



## DEVELOPMENT SERVICES DEPARTMENT MEMORANDUM

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**TO: MAYOR J. LEHMAN AND MEMBERS OF PLANNING COMMITTEE**

**FROM: M. BANFIELD, RPP, DIRECTOR OF DEVELOPMENT SERVICES**

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

**M. PROWSE, CHIEF ADMINISTRATIVE OFFICER**

**RE: PUBLIC MEETING FOR DRAFT NEW OFFICIAL PLAN FOR THE CITY OF BARRIE**

**DATE: JUNE 2, 2021**

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The purpose of this memorandum is to advise members of Planning Committee of the statutory requirements, in accordance with the *Planning Act*, R.S.O. 1990, as amended, for an Open House and Public Planning Meeting to support the new Official Plan for the City of Barrie.

On Thursday, May 6, 2021, the second draft of the Official Plan was released for public comment, and an official notice was issued for both the statutory Open House and Public Meeting. The Open House was scheduled for May 19, 2021 and the Public Meeting is occurring today, on June 2, 2021.

### **BACKGROUND**

The development of the draft Official Plan and the associated Municipal Comprehensive Review (MCR) started in the fall of September 2018, beginning with internal consultation and preparation.

There are several objectives the City must achieve to create a new Official Plan:

- ✓ Assess our land needs to accommodate people and jobs
- ✓ Plan for stable infrastructure and financials
- ✓ Complete a 90-day review of the first draft of the Official Plan
- ✓ Hold an Open House
- ✓ Hold a Public Meeting
- ✓ Conform to all Provincial Policy (Provincial Policy Statement, and the Growth Plan)
- ✓ Conform to the Growth Plan by July 1, 2022

The expanded engagement exercises and activities are beyond the scope of what was required. Going above and beyond minimum requirements meant we were truly able to engage with the community and hear the priorities of our residents and businesses firsthand. It was this early engagement that led to the creation of the themes for the discussion papers and, ultimately, the framework of the Official Plan.



### Activities in 2019

In 2019, Provincial policy direction regarding growth management was provided through the *Growth Plan for the Greater Golden Horseshoe 2017* ('Growth Plan 2017'). Growth Plan 2017 forecast that Barrie will grow to 253,000 persons and 129,000 jobs by 2041. As required by Growth Plan 2017, Staff initiated a process to determine how much land is needed to accommodate the forecast growth to 2041. Watson and Associates Economists Ltd. ('Watson') was retained to conduct the Land Needs Assessment. The Land Needs Assessment report was completed by Watson in June 2019 and the results were presented to Council, by way of a presentation to the City Building Committee, on October 8, 2019. Council endorsed Growth Scenario 2 in the report, which represented a 50% intensification target and a Designated Greenfield Area (DGA) density of 63 people and jobs per hectare.

In addition to that technical work, initial community engagement began in 2019, as well as the completion of the discussion papers and the employment land conversion process. Since 2019, City Staff have continuously been in contact with Ministry of Municipal Affairs and Housing Staff throughout the Official Plan project process – from the initiation of the project, through the 90-day public review period, and, most

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recently, during the development of Draft 2 of the Official Plan; this contact will continue as we work towards the Provincially-directed conformity date of July 1, 2022.

### **Activities in 2020**

Like many other things, the COVID-19 global pandemic impacted the work plan of the new Official Plan.

On May 25, 2020, a memorandum titled "Employment Land Conversion Evaluation" was presented as a summary of the employment land conversion process, with the understanding that the changes proposed would be reflected in the new Official Plan. Some properties had requested employment land conversions that were not supported by City Staff at the time the first draft of the Official Plan was issued; these requests, therefore, were not reflected in the first draft. Property owners still had the opportunity to make development applications should they wish. The conversion of existing employment land to non-employment uses meant that the City would not have enough employment area land to accommodate all of its forecast employment growth. To reconcile this shortfall, the Settlement Area boundary was expanded further to create new employment area land. The employment conversions also had the effect of lowering the minimum DGA density target; Watson recommended a target of 62 persons and jobs per hectare to 2041 versus the 63 persons and jobs per hectare proposed by staff in October 2019. The results of Watson's assessment, which came in the form of an Addendum to the Land Needs Assessment report, were presented to Council via a Circulation Memo on June 15, 2020.

In August 2020, the Province finalized a new version of the Growth Plan, which is now titled *A Place to Grow: A Growth Plan for the Greater Golden Horseshoe*; henceforth, referred to as Growth Plan 2020. This update to the Growth Plan extended the planning horizon to 2051 and increased the growth targets for Barrie to 298,000 people and 150,000 jobs.

Council was made aware of Growth Plan 2020 and its impacts on the Official Plan/MCR project by way of a September 14, 2020 memorandum, titled "Status Update on the New Official Plan Project." The first draft of the new Official Plan was finalized in June of 2020, in advance of the Province indicating an amendment to the Growth Plan was forthcoming. Staff finalized Draft 1 of the Official Plan and released it for a 90-day statutory public consultation period beginning in September 2020, just after Amendment 1 to the Growth Plan was approved. Staff have always acknowledged that conformity to the Growth Plan, and specifically to the 2051 targets, would be required prior to the final approval of the Official Plan.

Following the release of Draft 1 of the new Official Plan, Staff shared the release as broadly as possible and were supported by a full communications strategy, executed with the assistance of the City's Communications team. The 90-day public consultation period continued until December 23, 2020, and many submissions were received from internal departments, external agency partners and property owners. Through the one-window Provincial review process, comments from all Provincial ministries were provided by the Ministry of Municipal Affairs and Housing in February 2021. Prior to the issuance of those formal comments, City Staff met with Provincial Staff on several occasions. All feedback received was used to formulate the second draft.

### **Activities in 2021**

This year began with Staff reviewing the comments received both on the first draft of the Official Plan and on the technical work, and with Staff ensuring the 2051 population and jobs forecasts were incorporated into the second draft of the Official Plan.

