

# **INTERGOVERNMENTAL ACTION PLAN (IGAP) FOR SIMCOE BARRIE AND ORILLIA**

**Ministers and Mayors Presentation  
14 August 2006**



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## Purpose of the Session

- *Key findings of Existing Capacities Assessment (ECA)*
- *Recommended Option from Growth Potential Assessment (GPA)*
- *Recommended Option from Implementation Assessment (IA)*



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## Purpose of the ECA

- *Assemble sound and defensible information base*
- *Confirm capacity available in existing/planned infrastructure to accommodate approved development and planning commitments*



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# ECA Components

- *Environmental Scan of Existing Conditions*
  - *Existing/planned infrastructure*
  - *Approved development & planned land use*
  - *Natural environment & cultural heritage*
  - *Physical potential for intensification*
  - *3 year outlook of housing market*
  - *Rural development*
  - *Population and employment trends*
- *Documented in 7 Foundation Reports*
  - *Resources*
  - *Infrastructure*
  - *Communities*
  - *Intensification*
  - *Housing market pressures*
  - *Demographic housing and employment trends*
  - *Rural development potential*
- *Foundation for the Strengths Weaknesses Opportunities and Threats Analysis (SWOT)*



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# Issues from ECA - SWOT

- *SWOT analysis identified key issues and opportunities for consideration in GPA and IA*
- *Growth Plan Year 2031 population (667,000) could be accommodated through existing planning commitments*

