist of the Developable Lands, the Buffer Lands and the Non-Developable Lands.

3.3 The legal description of the Annexed Lands is pending as of the date of this Agreement but is to be completed and agreed upon by the parties’ solicitors and submitted to the Minister without further approval by the Council of either party for inclusion within the proposed Restructuring Order of the Minister. It shall become Schedule “B”.

3.4 Schedule “C” is a map showing the existing Township and County roads and within the Annexed Lands that will be transferred to the City.

3.5 Schedule “D1” is a map showing the proposed ward boundaries of the City resulting from the transfer of the Annexed Lands, and to be confirmed in the Restructuring Order as of the Effective Date.

3.6 Schedule “D2” is a map showing the proposed ward boundaries of the City resulting from the transfer of the Annexed Lands effective the day the new Council is organized following the 2026 municipal election, and to be confirmed in the Restructuring Order as of the Effective Date.

3.7 Schedule “E” is a map showing the proposed ward boundaries of the Township and County resulting from the transfer of the Annexed Lands, and to be confirmed in the Restructuring Order as of the Effective Date.

3.8 Schedule "F" is a map showing the extent of the Forbes Road at Highway 400 Economic Area referred to in Section 5.1 (a).

3.9 Schedule "G" is an Excerpt from City's Official Plan Regarding Community Uses.

4. Purpose and Objectives

4.1 The parties agree that it is within their mutual interests to negotiate the boundary adjustment of the Annexed Lands from the Township to the City in order to support the City's residential and economic growth needs and the County and Townships' future regional employment needs.

4.2 The parties also recognize the benefits of working together to support environmental sustainability and economic development in the Township, Township of Springwater, County, and City as supported by this Agreement.

4.3 The parties agree that this agreement is intended to address the following three priority objectives:

- a) to enable the long-term preservation and public use of environmentally sensitive lands, particularly along the eastern edge of the Annexed Lands, which will be dedicated to the City through the development process, and protected as part of the City's natural heritage system;
- b) to ensure sufficient lands are available for residential growth and provide timely and cost-effective municipal service delivery for potential development within the Annexed lands with priority to lands that have been previously considered for Ministerial Zoning Orders; and
- c) to advocate for Provincial and other investment in the delineation and servicing of lands within the Townships and the City that will create employment opportunities for the residents of the Township of Oro-Medonte, Township of Springwater and the County of Simcoe.

4.4 The parties recognize that the Annexed Lands contain priority development areas, that have been the subject of previous MZO applications and will bring much needed seniors related housing and supports to the region.

4.5 The City will continue the work commenced by the Township and work with the landowners and the Province as necessary to advance approvals for development of the site known as the McLean lands, recognizing that an application for development has previously been the subject of an MZO request. The parties acknowledge that they cannot

fetter the City's discretion in the event the proposals are revised. All City development-related approvals, fees and charges will apply following approval of an MZO.

5. Collaboration Amongst City, County, Township and Province of Ontario

5.1 The parties to this Agreement shall collaborate with the County, Township of Springwater, and the Province of Ontario to secure financial and other investment in the broader region to support the creation of economic opportunity and employment. Specifically, the parties will prepare a joint request to seek investment in three (3) uniquely located opportunity areas for employment expansion immediately, in particular:

- (a) Forbes Road at Highway 400 (expansion to the Midhurst Settlement Area) identified in the attached map as Schedule F.
- (b) Lands around the Lake Simcoe Regional Airport (specifically an airside development area that would complement the future employment lands along Highway 400 for larger employment areas). The proposed collaboration would also include other initiatives related to the growth of the Lake Simcoe Regional Airport such as the Highway 11 and CR 127 interchanges, hydro upgrades, and other needed infrastructure to stimulate economic development.
- (c) Highway 400/Horseshoe Valley Road (lands southwest of Craighurst). The parties will explore this area as a priority location for the development of employment uses.

5.2 The parties will work together and include Springwater and Simcoe County, to create a Joint Economic Development Strategic Working Group to support coordinated growth strategies and investments for the benefit of each participant. The terms of reference for this working group will be established within Twelve (12) months of the issuance of the Restructuring Order and shall consider mechanisms to jointly fund the work.

5.3 As of the Effective Date, the City will be responsible for providing all services currently provided by the Township and the County, including but not limited to road maintenance, garbage collection, police and emergency fire services to the Annexed Lands, and except for those services the County currently provides for the City as well as the Township, including long-term care, social services and social housing. The City shall assume the cost of providing ongoing County services related to the Annexed Lands, after

the Effective Date. The City will work with the County and Township to ensure a seamless transfer of responsibilities.

5.4 The parties mutually affirm their commitment to maintaining the adjusted boundaries of the Municipalities, recognizing the stability and continuity this provides for the community while ensuring a consistent framework for long-term planning and development.

5.5 The Chief Administrative Officer (CAO) of each municipality shall designate a lead contact for transition related matters and parties will work together to identify opportunities to work together to transition governance, communications and municipal service delivery to ensure transition happens in the most cost-effective and efficient manner. Collaboration and information-sharing meetings will occur quarterly unless determined by the parties that they are needed more frequently, and the County will be invited to participate in meetings where matters related to the transfer of roads or County interests are discussed.

6. Compensation

6.1 Whereas the parties acknowledge that the current assessment value of properties within the Annexed Lands results in annual tax revenue of approximately \$xx the parties agree upon the following terms and conditions set out in this Article for compensation.

6.2 The City shall pay the Township compensation based on Fifteen Thousand Dollars (\$15,000) per developable acre of Annexed Land less the area of the Township property, which shall be the full extent of compensation that the Township is entitled to in respect of the Annexed Lands.

6.3 Payment shall be made as a lump sum on January 1, 2026.

6.4 The City acknowledges the Township's ownership of the parcel known municipally as 239 Penetanguishene Road and is willing to consider purchase at market value and at the Township's request in the future, subject to terms agreeable to both parties. Standard commercial assumptions for conducting appraisals will apply. For purposes of this Agreement, the area of this parcel will be included in the calculation to determine compensation per section 6.2, but if sold to the City the developable area compensation will be deducted from the final purchase price.