On May 3, 2021, by a memorandum titled "New Official Plan Project," an update was provided to Council that the people and jobs forecasts for the 2051 planning horizon would be accommodated and shown in the second draft of the Official Plan, which was being released for public review and comment. The City's consultants had updated the technical foundational work for the Official Plan to accommodate growth and development to the 2051 planning horizon. The main result has been that the settlement boundary –

essentially bordering the lands in the Salem & Hewitt's Secondary Plan Areas – is now contiguous with the municipal boundary. The entirety of the lands within the City of Barrie municipal boundary will be used to accommodate the 2051 planning horizon for 298,000 people and 150,000 jobs. City Staff also worked very closely with Provincial Staff from both the Ministry of Municipal Affairs and Housing and the Ontario Growth Secretariat to build on the 2019 Land Needs Assessment work by addressing the 2051 planning horizon in the Growth Plan. The intention of this collaboration was ultimately to formalize the path for the City's new Official Plan to meet the Provincial conformity deadline of July 1, 2022.

A virtual public Open House was held on Wednesday May 19, 2021 with two sessions: one at 4 p.m. and one at 6 p.m. The Open House was informative in nature and provided an opportunity for the public to learn how to read and interpret the Official Plan; it enabled people to look at their neighbourhood and community spaces to ensure that the proposed land use and built form vision of the Official Plan aligns with their vision.

Approximately 100 people attended, and the main comments received highlighted the following priorities:

- Protecting the environment
- Affordable Housing
- Intensification & transition policies
- Proposed densities in each land use designation

In addition, Staff have conducted meetings with property owners throughout the month of May and into early June. Staff continue to make themselves available to explain the process and details behind the creation of a new Official Plan.

### **THE CITY OF BARRIE IN 2051**

Planning for growth into 2051 means that 50% of future growth will be directed to the existing Built-Up Area of the City and 50% will be directed to the Designated Greenfield Area (DGA) (e.g., Salem & Hewitt's Secondary Plan Areas). For the purposes of conformity to the Growth Plan, we must plan to accommodate forecasted future growth; however, the way that growth materializes across the City will differ, depending on how and where it gets distributed.

The technical work to support the new Official Plan must include a density calculation to satisfy the Growth Plan. The Growth Plan requires that a minimum target is set for achieving density; if municipalities wish to achieve more density and can accommodate the growth, Official Plans can provide this flexibility. However, as development happens across a municipality, actual densities will vary in different areas. For Barrie, the density calculation through to 2051 works out to 79 people and jobs per hectare (P+J/Ha); through to 2041, the minimum density target of development on DGA lands, excepting within Employment Areas, is 62 P+J/Ha. While the overall minimum density target for 2051 is 79 P+J/Ha, the purpose of the 62 P+J/Ha target for 2041 is to set an interim goalpost, one that will guide the gradual increase of densities on DGA lands as we ultimately work towards the 2051 density target. A draft background technical memo, prepared by Dillion Consulting Ltd. (see Appendix "A"), explains how the City can accommodate the 2041-2051 forecast growth, in addition to forecast growth into 2041, and demonstrates how the 2051 minimum DGA density target was calculated. Nothing in the new Official Plan is intended to impact previous approvals or applications currently under review.

As part of the Growth Management Strategy for the new Official Plan, it is important to ensure that growth is being directed to areas where growth can be accommodated, while also ensuring all parts of the city are integrated. Given this, the Secondary Plan Areas are now completely incorporated into the new Official Plan and their phasing is referenced as areas East and West. Phasing of development in these areas remains a matter that Staff monitor closely to ensure that the elements of a complete community align with development taking place.

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## ORGANIZATION OF THE OFFICIAL PLAN

### Themes

The Official Plan is structured in a way to bring Barrie's community vision to life. This structure is guided by themes, based on both community and Council priorities, which shape how the city will evolve over the next thirty years. These themes include:

- Urban & Complete City
- Attractive City
- Connected & Mobile City
- Waterfront & Green City
- Resilient City
- Prosperous City
- Cultural City

The themes guide the objectives and policies set in the Official Plan, tying together all aspects of land use planning in Barrie and ensuring we will grow as a complete, resilient, attractive, diverse, urban and connected city.

### Community Structure Elements

Additionally, the Official Plan will direct growth in Barrie through Community Structure elements, which are the elements that make up the city and guide how it will be shaped. Growth will be directed to areas that are best able to accommodate it, and development projects will be integrated with the building blocks of: parks and open spaces, community hub spaces (churches, schools, health care), access to transit, and access to shops and retail spaces. Growth and development are not to take place without proper consideration to preserving and enhancing the natural heritage system and our built cultural heritage resources.

The Community Structure elements are:

- Natural Heritage System/Greenspace
- Employment Areas
- Neighbourhoods
- Urban Growth Centre (UGC)
- Major Transit Station Areas (MTSAs)
- Strategic Growth Areas
- Intensification Corridors

The main areas of growth and intensification proposed in the new Official Plan are captured in the Community Structure elements outlined below. Provincial direction identifies where growth should occur across these elements.

- **Urban Growth Centre (UGC)** (near the downtown)
- **Major Transit Station Areas (MTSAs)** (Allandale GO & Barrie South GO)
- **Strategic Growth Areas (SGAs)** (Yonge & Big Bay Point, Yonge & Minet's, Essa & Mapleview, Highway 400 & Mapleview, Highway 400 & Essa, Highway 400 & Ardagh, Royal Victoria Hospital area, and Dunlop Street West area – Eccles westerly to the 400 Highway)
- **Intensification Corridors** (Yonge Street, Essa Road, Bradford Street, Dunlop Street [Bayfield to Anne], Anne Street North [Dunlop to Livingstone], and Bayfield Street)

The maps in Appendix 2 of Draft 2 of the Official Plan will show the actual boundaries of all the Community Structure elements. It is important to examine these proposed growth areas in a community context to ensure that when an area is not envisioned as being able to accommodate growth, this is reflected.