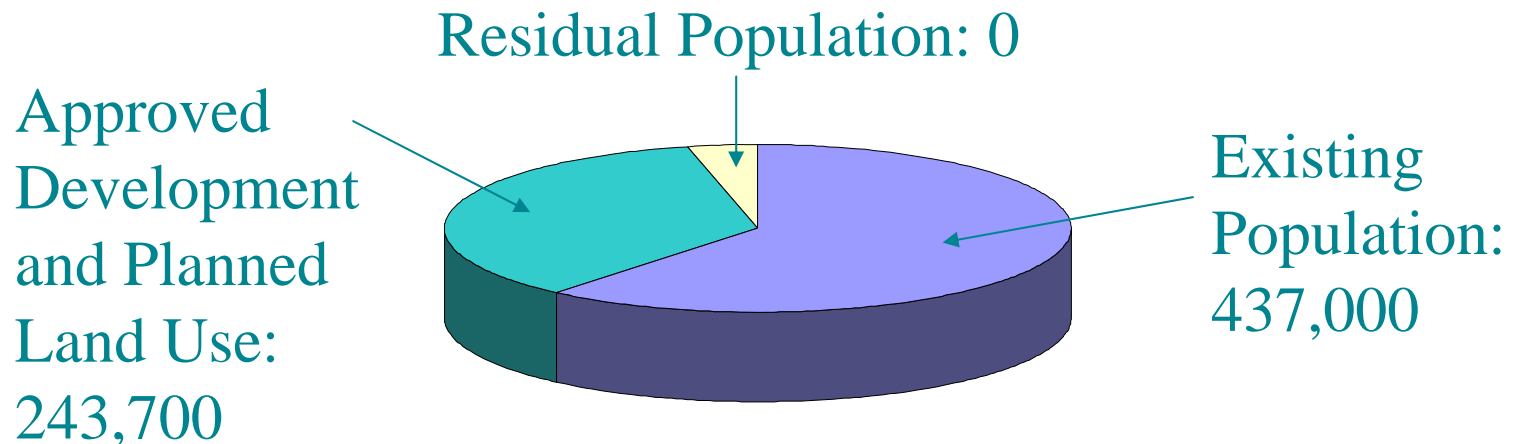


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# Issues from ECA - SWOT

2031 Projected Population (667,000)

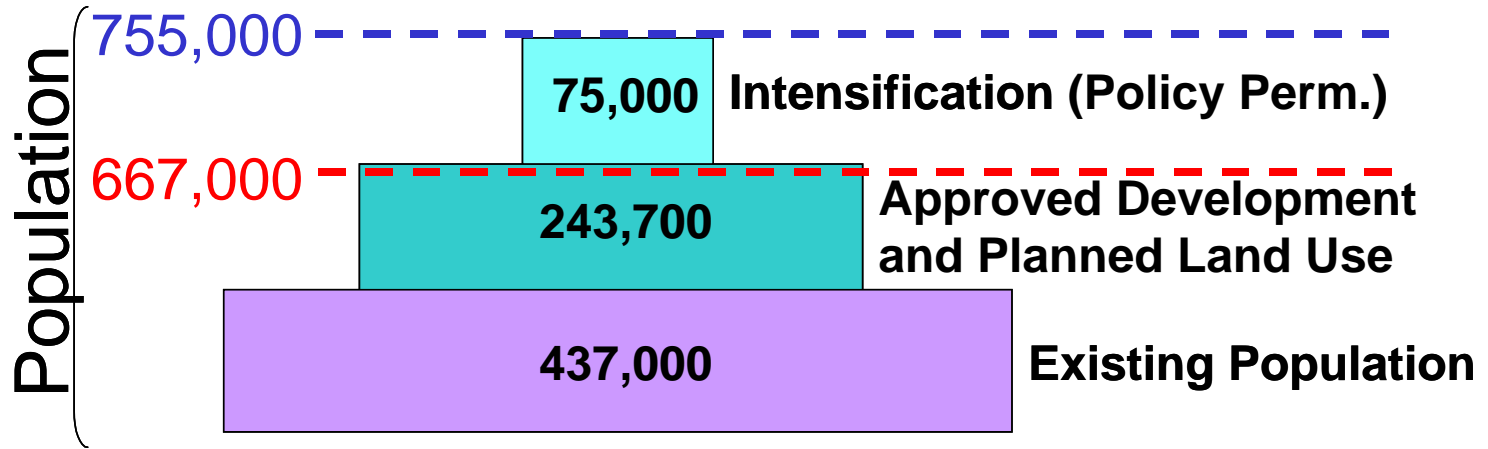


- *100% of the projected 2031 population (667,000) could be accommodated through existing planning commitments*

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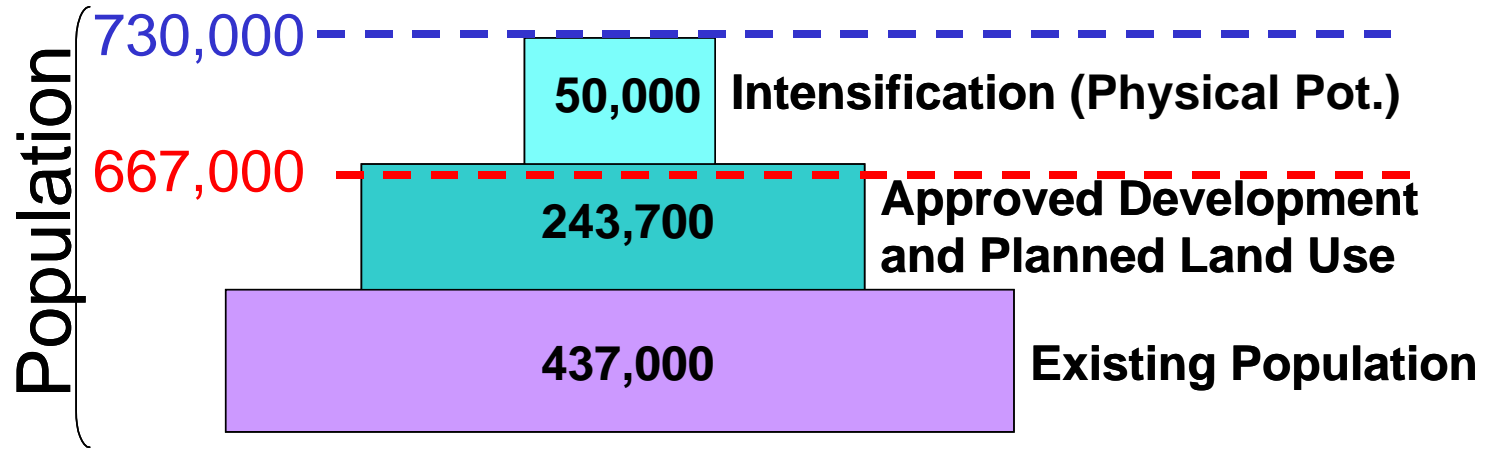
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# Issues from ECA - SWOT



- *Intensification (based on official plan permissions) could push the population well above the 2031 projection (775,000 vs. 667,000)*

# Issues from ECA - SWOT



- *Intensification (based on physical potential) would still push the population well above the 2031 projection (730,000 vs. 667,000)*