6.5 The City agrees to be responsible for all direct costs associated with the transfer of the Annexed Lands to the City from the Township, from the date the Township approves

execution of this Agreement until December 31, 2025, including all consultants and legal costs incurred during the relevant timeframe.

6.6 The City shall reimburse the Township for any such costs incurred as described in Subsection 6.5 above, by no later than 60 days of presentation to the City of invoices or proof of payment.

7. Assessment and Tax Collection

7.1 Any increase in the property taxes of the Annexed Lands that occurs solely as a result of this Agreement shall be phased in over twenty (20) years for agricultural land and five (5) years for all other land.

7.2 Notwithstanding subsection 7.1 above, the transitional phase-in provisions for taxation shall no longer apply if:

- (a) there is a change in ownership of the property (except between spouses or in the case of agricultural lands, as between parent and child where the transfer is for the purposes of succession planning). For purposes of this section, "child" means a child born within or outside marriage and includes an adopted child and a person whom a parent has demonstrated a settled intention to treat as a child of his or her family, or
- (b) a change in the use or character of an eligible property or
- (c) a change in its classification under the Assessment Act.

7.3 All real property taxes levied or municipal fees and charges registered on title under any general or special Act and uncollected in the Annexed Lands that are due and unpaid as of the Effective Date shall be deemed on and after the effective date to be taxes, charges and rates due and payable to the Township and to be collected by the City and paid to the Township when collected.

7.4 The Treasurer/Collector of the Township shall prepare and furnish to the Treasurer of the City a special collector's roll for the Annexed Lands showing all arrears of real property taxes or special rates assessed against the lands in the Annexed Lands up to and including the Effective Date and the persons assessed for them.

7.5 On the first day of the month following the month in which the City has received the special collector's roll from the Treasurer/Collector of the Township under subsection 7.4, the City shall pay to the Township an amount equal to all arrears of real property taxes or special rates assessed against the land in the Annexed Lands, which shall include any

arrears subject to a tax sale by the Township, including outstanding penalty and interest charges up to the Effective Date. Any tax arrears acquired by the City from the Township on the special collector's roll in subsection 7.2 which are deemed to be uncollectable and written off by the Treasurer of the City, if agreed to by the Treasurer of the Township, will be deducted from the City's compensation to the Township under article 6 in the following year.

7.6 The City shall have authority to continue with any tax sale procedures that have been initiated by the Township and have not concluded by the Effective Date with the proceeds being directed from the City to the Township.

7.7 For the purpose of the assessment roll to be prepared for the City for taxation in 2026, being the year of annexation, the Annexed Lands shall be deemed to be part of the City and the Annexed Lands shall be assessed on the same basis that the assessment roll for the City is prepared.

7.8 Prior to November 1, 2025, the Clerk of the Township shall prepare and furnish to the Clerk of the City, in respect of the Annexed Lands, a schedule detailing any local improvement charges and/or other charges to facilitate billing of them by the City with payment of these amounts to be forwarded back to the Township to satisfy the original debt incurred.

8. Utilities Transfer

8.1 The City and the Township will work together with Alectra Utilities Corporation (Alectra) to jointly apply to the Ontario Energy Board for approval to align the provision of hydro services by Alectra with the new municipal boundaries.

8.2 The City and the Township will each notify Enbridge Gas (Enbridge) in regard to the transfer of the Annexed Lands and will work together with Enbridge to obtain any regulatory approvals that may be required.

8.3 The City and the Township will work together for any other utility transfers that may be necessary for utility services to follow the new municipal boundaries.

9. Municipal By-laws and Official Plans

9.1 From and after the Effective Date, and subject to the provisions of this Agreement, the by-laws of the City shall apply to the Annexed Lands and the by-laws of the Township shall cease to apply to such areas except,

- (a) By-laws of the Township or County,
 - (i) That were passed under sections 34 or 41 of the Planning Act or a predecessor of those sections; or
 - (ii) That were passed under the Highway Traffic Act or the Municipal Act, 2001, or predecessors of those Acts, that regulate the use of highways by vehicles and/or pedestrians or that regulate the encroachment or projection of buildings, or any portion thereof, upon or over highways;
- (b) By-laws of the Township passed under sections 45, 58, or 61 of the Drainage Act or a predecessor of that Act;
- (c) By-laws of the Township passed under section 10 of the Weed Control Act or predecessors of that section; or
- (d) By-laws conferring rights, privileges, franchises, immunities or exemptions that could not have been lawfully repealed by the Council of the Township;
- (e) Official Plan and Zoning Bylaw provisions as outlined in section 9.7 of this agreement.

9.2 If the Township has commenced procedures to enact a by-law under any Act and that by-law applies to the Annexed Lands and is not in force as of the date of annexation, the Council of the City will determine whether or not to continue the procedures to enact the by-law to the extent that it applies to the Annexed Lands. Nothing in this section shall have the effect of restricting or limiting the jurisdiction of the City in relation to any planning matter that may hereinafter be considered.

9.3 The Official Plan of the Township and/or County, as it applies to any part of the Annexed Lands and approved under the Planning Act, becomes the Official Plan of the City with respect to the Annexed Lands and shall remain in force and effect until repealed or amended to provide otherwise by the Council of the City. Following the Effective Date, the Annexed Lands shall remain subject to the Township's Official Plan and Zoning By-law then in effect until changed by the Council of the City as outlined in section 9.7.

9.4 During the period preceding the Effective Date, the Planning Staff of the Township shall ensure that their City counterparts are fully apprised of any and all development applications and other planning approvals (whether the same are merely anticipated, in pre-consultation or other informal discussions, or if a formal application has been made) affecting the Annexed Lands, with a view to ensuring that any ongoing planning processes may continue without undue delay from and after the Effective Date. Where responsibility to administer the provisions of any development-related agreements entered into by the

Township is transferred to the City, all securities related to ensuring compliance with such agreements will also be transferred to the City.