## Land Use Designations

Working in conjunction with Community Structure elements to help guide growth, the land use designation policies in the Official Plan determine how different types of land can be used and developed. Land use designations include:

- Neighbourhood Area
- Medium Density
- High Density
- Community Hub
- Commercial District
- Natural Heritage System
- Greenspace
- Strategic Employment and Economic District (SEED)
- Employment Area – Non-Industrial
- Employment Area – Industrial
- Employment Area – Restricted Industrial
- Infrastructure and Utilities

Directing most of the new growth to Community Structure element areas, guided additionally by land use designations, does not mean that there will be no growth in our existing neighbourhoods. Growth will happen in a way that is appropriately scaled to the neighbourhood area and may include: second suites and detached third suites, as well as severances for new lots and 4 storey buildings for multi-unit residential uses. In addition, the accompanying City-wide Urban Design Guidelines and Section 3 in Draft 2 of the Official Plan have several policies intended to address the transition between different built forms (as examples: 3.2.1[b], 3.3.1 – 4).

## Building Heights

In the context of residential development, the proposed building heights for the most common land use designations are as follows:

- **Neighbourhood Area** – 4 storeys maximum and 6 storeys maximum if fronting onto an Intensification Corridor. While no density cap is provided for this land use designation, it is anticipated that densities will be limited by built form.
- **Medium Density** – 6 storeys minimum and capped by the density of 125 units per hectare
- **High Density** – 12 storeys minimum and a minimum density of 300 units per hectare

The height and density policies of the draft Official Plan are intended to provide broad direction. It is through the new Zoning By-law that more precise and area-specific height and density maximums and minimums will be prescribed. For an illustration of some of the housing types that are possible within these height and density ranges, see Appendix “B” of this memo. Moreover, it should be noted that, as part of mixed use developments, residential uses are also permitted in the Commercial District and Community Hub designations.

All policies and objectives in the Official Plan have to be read in conjunction with each other, as they are collectively intended to guide future development in a way that will bring the vision of an urban and complete city to life. The themes, Community Structure elements, land use designations and building height guidelines all work together to support the transformation of Barrie into a mid-sized city.

## NEXT STEPS

Staff will review all the submissions on Draft 2 of the new Official Plan. The feedback on the second draft of the Official Plan is very important for moving into the final draft and we want to get it right. Despite the most cautious of reviews, policy can still be written more clearly and maps require refinements. Staff welcome the feedback to improve the final document presented to Council for adoption.



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Barrie is in a time of transformation and while the growth planned for thirty years into the future will not happen overnight, this version of the Official Plan will shape that transformation and the opportunities that come with growth and development.

Every comment received will be included in a staff report to Planning Committee in a comment matrix form. It is anticipated that the final version of the new Official Plan will be brought forward in the fall of 2021 for Council's consideration, although the exact timing will be dependent on the breadth and nature of the comments received.

The final version of the Official Plan will be presented with the full range of supporting material to complete the Municipal Comprehensive Review. If adopted, all the materials will be provided to the Ministry of Municipal Affairs and Housing for approval. As there is a need for the City to have an approved Official Plan that conforms to the Growth Plan prior to July 1, 2022, there needs to be sufficient time for the Minister to review and consider all of the materials, well in advance of that date.

As this is an Official Plan that will bring our policy regime into conformity with the Growth Plan, there are no options for individuals to appeal the new Official Plan. In addition, once approved, there is a two-year period where amendments to the Official Plan are not permitted, although Council can choose to accept amendments. The intention of not permitting amendments to a new Official Plan is to allow time for the newly established community vision set out in the new Official Plan to materialize.

For more information, please contact Michelle Banfield, RPP, Director of Development Services at 705-739-4220 ext. 5466 or by email at [michelle.banfield@barrie.ca](mailto:michelle.banfield@barrie.ca).

Appendix "A": Memo from Dillon Consulting Ltd., Dated May 5, 2021  
Appendix "B": Housing Types and Densities

Appendix "A" [Memo from Dillon Consulting Ltd.]

## Memo

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**To:** Michelle Banfield, City of Barrie  
**From:** Rory Baksh, Partner; Kelly Martel, Associate  
**Date:** May 5, 2021  
**Subject:** Completion of Barrie Land Needs Analysis to 2051  
**Our File:** 18-8307

### 1. **A 'Made in Barrie' solution to addressing land needs to 2051**

In 2018, the City of Barrie initiated a Municipal Comprehensive Review and New Official Plan project in order to determine the City's conformity to A Place to Grow: A Growth Plan for the Greater Golden Horseshoe ("Growth Plan") and development of Official Plan policies to guide the City's development to the 2041 planning horizon. In August of 2020, the Province issued Amendment 1 to the Growth Plan, which requires Barrie to use 2051 as the horizon year for long-term planning. By this time, Barrie had already completed the work required to determine the City's Growth Management framework for 2041, including the Land Needs Assessment (completed in May of 2019, with an addendum memo prepared in May of 2020). As a result, a 10-year gap exists between the work completed to date and the revised direction of the Province to plan for a 2051 horizon year. This memo documents the continuation of the work to bring the Land Needs Assessment (LNA) to the 2051 horizon year.

At the time of the release of Amendment 1 to the Growth Plan, the following conclusions had already been established through the City's Land Needs Assessment:

- City Council endorsed a 'balanced' approach to growth for the planning horizon set out in the New Official Plan, directing 50% of growth to occur by way of intensification within the Built-up Area (BUA) and that a minimum density target of 62 people and jobs per hectare be achieved within the City's Designated Greenfield Areas (DGAs). This, in fact, exceeds the requirements of the Growth Plan with respect to density targets in DGAs (the 50% intensification meets the Growth Plan requirements);
- In order to accommodate the forecast growth to the 2041 planning Horizon, an expansion of the City's settlement area boundary is required;
- The expansion of the settlement area boundary would not reach the full extent of the City's municipal boundary -- there is enough land to accommodate growth to 2041, with a limited supply of land remaining that could be developed post-2041.