## Issues from ECA - SWOT

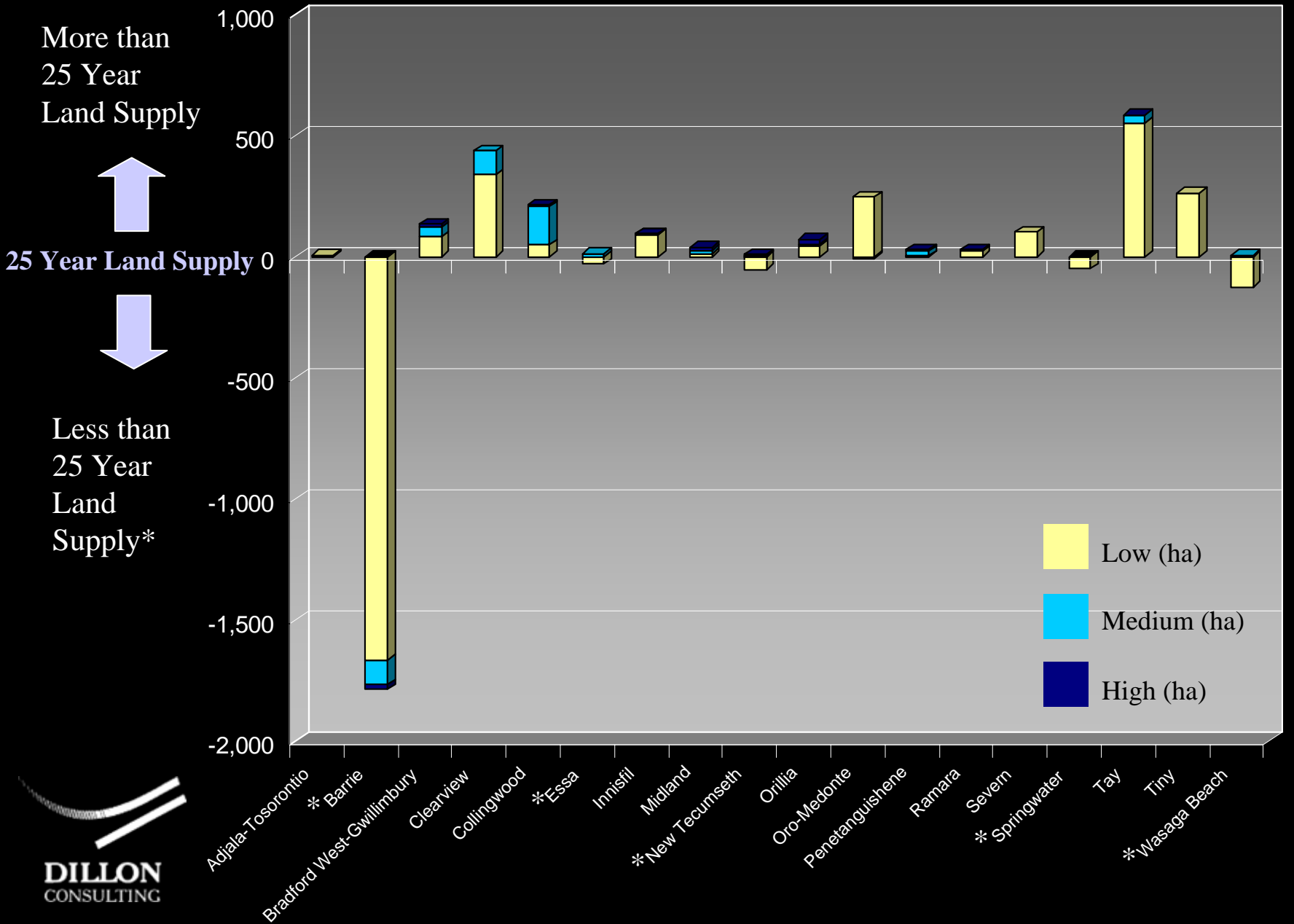
- *Existing residential land supply exceeds 25 year supply required to achieve Growth Plan 2031 population*
- *13 municipalities have more than a 25 year land supply based on a projected distribution of the Growth Plan 2031 population*
- *5 municipalities require more land supply to achieve the 2031 population*



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# 13 Municipalities have more than 25 Yr. Designated Land Supply



# Issues from ECA - SWOT

- *Major water and/or wastewater servicing improvements or expansions are needed to service existing approved/planned growth in all municipalities*