9.5 The City will comply with applicable Federal Airport Zoning Regulations, the Provincial Planning Statement provisions respecting planning for land development in the vicinity of airports and will discourage incompatible land uses in the vicinity of the Lake Simcoe Regional Airport. The City will take into account proximity to the Lake Simcoe Regional Airport and restrict uses that could impact airport operations through the production of steam or other exhaust, glare, the attraction of birds, the production of electronic signal interference, or any other uses which would impact the long term operation and economic role of the Lake Simcoe Regional Airport shall be prohibited. Any temporary uses that may cause short term negative construction impacts such as the use of cranes and the creation of excessive dust and debris shall be coordinated with Lake Simcoe Regional Airport staff and City staff prior to such a use being commenced or established.

9.6 The City and Township affirm their shared commitment to advancing provincial and federal goals of accelerating housing development, recognizing that the City is particularly well positioned to support and deliver on this objective efficiently and effectively, on the annexed developable Oro-Medonte lands.

9.7 The City agrees that when updating its land use policies and by-laws the Annexed developable Lands will be designated as Community Use Area as defined in this Agreement.

9.8 Except as specifically provided for in this Agreement, nothing of a general nature in this Agreement shall have the effect of restricting or limiting the jurisdiction of the City in relation to any planning matter that may hereinafter be considered.

9.9 From and after the effective date, by-laws of the City passed under the Development Charges Act, 1997, or a predecessor of that Act shall apply in the Annexed Lands until repealed or amended by the Council of the City.

10. Assets, Liabilities, Rights and Obligations

10.1 All real property, including any highway, street, fixtures, easements, or restrictive covenants running with the land of the Township located within the Annexed Lands, shall vest in, and all liabilities associated with this real property shall be assumed by, the City on the Effective Date. All other assets and liabilities of the Township and the County shall remain the assets and liabilities of the Township and the County as the case may be.

10.2 Development charge reserve funds held by the Township and the County that may be for purposes that would benefit the Annexed Lands, shall remain with the Township and County.

10.3 Any liability of the Township or County in respect of:

- (a) Causes of action relating to acts or omissions of the Township or County where such acts or omissions occurred prior to the Effective Date;
- (b) Litigation commenced against the Township or County prior to the Effective Date for the Initial Phase;
- (c) Any obligations or other arrangements of the Township or County under which any promise shall have been made to a third party in exchange for approvals or the inclusion of particular lands within the Annexed Lands;
- (d) Debentures or other similar obligations that bind all of the assets of the Township or County; or
- (e) Debentures or other similar obligations that bind assets of the Township or County including assets of the County within the Annexed Lands, but which are not limited to assets of the Township or County within the Annexed Lands,

shall remain liabilities and obligations of the Township or County respectively.

10.4 To the extent that the Township holds a reserve fund, trust fund or other account ("Funds") of any nature where the funds were specifically collected for and intended to maintain, improve or operate any of the specific assets referenced in subsection 10.1 in whole or in part, a proportionate share shall be transferred to the City on the Effective Date to be used for the benefit of the Annexed Lands.

11. Studies, Plans, Records and Data

11.1 The Township will transfer to the City any studies, plans, records, data, designs or similar material that it has prepared and whether internal or public in nature that relate to in the Annexed Lands, including but not limited to:

- (a) Any condition assessments or inspection records or data of the roads/culverts/other assets, and all GIS data related to same that would have been used in managing those assets, collected by the Township or the County, from a maintenance management system or other.

- (b) Historical and active building permit information.
- (c) Inventory and any data on septic systems, private wells, municipal wells.
- (d) Records related to any Environmental Compliance Approvals within the annexed lands.
- (e) Inventory of registered second suites.
- (f) GIS data/files for addressing parcel fabric.
- (g) History/data on by-law enforcement and/or complaints, and any by-law exemptions that have been provided.
- (h) Municipal drains located in the Annexed Lands that may be the subject of an assessment under the Drainage Act.

11.2 The Township agrees that, after the Effective Date, it will continue to cooperate with the City by providing such supporting information and documentation as is in its possession or under its control that is requested by the City to enable the City to respond to court actions or appeals brought to the Ontario Land Tribunal regarding the Annexed Lands.

11.3 The City shall keep confidential any of the materials and information set out in subsections 11.1 and 11.2 above that the Township states are subject to solicitor client privilege and/or litigation privilege, which privilege may only be waived with the express consent of the Township, acting reasonably.

12. Notice

12.1 Any notices required or permitted to be given pursuant to this Agreement shall be given to the City Clerk and the Clerk of the Township respectively, to be delivered by email, personally or by prepaid ordinary mail, as follows: [NTD-please confirm if Clerk to receive notice]

In the case of the City,
City Hall, 70 Collier Street
Barrie, Ontario
L4M 4T5
Attention: City Clerk

Email: Cityclerks@barrie.ca

and

In the case of the Township,

Township of Oro-Medonte

148 Line 7 South

Oro-Medonte, Ontario

L0L 2E0

Attention: Clerk

Email: xxxxx

Where notice is given by prepaid ordinary mail, it shall be deemed to have been received five (5) days following posting; however, where notice has been given personally or by email, it shall be deemed to have been received immediately upon delivery. Either party may change its address by giving notice of such change in accordance with the foregoing.

13. Dispute Resolution

13.1 If a dispute arises with respect to any interpretation of this Agreement, the matter in dispute may be referred for resolution through mediation. The mediator shall be agreed upon by all parties. Before resorting to any of the formal dispute resolution mechanisms in this Agreement, the staff of the municipalities and/or designated members of the municipalities' Councils shall first meet with one another to attempt to resolve any differences through informal means. Despite the foregoing, either party may invoke the formal resolution mechanisms if either it or the other party is unwilling to engage in such informal means of dispute resolution.

13.2 If a mediator cannot be agreed upon by all parties, or the dispute is not resolved through mediation, the matter may be referred to arbitration, to be conducted in accordance with the provisions of the Arbitration Act, 1991, except as provided herein.