Work conducted for the City's Land Needs Assessment also offered the following insight for the future:

- Sometime after 2041, once all greenfield lands are built out, the City of Barrie becomes an 'intensification only' City; and,

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- The creation of additional greenfield land for Barrie after all available lands are built out would only be possible through adjusting the City's municipal boundary (i.e., through an annexation), which the City has no intention of pursuing at this time.

The City sought the advice of the Ontario Growth Secretariat (OGS) and Ministry of Municipal Affairs and Housing (MMAH) on how to proceed with its LNA in a way that conforms with forecasted growth to 2051. Given the constraint of available greenfield land post-2041 noted above, a 'Made-in-Barrie' approach to continue the LNA to the 2051 horizon year that is in keeping with the general spirit and intent of the new LNA methodology was discussed and agreed upon, with an understanding that an adequate housing mix must be determined. The approach as communicated to the Province was:

- "1. Compute how many persons and jobs (together and separately) will yield from the remaining developable greenfield lands in Barrie during the latter 10 years – i.e., those greenfield lands that would build out from 2041 to 2051 – at the minimum required density in the 2020 Growth Plan.<sup>1</sup>*
- 2. Compute how many persons, in the latter 10 year period from 2041 to 2051: (a) would be housed in the post-2031 greenfield lands, and (b) would not be housed in the greenfield lands so would have to be housed within the City's existing built-up area.*
- 3. Compute the number of housing units based on the persons in 2a and 2b by applying a fixed PPU for the 10 year period from 2041 to 2051 (only an aggregate number of housing units is needed to inform high-level infrastructure planning, and a breakdown by density type is not computed at this time).*
- 4. Compute how many Employment-lands jobs, in the 10 year period from 2041 to 2051: (a) would be accommodated in the remaining 2041-2051 greenfield lands, and (b) would not be accommodated on greenfield Employment lands so those jobs could be assumed to be provided through 'employment intensification' within the city's existing built-up area.*
- 5. Following from 4a and 4b, compute the same in terms of hectares using a fixed jobs-per-hectare assumption.*
- 6. Similar to 4 and 5, but for the non-Employment lands jobs."*

It was also noted in the communication to the Province that, *"this proposed methodology uses a different sequence (as contemplated on Page 5 of the provincial methodology) but still aims to arrive at the appropriate results."*

The following sections of this memo document the continuation of the LNA that bring the work out to the 2051 horizon year. Ultimately, the findings of this analysis demonstrates how the City of Barrie will accommodate the Growth Plan's forecast residential and employment growth to 2051 and achieve (or exceed) the targets set out in the Growth Plan for both the BUA and DGA.

*It should be noted that while the above approach lists 6 steps, the actual analysis in this memo has 15 steps (15 tables) so that the computations can be easily understood using a step-by-step discussion.*

<sup>1</sup> Note: A higher density than the Growth Plan minimum is used in the actual analysis documented in this memo because this density figure was previously supported by the City through its LNA work to 2041.

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2. **An additional 17,787 residential units to be accommodated between 2041 and 2051**

The work completed by Watson and Associates Economists Limited (Watson) for the City of Barrie applied the following residential forecast for the 2041 planning horizon:

- 253,000 persons

Amendment 1 to the Growth Plan extended the planning horizon an additional ten years, from 2041 to 2051, and introduced the following new forecast:

- 298,000 persons

This represents an overall increase of 152,000 persons for the 2022-2051 time period, and an additional 45,000 persons for the 2041-2051 horizon. Utilizing a blended persons per unit (PPU) of 2.53, as established by Watson through the 2041 Land Needs Analysis work, an additional 17,787 residential units will be required to be accommodated within the City of Barrie between 2041 to 2051 in order to meet the Provincial target population forecast (refer to Table 1).

**Table 1: Units to be Accommodated 2041-2051 based on 2051 Population Forecast**

2051 Population Target from the Growth Plan	298,000 persons
<i>subtract</i> Population to 2041 (Watson)	253,000 persons
Total population to be accommodated within the 2041 to 2051 time period	45,000 persons
Conversion of population to units, based on blended 2.53 PPU per Watson report	17,787 units

3. **Barrie will need to accommodate a total of 117,747 residential units to 2051**

The work completed by Watson for the 2021 to 2041 planning horizon concluded that in order to achieve the forecast population of 253,000 persons by 2041, an additional 99,960 units would need to be introduced to the City's housing inventory. As noted in Section 2, above, the last ten years of population requires an additional 17,787 units be added. Taken together, the total housing unit forecast to the 2051 planning horizon is 117,747 units (see Table 2, below). This quantum represents the 'control total' of housing for this exercise.

**Table 2: Establishing the 2051 Housing Unit Control Total**

Watson Housing Unit Forecast for the 2021 to 2041 time period	99,960 units
<i>add</i> units to be accommodated within the 2041 to 2051 period	17,787 units
Total Housing Unit Forecast to the 2051 period (i.e. control total)	117,747 units

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4. **The post-2041 DGA yields are 1,667 persons and 580 jobs within Community Areas and 5,075 jobs within Employment Areas<sup>2</sup>**

Figure 1 provides a map identifying the remaining DGA lands available for residential (Community Area) and employment development (the 'Post-2041 Lands').

Based on the land area remaining within the Post-2041 Lands, approximately 36 hectares is designated for residential development and 145 hectares is available for employment development; in other words, there is 36 hectares of Community Area land and 145 hectares of Employment land.