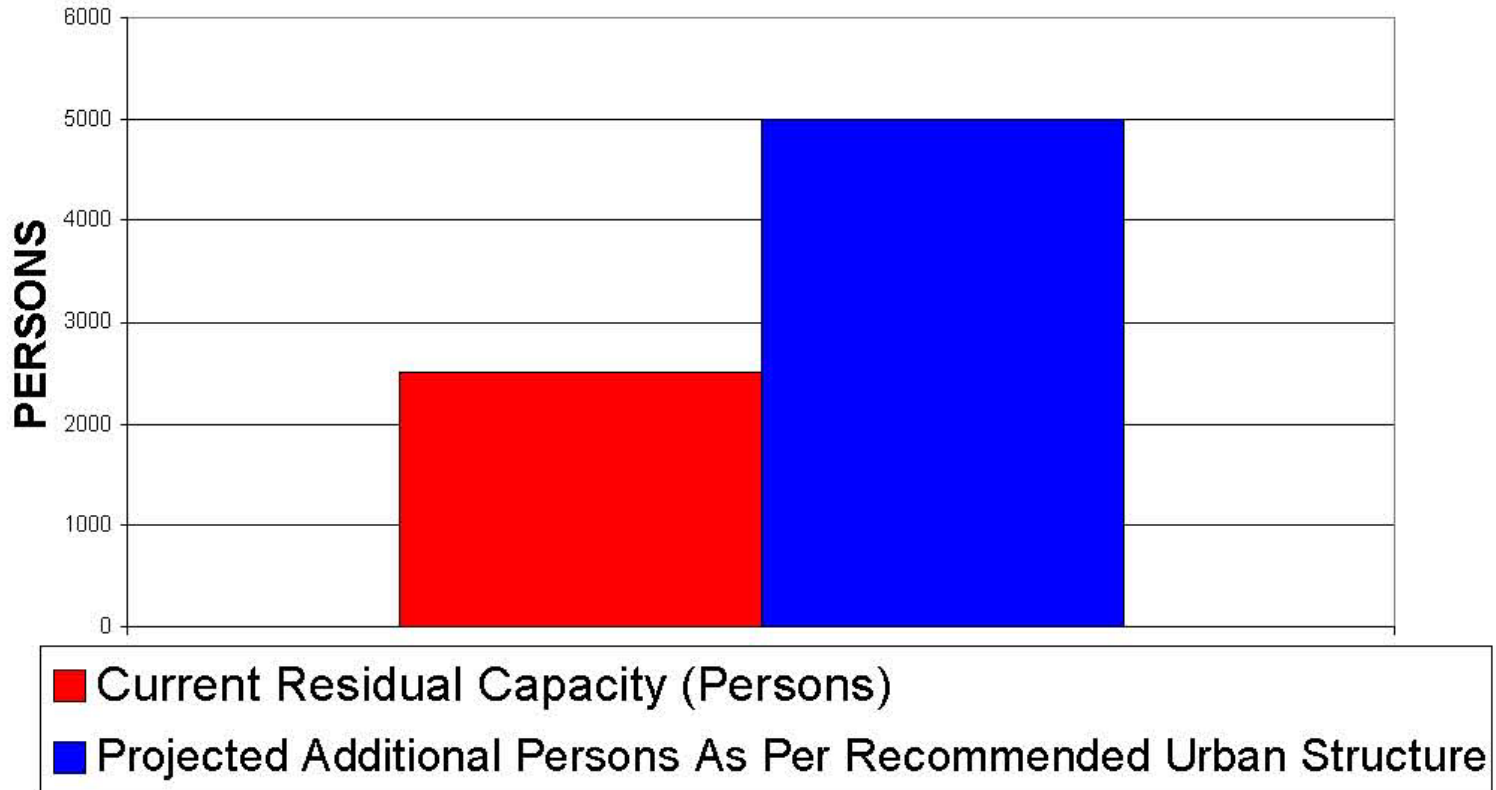


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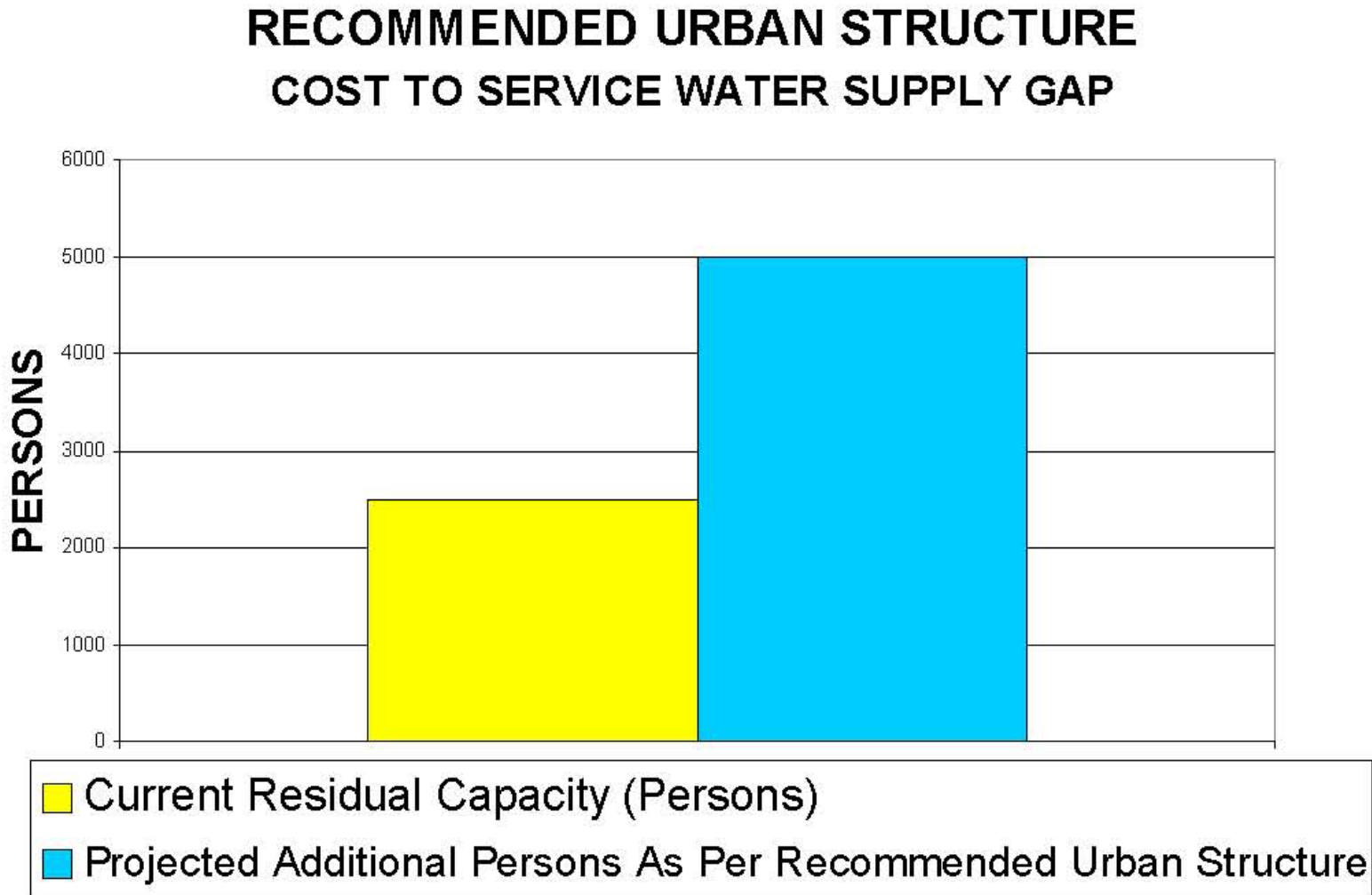


## RECOMMENDED URBAN STRUCTURE COST TO SERVICE WASTEWATER TREATMENT GAP



**COST: \$429,625,000**

**Intergovernmental Action  
Plan for Simcoe, Barrie &  
Orillia**



**COST: \$222,425,000**

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## Issues from ECA - SWOT

- *Finite capacity for growth in Lake Simcoe and Nottawasaga River watersheds*
- *Growth on two fronts:*
  - *North Simcoe leisure/lifestyle market*
  - *South Simcoe local employment & GTA market*
- *Current market demand is for single detached housing*



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# Issues from ECA - SWOT

- *Limited local and inter-regional transit*
- *Barrie and Bradford are only urban centres with full servicing and higher order transit*



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# Opportunities from ECA - SWOT

- *Assimilative Capacity Study model provides tool to assess impacts and mitigation for future growth*
- *Growth Plan conformity within 3 years requires municipalities to update their official plans*
- *Study Area has a strong base of complete communities for shaping future growth*