13.3 Where a dispute is referred to arbitration under subsection (13.2) the decision of the arbitrator(s) shall be final.

13.4 The costs associated with the mediation or arbitration proceedings shall be shared equally between the parties.

13.5 The parties agree that this Agreement may be enforced by a court of competent jurisdiction.

13.6 The municipalities agree that if either party believes the Minister has failed to implement the parties' restructuring proposal(s) exactly in accordance with this Agreement, whether by failing to include an agreed upon matter, changing a matter agreed upon in this Agreement or by adding a matter or condition not contemplated by this Agreement or the parties, that party shall give written notice to the other parties and the Minister and the municipalities shall, following the dispute resolution provisions set out in section 13, reach an agreement or have the arbitrator determine how that matter should be resolved, or enter into an agreement amending this Agreement (the "Amending Agreement"). Accordingly, the municipalities shall together make a further proposal or proposals to the Minister for a further restructuring order to implement that Amending Agreement. The municipalities agree that they shall continue to follow this process until all parties are satisfied.

14. General

14.1 The parties acknowledge that they are municipal corporations and that their legal names are as set forth in this Agreement.

14.2 The terms and provisions of this Agreement shall be interpreted and applied in compliance with any applicable Provincial legislation, regulations, orders, and directives. In the event of an inconsistency between this Agreement and the provisions of any such Provincial legislation, regulation, order or directive, this Agreement shall be deemed to have been automatically amended to the minimum extent required to eliminate such inconsistency.

14.3 The invalidity, illegality or unenforceability of any particular provision, article or sub-article in this Agreement shall not affect any other provision of this Agreement, and the balance of this Agreement shall remain valid and in full force and effect notwithstanding any such invalidity, illegality or unenforceability.

14.4 The failure of either party to require performance by the other of any provision of this Agreement shall in no way affect its right thereafter to enforce such provision. Nor shall the waiver or a breach of any provision by either party be taken or be held to be a waiver of any further breach of the same provision or the breach of any other provision of this Agreement.

14.5 In addition to the mechanisms specifically set forth in this Agreement for the implementation of the matters described in this Agreement, the parties shall generally cooperate with one another and perform such further and other actions, share information and give such further and better assurances in relation to this Agreement, as may be reasonably necessary to achieve the objectives of this Agreement.

14.6 Subject to the Municipal Freedom of Information and Protection of Privacy Act, both parties will at all times hold confidential information in strictest confidence as it does its own confidential information.

14.7 The headings in this Agreement are for ease of reference only and are not part of the text of this Agreement.

14.8 Time is of the essence of this Agreement and all parts thereof.

14.9 This Agreement shall be binding upon and shall enure to the benefit of the parties hereto and their successors and assigns.

14.10 List of Schedules.

The following Schedules are an integral part of this Agreement:

“A” Map of Annexed Lands.

“B” Legal Description of Annexed Lands.

“C” Map showing Township and County roads within the Annexed Land to be transferred to the City.

“D1” Proposed City Ward Boundaries within Annexed Lands

“D2” Proposed City Ward Boundaries within Annexed Lands effective the day the new Council is organized following the 2026 municipal election.

“E” Proposed reduced Township Ward Boundaries resulting from the Annexation.

“F” Map showing the extent of the Forbes Road at Highway 400 Economic Area

“G” Excerpt from City’s Official Plan Regarding Community Uses.

14.11 This Agreement constitutes the complete and exclusive statement of the Agreement between the parties, and supersedes all proposals, discussions, and all other communications or representations between the parties (whether oral or written), relating to the subject matter of this Agreement.

IN WITNESS WHEREOF this Agreement has been executed by the parties hereto under their respective corporate seals.

THE CORPORATION OF THE CITY OF BARRIE

Per: Alex Nuttall, Mayor

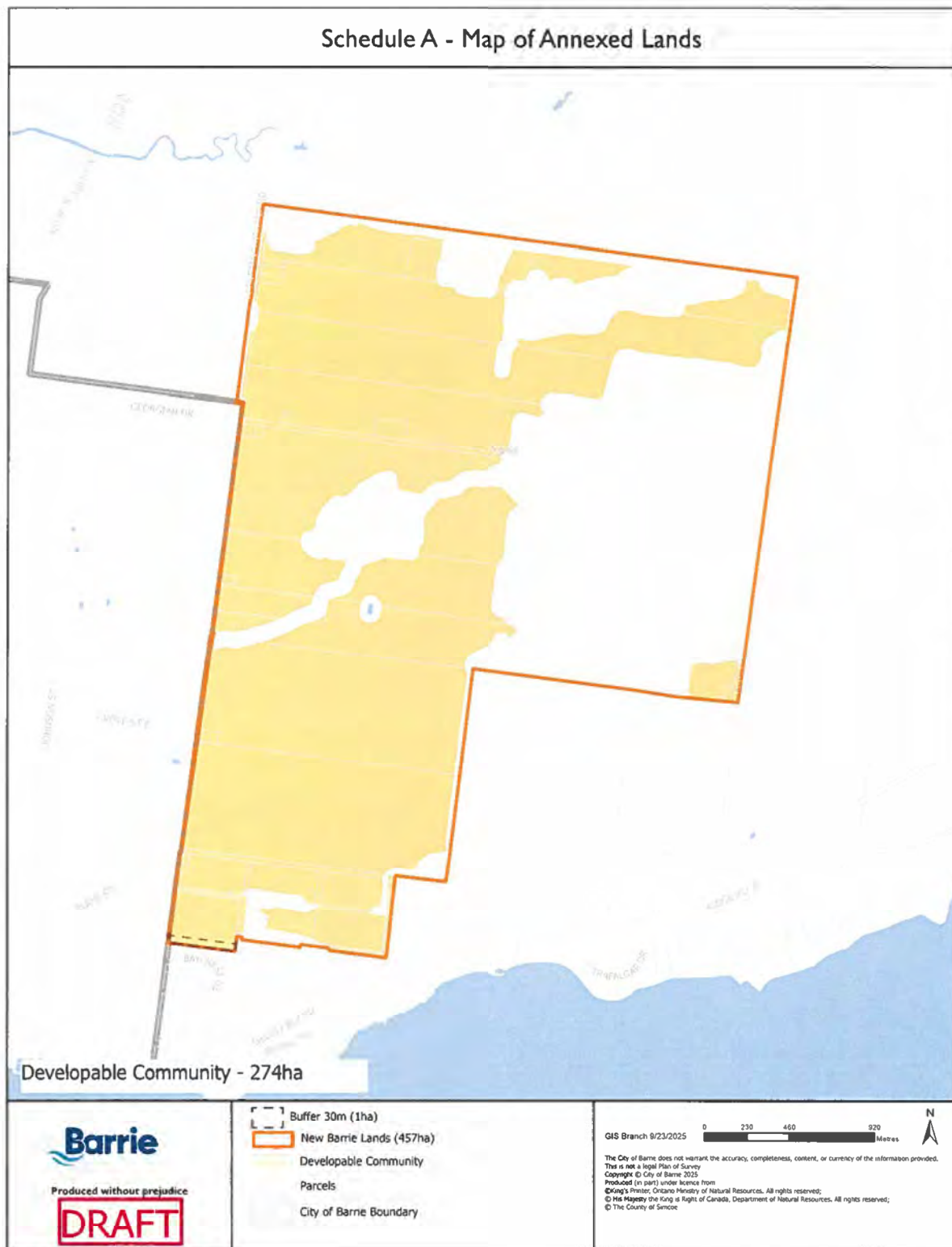
Per:

Wendy Cooke, Clerk

THE CORPORATION OF THE TOWNSHIP OF ORO-MEDONTE

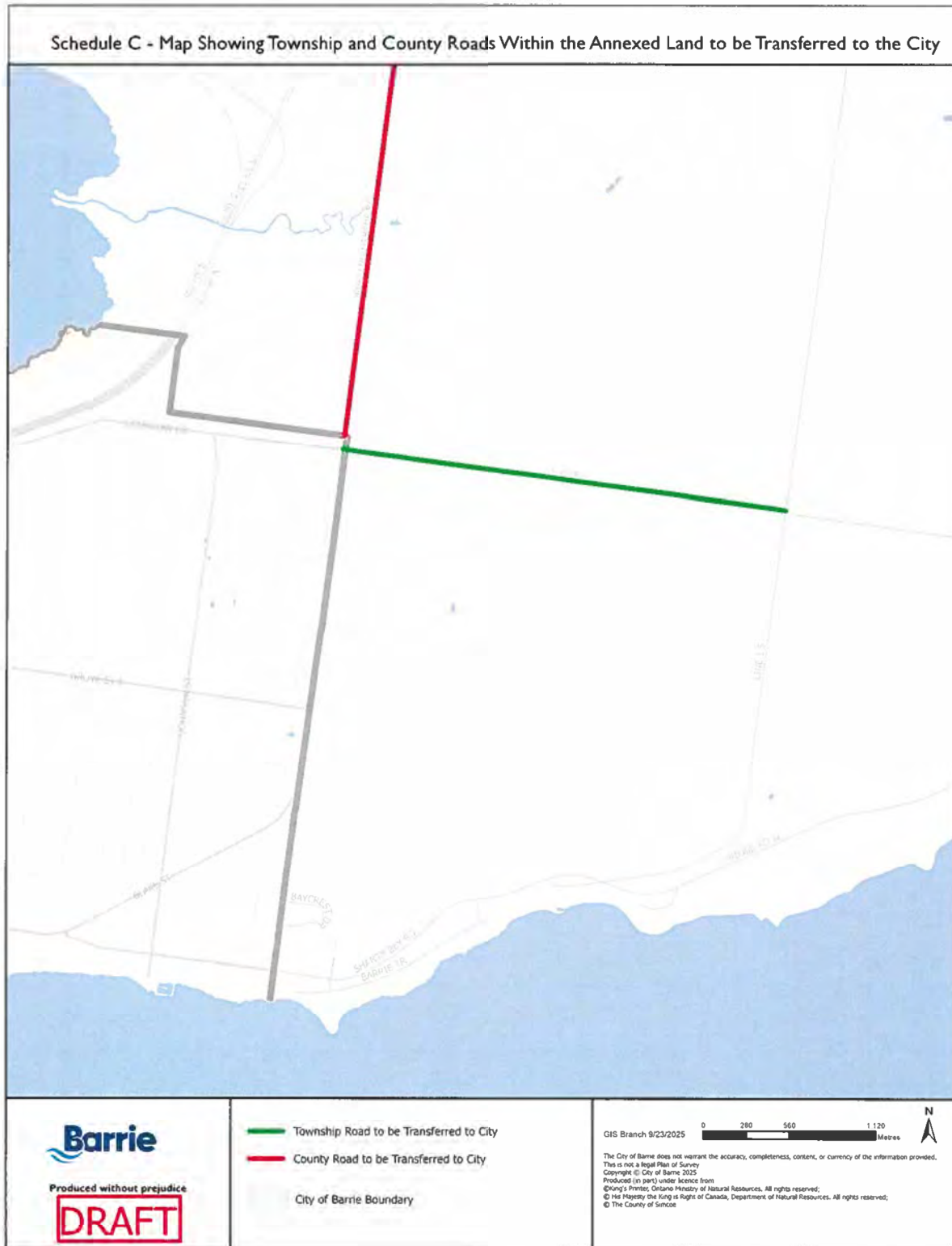
Per: Randy Greenlaw, Mayor

Per: Yvonne Aubichon, Clerk

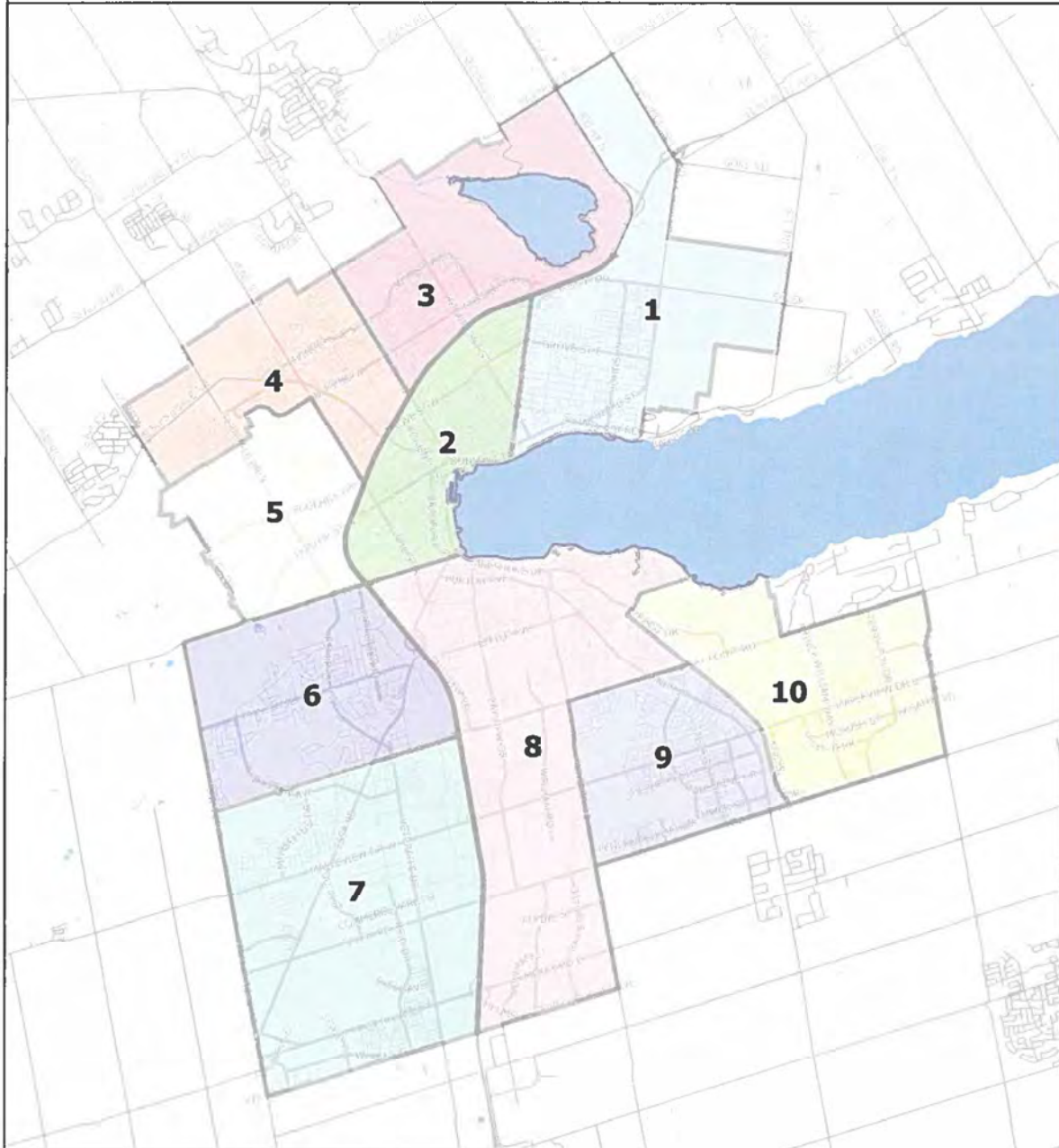


Schedule "B" Legal Description of Annexed Lands
To be added when available

DRAFT



Schedule D1 – City Ward Boundaries Including Annexed Lands (Effective January 1, 2026)



Barrie

Produced without prejudice

DRAFT

Ward Number

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2
3
4
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6
7
8
9
10