Figure 1: The Post-2041 Lands

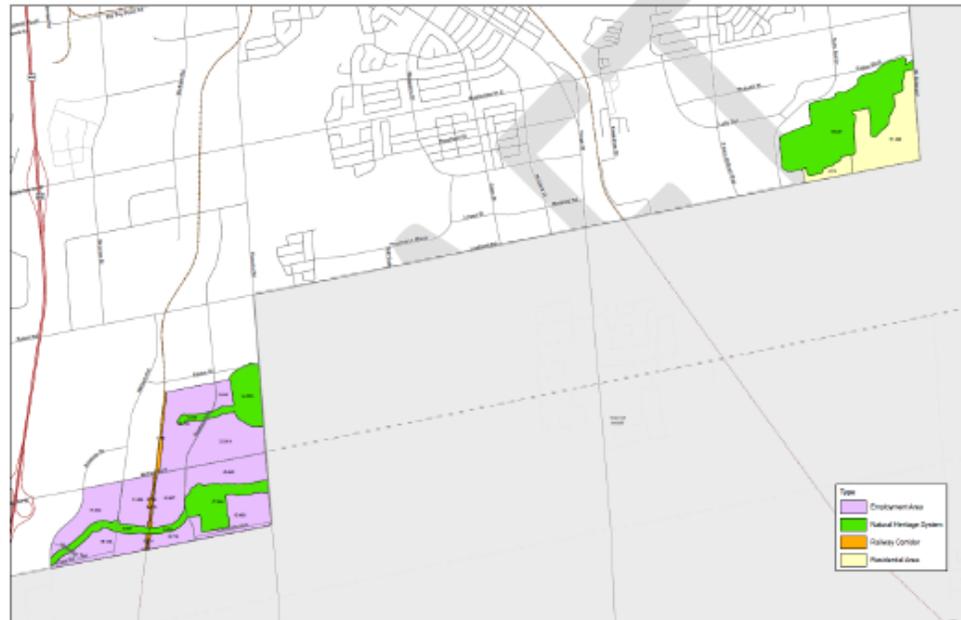


Table 3 identifies the development yields for both Community Area and Employment Area for the Post-2041 Lands. 1,667 persons and 580 jobs will be accommodated within the Post-2041 Lands Community Areas, which equates to 62 persons and jobs per hectare. Within the Post-2041 Lands Employment Areas, 5,075 jobs will be accommodated which equates to 35 jobs per hectare.<sup>3</sup>

<sup>2</sup> Please see Table 13 for further discussion on the total number of Employment Area jobs.

<sup>3</sup> Please see Table 13 for further discussion on the total number of Employment Area jobs.

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**Table 3: Development Yields, Post-2041 Lands**

Development Yields, Community Area (Post-2041 Lands) and Employment Area (Post-2041 Lands)	Post-2041 Land Area	Density	Persons and Jobs
Yield from Community Area, Persons	36 ha	46 p/h	1,667 persons
Yield from Community Area, Jobs		16 j/h	580 jobs
Subtotal Yield from Community Area	--	--	2,247 p+j combined
Yield from Employment Area, Jobs	145 ha	35 j/h	5,075 jobs <sup>4</sup>
Total Yield from both the Community Area and Employment Area	181 ha	---	7,322 p+j combined

5. **43,333 persons will need to be accommodated elsewhere in Barrie in order to achieve the population forecast set out in the Growth Plan**

Amendment 1 to the Growth Plan requires that municipalities plan to the 2051 forecast set out in Schedule 3 of the Growth Plan. In the case of Barrie, this forecast is 298,000 persons. 253,000 persons have already been accounted for through the previous work Watson completed to the 2041 horizon. Further, 1,667 persons will be accommodated within the Post-2041 Lands. Accordingly, an additional 43,333 persons will need to be accommodated elsewhere in Barrie in order to achieve the 2051 Growth Plan Population Forecast (See Table 4).

**Table 4: How Growth Plan Targets are Met, Community Area**

2051 Population Control Total	298,000 persons
subtract Population to 2041 (Watson Report)	253,000 persons
subtract Community Area Persons post-2041, from Table 3 above	1,667 persons
Persons that will need to be accommodated elsewhere in Barrie	43,333 persons

6. **The Post-2041 Lands can accommodate 659 residential units, with the remaining 17,128 units to be distributed throughout the BUA and across the DGA to the 2051 planning horizon**

In order to determine the unit equivalent of the 1,667 persons to be accommodated within the post-2041 Community Area Lands, a PPU factor of 2.53 was applied based on Watson's previous analysis.

<sup>4</sup> Please see Table 13 for further discussion on the total number of Employment Area jobs.

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When this factor is applied, it can be concluded that the Post-2041 Lands can accommodate 659 units within the Community Area (see Table 5).

**Table 5: Community Area Housing Units (Post-2041 Lands)**

Community Area Persons post-2041 (from Table 1 above)	1,667 persons
Persons per unit at 2041 (from Watson report)	2.53 persons per unit
Number of housing units in the Community Area post-2041	659 units

As noted previously, a total of 17,787 units are required to be accommodated within the 2041-2051 time period. In accordance with Table 5, above, 659 of these units will be developed on the Post-2041 Community Area Lands, resulting in 17,128 units remaining to be accommodated elsewhere in Barrie. In order to conform to the policies of the Growth Plan, 50% of the anticipated growth must be accommodated within the BUA. Accordingly, a minimum of 8,893 units must be developed within the BUA (see Table 6).

**Table 6: Residential Intensification**

Control total	117,747 units
<i>subtract</i> Number of housing units forecasted to 2041 (from Watson report)	99,960 units
Number of housing units, 2041 to 2051	17,787 units
<i>subtract</i> Number of housing units accommodated in the Community Area post-2041 (from Table 5 above)	659 units
<b>[a]</b> Number of housing units to be accommodated elsewhere in Barrie	17,128 units
<b><u>Test</u></b>	
Growth Plan minimum requirement of all new housing units to be accommodated by intensification in the Built-Up Area	50%
<b>[b]</b> Minimum number of housing units that must be accommodated by intensification in the Built-Up Area, 2041 to 2051	8,893 units
Test: Is there sufficient residential intensification possible to meet the Growth Plan --- is <b>[a]</b> greater than <b>[b]</b> ?	Yes

With 659 units accounted for on the Post-2041 Lands and 8,893 units accounted for within the BUA through intensification, an additional 8,234 units will need to be accommodated within DGA to the 2051 planning horizon (Table 7).

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**Table 7: Housing Units to Be Accommodated Elsewhere in the DGA, 2041 to 2051**

Number of housing units, 2041 to 2051 (from Table 1 above)	17,787 units
<i>subtract</i> Number of housing units accommodated in the Community Area post-2041 (from Table 5 above)	659 units
<i>subtract</i> Number of housing units accommodated through minimum intensification post-2041 (from Table 6 above)	8,893 units
Number of housing units to be accommodated elsewhere in the DGA to 2051	8,234 units

7. **There are sufficient opportunities for residential intensification within the BUA beyond the minimum target set out in the Growth Plan**

An intensification analysis was previously completed by Watson through the 2041 LNA exercise, which identified that the BUA had an intensification potential supply of 38,440 units. Of these potential 38,440 units, Watson's analysis indicated that 18,230 intensification units would develop over the 2021-2041 horizon. As noted in Table 6, above, an additional 8,893 intensification units are required within the BUA in order to satisfy the minimum target for intensification set out in the Growth Plan. This demand is easily accommodated, and there remains an available supply of 11,317 units of intensification (Table 8).

**Table 8: Quantum of On-the-Ground Intensification**

Total 'on-the-ground' available intensification unit potential	38,440 units
<i>subtract</i> Number of intensification housing units forecasted to 2041 (from Watson report)	18,230 units
<i>subtract</i> Intensification housing units, 2041 to 2051 (from Table 6 above)	8,893 units
<b>[c] Remaining on-the-ground intensification unit potential</b>	<b>11,317 units</b>
<u>Test</u>	
Is there a sufficient supply of residential intensification units to meet the demand to 2051 --- is [c] greater than zero?	Yes

8. **Up to 8,234 units (or an additional 6 units per hectare) is expected to be absorbed across the DGA to the 2051 planning horizon**

Watson's analysis identified that the total Community Area lands for all of Barrie's DGA, including the Post-2041 lands, is 1,460 hectares.

The City's proposed Official Plan policy framework allows for and encourages individual development applications to exceed the density targets for the DGA. This provides flexibility for new development to occur at higher densities at any time out to the 2051 planning horizon. This analysis therefore anticipates that up to an additional 8,234 units would be accommodated by absorbing them into the

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DGA. Taken together, the development of these additional units would result in an additional 6 units per hectare, or 14 persons per hectare, over the fullness of time (Table 9).

**Table 9: Resultant Additional Residential Density Increase for the DGA**

Total DGA Land to 2051 (from Watson report)	1,460 ha
Number of additional housing units to be accommodated across the DGA to the 2051 planning horizon (from Table 8 above)	8,234 units
Resultant residential density increase across the entire DGA	Additional 6 units per ha across the entire DGA*
Resultant residential density increase across the entire DGA, converted to persons based on 2.53 PPU	Additional 14 persons per ha across the entire DGA*

*\*Note: the resultant residential density increase is interrelated with intensification. If the intensification target is set higher than the Provincial minimum of 50% then the resultant residential density increase across the DGA will go down.*

It is important to note that this assumes the intensification within the BUA remains at 50%. As demonstrated in Table 8, above, there is ample opportunity to further intensify within the BUA with up to 11,317 additional units of supply. Should the City determine that increasing the intensification target above 50% is appropriate, then the resultant DGA residential density increase of an additional 6 units per hectare / 14 persons per hectare would decrease.

9. **The housing mix for the 2041-2051 increment is in alignment with the mix established in Watson’s analysis for the 2021-2041 period**

With respect to housing mix, the Watson analysis indicated that the housing mix for Low Density, Medium Density and High Density development within the DGA would be 23%, 25% and 52% respectively. When this housing mix is applied to the Post-2041 Lands, the result is that 152 Low Density, 165 Medium Density and 343 High Density units will be developed (Table 10).

**Table 10: Community Area Housing Mix, 2041 to 2051**

	Low Density	Medium Density	High Density
Housing mix to 2041 for the Designated Greenfield Area (from Watson Report)	23%	25%	52%
659 units from Table 5 above, broken down by housing type based on the housing mix	152 units	165 units	343 units

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As noted above, to accommodate the forecast population to 2051, an additional 8,234 units will need to be developed across the DGA over the fullness of time. The DGA housing mix proposed by Watson, when applied to these units, results in an additional 1,894 Low Density, 2,059 Medium Density and 4,282 High Density units to be developed over the fullness of time (Table 11).

**Table 11: Mix of Additional Units to Be Accommodated Across the DGA to the 2051 Planning Horizon**

	Low Density	Medium Density	High Density
Housing mix to 2041 for the Designated Greenfield Area (from Watson Report)	23%	25%	52%
8,234 units from Table 9 above, broken down by housing type based on the housing mix	1,894 units	2,059 units	4,282 units

Within the BUA, Watson’s report indicates that the housing mix for Low Density, Medium Density and High Density development to be 2%, 24% and 74% respectively. When this housing mix is applied to the BUA for the 2041-2051 increment, the result is an additional 178 Low Density, 2,134 Medium Density and 6,581 High Density units for the 2041-2051 increment (Table 12).

**Table 12: Intensification Housing Mix, 2041 to 2051**

	Low Density	Medium Density	High Density
Housing mix to 2041 for intensification within the Built-Up Area (from Watson Report)	2%	24%	74%
8,893 units as the minimum that must be accommodated by intensification (from Table 6 above), broken down by type based on the mix	178 units	2,134 units	6,581 units

**10. An additional 5,481 employment related jobs are expected to the 2051 planning horizon, through development of the Post-2041 Employment Lands and intensification of Employment lands**

Based on the Watson analysis, it is understood that an overall employment density of 35 jobs per hectare is reasonably achievable on DGA Employment Lands. Given the land area of the Post-2041 Employment Lands, it is expected that a total of 5,075 jobs can be accommodated. Additionally, it is expected an additional 406 jobs will result through intensification of Employment lands to the 2051 planning horizon. In total, an additional 5,481 employment related jobs are expected to the 2051 planning horizon (Table 13).