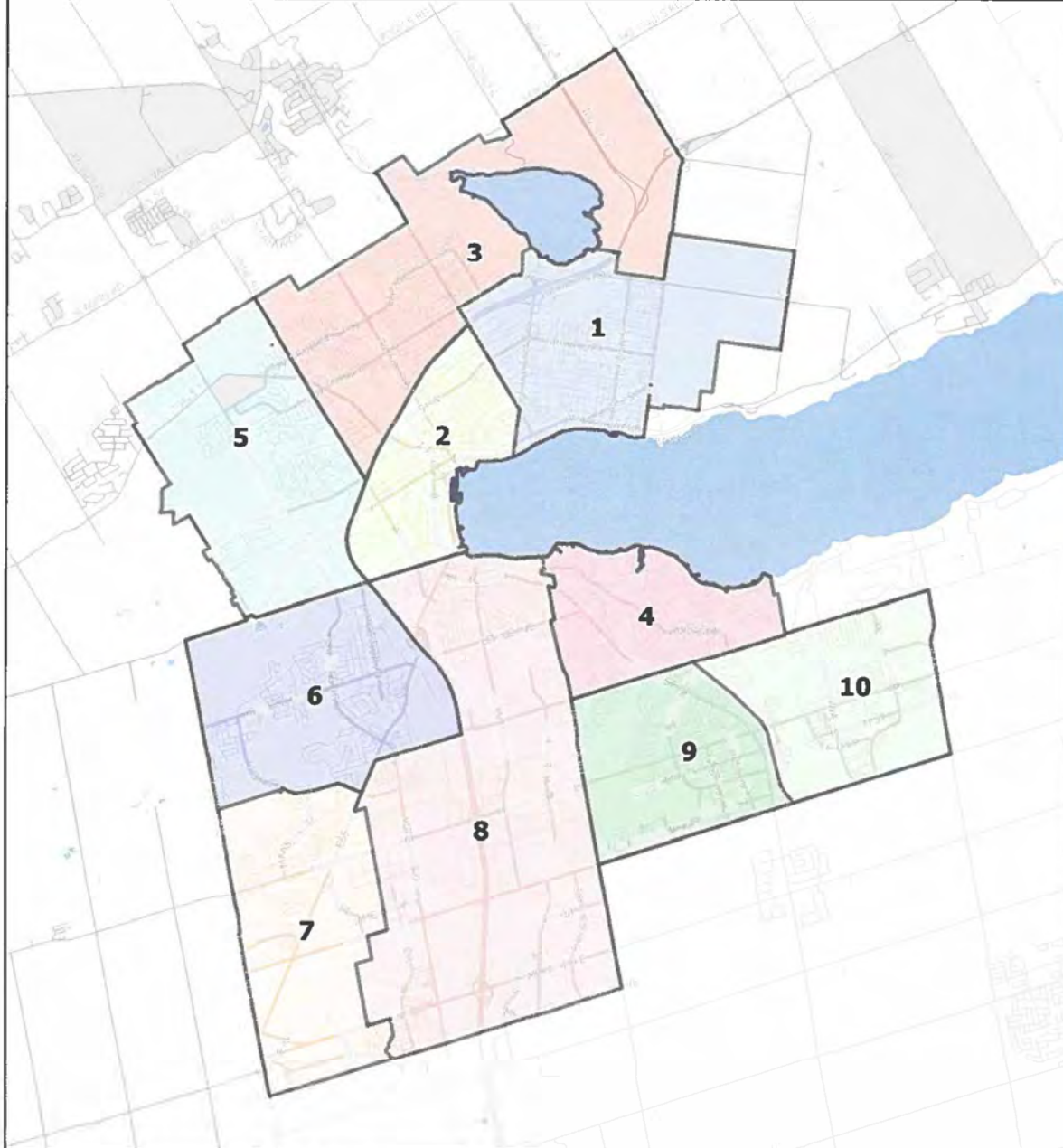
GIS Branch 9/23/2025

0 1,125 2,250 4,500 Metres



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Schedule D2 – City Ward Boundaries Including Annexed Lands
(Effective the day the new Council is organized following the 2026 municipal election)



Barrie

Produced without prejudice

DRAFT

Ward Number

- 1
- 2
- 3
- 4
- 5

- 6
- 7
- 8
- 9
- 10

GIS Branch 9/23/2025

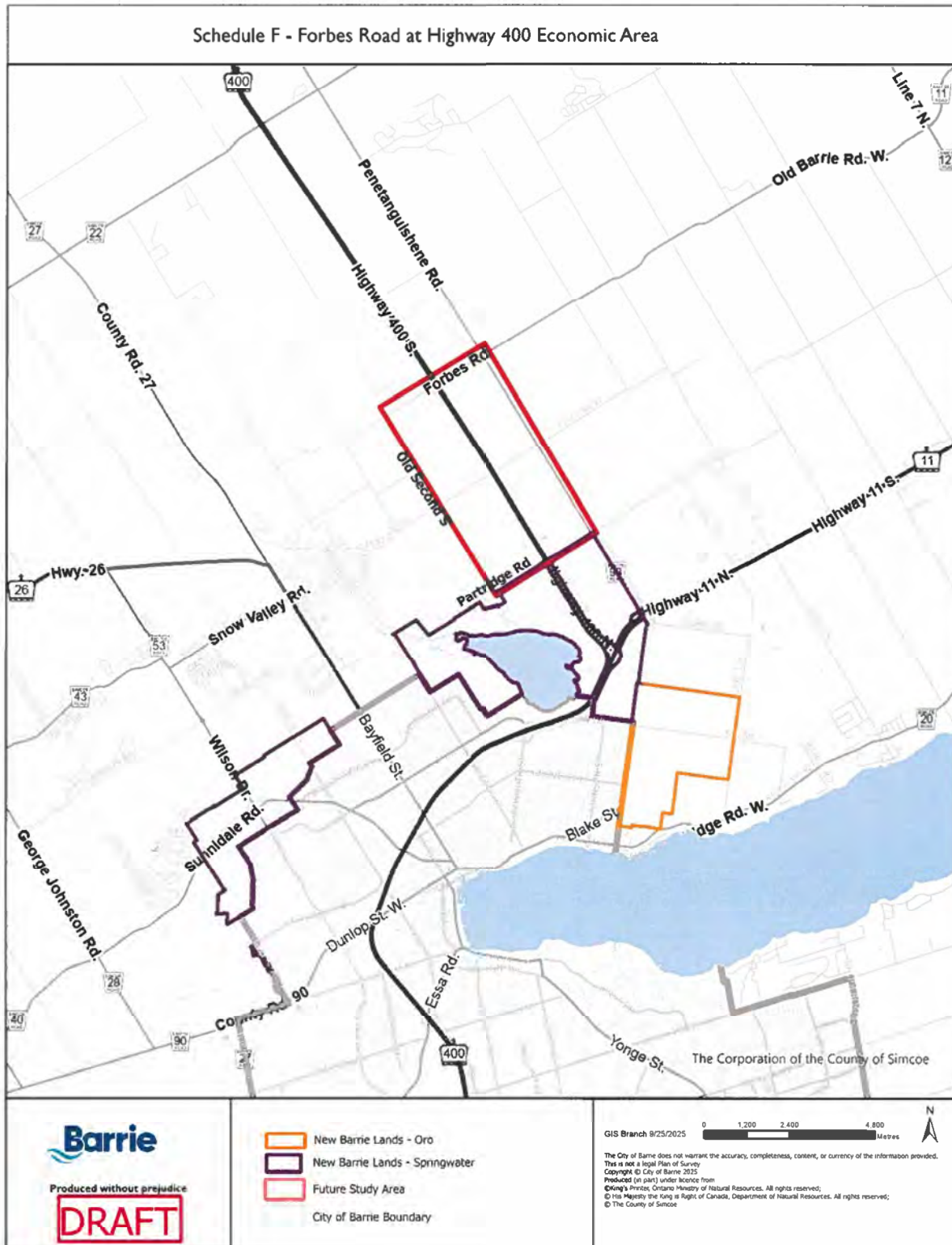
0 1,125 2,250 4,500 Metres



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Schedule "E" Proposed reduced Township Ward Boundaries resulting from the Annexation
To be added when available

DRAFT



Schedule “G” Excerpt from City’s Official Plan Regarding Community Use

2.6.1 Neighbourhood Area

The purpose of the Neighbourhood Area designation is to recognize new and existing neighbourhoods and communities. Development on lands designated Neighbourhood Area on Map 2 is subject to the following policies, and any other applicable policies of this Plan.