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**Table 13: Intensification of Employment Jobs on Employment Lands to 2051**

Employment Area jobs post-2041, from Table 3 above	5,075 jobs
Allow 8% of employment to be accommodated on existing lands through intensification (from Watson report) to 2051	406 jobs
<b>Total employment jobs on Employment lands to 2051</b>	<b>5,481 jobs</b>

It should be noted that the 5,481 jobs on Employment lands represent a combination of predominantly major employment-type jobs and some population-related type jobs that together occur on Employment lands. This is consistent with how the work was done by Watson for the LNA work to the 2041 horizon year.

**11. The Growth Plan population and employment targets can be achieved**

The Growth Plan 2019, as amended, provides a number of policy directions that municipalities must demonstrate with respect to managing growth, including the following:

- Demonstrating that minimum intensification and density targets can be achieved; and,
- Demonstrating that population and employment forecasts set out in Schedule 3 are met or exceeded within the horizon of the plan.

Sections 4 and 6 of this memo, specifically, provide the technical analysis and supplementary information respecting the achievement of both the DGA Community Area density target (62 people and jobs per hectare, whereas 50 people and jobs per hectare is required) and the BUA intensification target (50%, which can be achieved and in fact has the potential to be exceeded when the additional opportunities for intensification are considered).

With respect to the population target, when the additional 17,787 units required to meet the post-2041 Community Area needs are converted into persons with a 2.53 PPU applied, the result is an additional 45,000 persons. Watson's analysis indicates Barrie will reach a population of 253,000 person by 2041 and Schedule 3 to the Growth Plan, as amended, indicates Barrie will reach a population of 298,000 persons by 2051. The additional 45,000 persons added through the 2041-2051 increment brings the City to a total forecast population of 298,000 persons by 2051, which is in accordance with Schedule 3 of the Growth Plan (Table 14).

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**Table 14: How the Growth Plan Population Target is Achieved**

Number of housing units to be accommodated in the Community Area post-2041	659 units
<i>add</i> Number of housing units to be accommodated in the Built-Up Area post-2041	8,893 units
<i>add</i> Number of housing units to be accommodated elsewhere in the DGA post-2041	8,234 units
<b>Total number of housing units accommodated in Barrie post-2041</b>	<b>17,787 units</b>
<b><u>Test</u></b>	
Convert 2041-2051 housing units to persons using 2.53 PPU, to determine 2041-2051 population	45,000 persons
<i>add</i> Watson 2041 Population Forecast	253,000 persons
[d] Total population accommodated by this analysis	298,000 persons
[e] Growth Plan 2051 Population Forecast per Schedule 1	298,000 persons
Test: Does the analysis for Barrie meet the Growth Plan – is [d] equal to or greater than [e]?	Yes

Examining the employment target established in the Growth Plan, 150,000 jobs are projected to the 2051 horizon. Watson’s analysis indicates Barrie will reach 129,000 jobs by 2041.

As demonstrated in this analysis, Barrie can accommodate the Growth Plan forecast to 2051. The Post-2041 Employment Area Lands will yield 5,075 jobs together with an additional 406 jobs achieved through intensification on Employment lands, resulting in a total of 5,481 employment jobs. In addition to the 580 jobs forecast for the Post-2041 Community Area Lands, 14,940 population related jobs are expected to be accommodated within the BUA and DGA to the 2051 planning horizon. Taken together, the additional 21,001 employment and population related jobs brings the City to a total forecast of 150,000 jobs by 2051, which is in accordance with Schedule 3 of the Growth Plan (Table 15).

**Table 15: How Growth Plan Targets are Met for Employment**

2051 Employment Target from the Growth Plan	150,000 jobs
<i>subtract</i> Jobs to 2041 (from Watson report)	129,000 jobs
<i>subtract</i> Community Area jobs post-2041, from Table 3 above	580 jobs
<i>subtract</i> Total Employment Area jobs post-2041, from Table 13 above	5,481 jobs
<b>Jobs that will need to be accommodated elsewhere in Barrie (note: these will be population-related jobs)</b>	<b>14,940 jobs</b>

There is a further observation that can be made based on the finding of 14,940 population-related jobs that need to be accommodated in Barrie to the 2051 planning horizon. As population-related jobs, it is likely that these jobs will emerge across the City – within the BUA (as new stores and services serving that housing intensification), as additional employees in existing shopping malls, plazas, and commercial

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buildings serving Barrie's growing population, and as employees in new commercial development in the greenfield area. Based on data provided by the City, there are 4,253 hectares of land in the BUA (excluding employment areas, major utility corridors, the Highway 400 corridor, and the natural heritage system). That, in addition to the 1,460 hectares in the entirety of the DGA, means the additional population-related jobs could be accommodated across a total of 5,713 hectares to 2051. This works out to a modest 3 jobs per hectare of additional population-related employment to 2051.

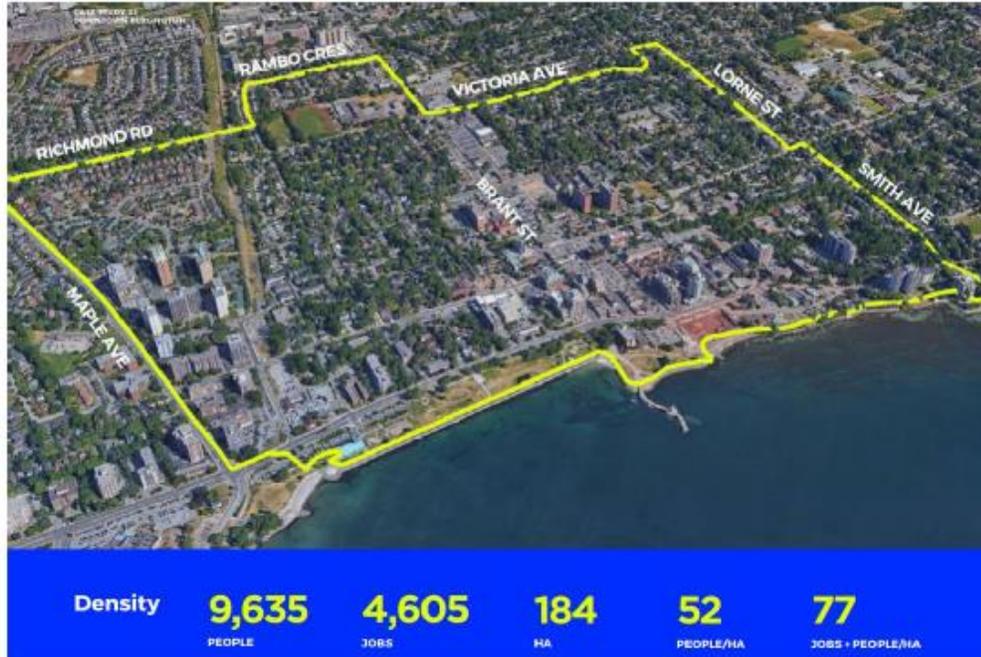
With the understanding gained from this analysis, a picture can be drawn of Barrie's resultant DGA density for its greenfield Community Area to the horizon year of 2051. The baseline begins with the 62 persons and jobs per hectare from Watson's work, and to this is added the additional 14 persons per hectare across the entire DGA (from Table 9) and the additional 3 jobs per hectare (noted in the paragraph above), to arrive at a total 79 persons and jobs combined per hectare – with the proviso that this number could be less if higher residential intensification is achieved within the BUA (i.e., the 50% intensification target is exceeded).

It is therefore recommended that the Community Area DGA density in Barrie's New Official Plan be set at 79 persons and jobs per hectare.

A Community Area DGA density of 79 persons and jobs combined per hectare is within reason when compared to the Burlington case study presented in the work of the Canadian Urban Institute's (CUI) "Visualizing Density" report. Figure 2 on the next page illustrates the Burlington case study area at slightly less density of 77 persons and jobs per hectare. A mix of housing can be observed, as well as mature trees, open space, a variety of multi-storey buildings, and some surface parking. Notably, this density of 77 persons and jobs per hectare in Burlington is achieved with a modest number of tall buildings (approximately 20 storeys high) dispersed across the area.

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Figure 2: 77 people and jobs per gross hectare in Burlington from the CUI's "Visualizing Density" report



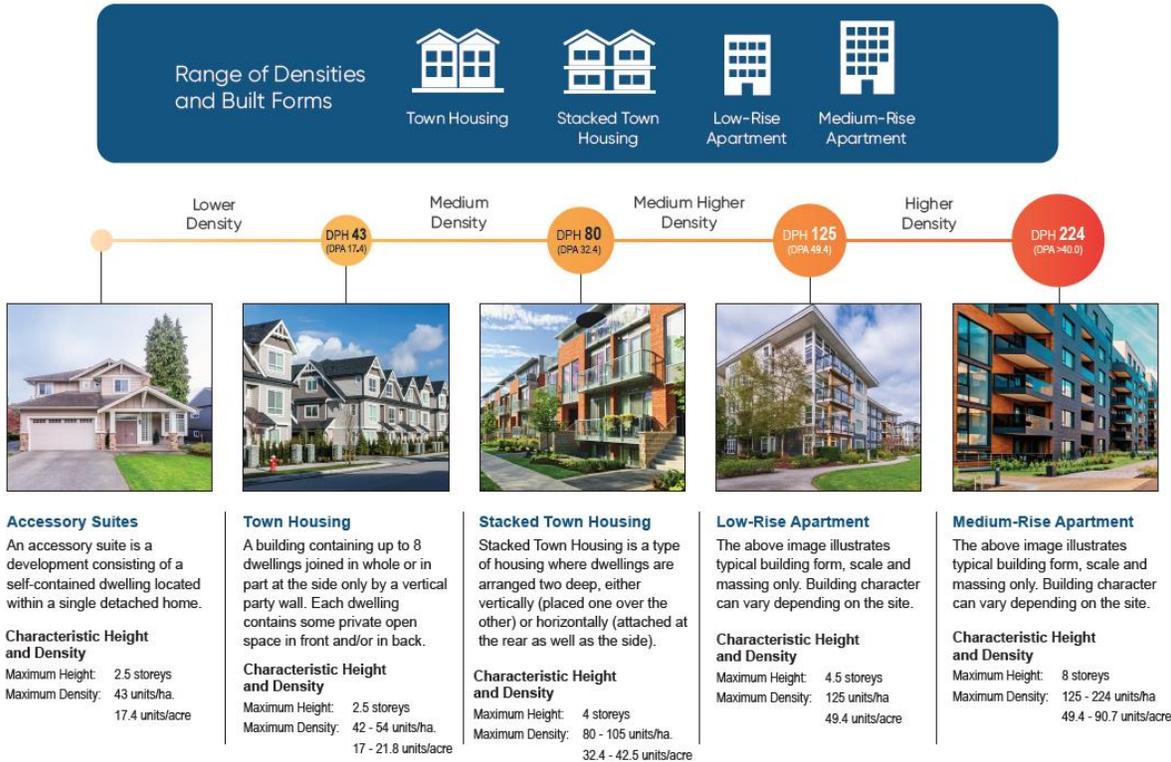
12.

**Closure**

This analysis in this memo has completed the Land Needs Assessment for Barrie out to the horizon year of 2051 as required by the Growth Plan. Based on the findings in the memo that the Growth Plan tests are met then these results will be incorporated as targets into the City's New Official Plan. This will help ensure that the City's New Official Plan will be in conformity with the Growth Plan for the 2051 horizon year.

Appendix "B"

# Housing Types and Densities



DPH: Density per hectare  
DPA: Density per acre

\* high-rise apartments would be any development greater than 8 storeys and greater than 224 units/ha