2.6.1.1 Permitted Uses

The following uses shall be permitted in areas designated as Neighbourhood Area:

- a) Residential;
- b) *Home occupation*;
- c) Parks and other open space areas;
- d) Assisted living, long-term care homes, and other co-housing opportunities;
- e) *Supportive housing*;
- f) *Public service facilities*;
- g) *Community facilities*;
- h) Commercial, including small scale office, provided the use is located on a collector or arterial street as indicated on Map 4b; and,
- i) Retail provided the use is located on a collector or arterial street as indicated on Map 4b.

2.6.4 Community Hub

Lands designated Community Hub are planned to meet the needs of the community through an anchor community-oriented land use with complementary or ancillary uses that offer diverse activities/amenities.

Development on lands designated Community Hub on Map 2 is subject to the following policies, and any other applicable policies of this Plan.

2.6.4.1 Permitted Uses

A range of uses shall be permitted in areas designated as Community Hub, such as:

- a) *Public service facilities;*
- b) *Community facilities;*
- c) Major institutional;
- d) Office (including *major office*);
- e) Health services;
- f) Mobility hubs (e.g., GO stations, transit hubs, carpool lots);
- g) Assisted living, long-term care homes, and other co-housing opportunities;
- h) *Supportive housing;*
- i) Parks and other open space areas;
- j) Commercial as part of a mixed-use development;
- k) Retail as part of a mixed-use development;
- l) Farmers market and pop-up retail market; and,
- m) Residential (not related to an institutional-type use).

2.6.5 **Commercial District**

Development on lands designated Commercial District on Map 2 is subject to the following policies, and any other applicable policies of this Plan.

2.6.5.1 **Permitted Uses**

The following uses shall be permitted in areas designated as Commercial District:

- a) Retail (including *major retail*);
- b) Commercial;
- c) Office (including *major office*);
- d) *Community facilities;*
- e) *Public service facilities;*
- f) Institutional;
- g) Health services;

- h) Mobility hubs (e.g. GO stations, transit hubs, carpool lots);
- i) Assisted living, long-term care homes, and other co-housing opportunities as part of a mixed-use development containing retail or commercial uses;
- j) *Supportive housing* as part of a mixed-use development containing retail or commercial uses;
- k) Parks and other open space areas;
- l) Hospitality and tourism;
- m) Residential as part of a mixed-use development containing retail or commercial uses; and,
- n) Farmers market and pop-up retail market.

**BY-LAW NUMBER 2025-111
SCHEDULE "C"**

CITY HALL
70 COLLIER STREET
TEL. (705) 792-7900
FAX. (705) 739-4265

P.O. BOX 400
BARRIE, ONTARIO
L4M 4T5
www.barrie.ca



THE CORPORATION OF THE CITY OF BARRIE
Mayor's Office

September 29th, 2025

Confidential and without prejudice

Re: City of Barrie Boundary Adjustment Letter of Commitment

Warden Clarke,

As a party to the ongoing facilitated process led by the Office of the Provincial Land and Development Facilitator you are aware that the City of Barrie has been in negotiations to finalize a restructuring proposal under sections 172 and 173 of the Municipal Act, 2001 with the Townships of Springwater and Oro-Medonte. The negotiations include determination of the exact lands to be annexed into the City and the terms of compensation. Those agreements include provisions that recognize the role of the County as well as the Townships, and the City's commitments to the County in this regard.

The restructuring proposal will not significantly alter the County's relationship with the City however, there will be an impact on certain services, primarily waste collection and County roads within the proposed annexed lands. Through transfer of County roads to the City as a result of the proposed annexation, the County will be relieved of the ongoing responsibilities of owning, operating and maintaining these roads. Additionally, the burden of waste collection will be removed from the County for all properties within the lands proposed to be annexed from both Springwater and Oro-Medonte.

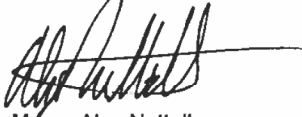
The cross-border servicing that the City will provide in Springwater will ensure that development of the Block 5 lands happens sooner than would otherwise be possible. The City understands that once serviced, the two MZO requests alone will generate a combined \$6.6 million in tax levy for the County (apprx \$2.6 million) and Township (apprx \$4 million).

A key focus of the compensation proposals are measures to ensure that the City, the County and the Townships of Springwater and Oro-Medonte continue to grow their economic strength. There is consensus that by working together to support economic development across the region, all parties will benefit. To make this happen, all four municipalities need to collaborate and the establishment of an Economic Development Strategic Working Group to support economic development opportunities across the region is a tool to accomplish this.

Thank you for your input at the plenary session we recently participated in that was facilitated by the Office of the Provincial Land and Development Facilitator. Following that discussion, this letter serves to commit the City to compensation directly to the County in addition to what will be paid to the Townships. The City commits to partner with the County and invest \$5,000,000 to be used

towards a project that will drive economic development. This financial offer is conditional upon the County and City agreeing on a project that will receive the investment, and most importantly, like the proposals submitted to each of the Townships, is conditional on the issuance of a Restructuring Order by the Minister of Municipal Affairs and Housing effective January 1, 2026. Thank you for your consideration of the proposed terms and I look forward to continuing our collaborative efforts.

Sincerely,

A handwritten signature in black ink, appearing to read 'Alex Nuttall', with a long horizontal line extending to the right.

Mayor Alex Nuttall

Kind regards,