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# Opportunities from ECA - SWOT

- *Physical potential for intensification throughout the Study Area*
- *Aging population and smaller household sizes will grow the market for medium/high density housing*
- *Study Area has a strong and diversified economic base with potential for growth*



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# Opportunities from ECA - SWOT

- *Highway 400 is the major spine for moving people and goods to and from the Study Area*
- *Natural features/resources are a draw for tourism and relocating empty nesters*



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# Purpose of the GPA

- *Develop and assess growth options for accommodating the 25 year (2031) target for the Study Area from the Growth Plan*
- *Recommend a preferred growth option*
- *Identify follow-up work to be done by the IGAP Partners*



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# Vision for Growth in the Study Area

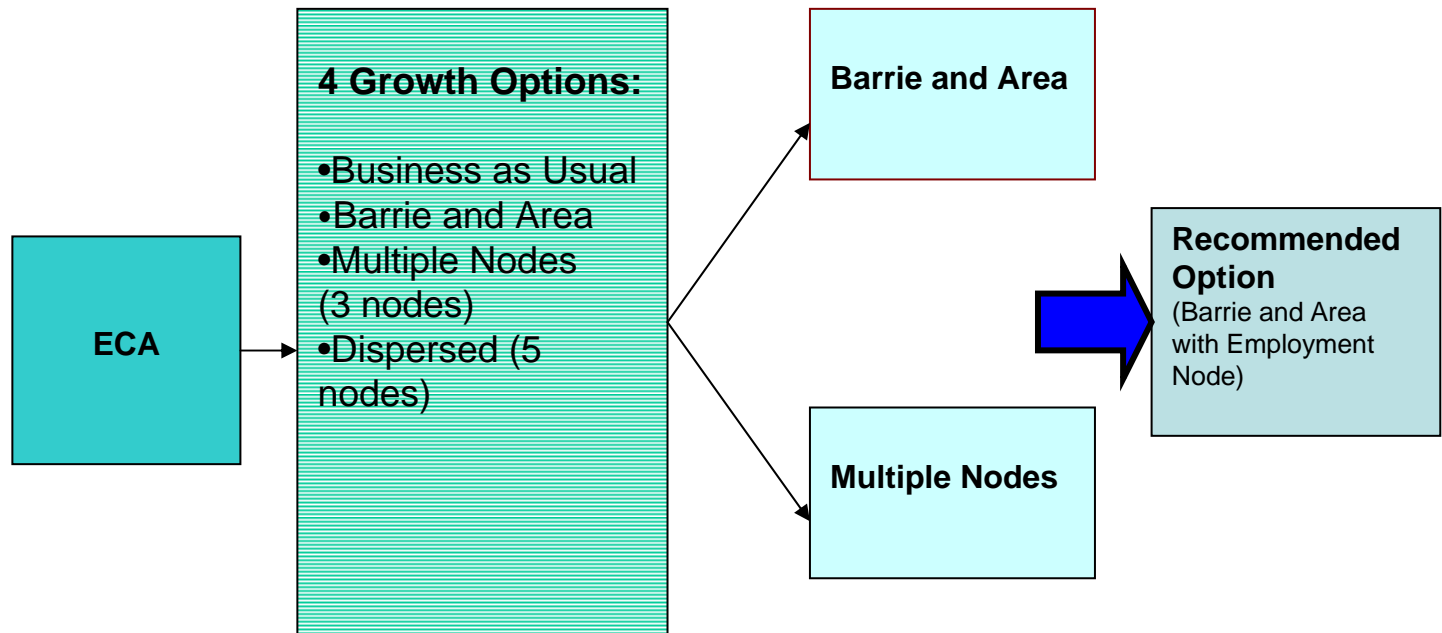
- *Healthy water and natural heritage systems*
- *Strong, sustainable, complete communities*
- *Diverse character of communities and choices for housing*
- *Strong live/work connections*
- *Reduced reliance on automobile*
- *Efficient infrastructure*



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# 4 Options for Growth involving Urban Area Expansion



# Barrie and Area Option

## Advantages:

- *Adjacent to existing major centre (urban growth centre)*
- *Supports demand/supply analysis*
- *Employment/residential connections*
- *Least cost/efficient servicing*
- *Builds on complete community amenities*
- *Local and regional transit*
- *Good transportation access*
- *Preferred for IA*



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# Barrie and Area Option

## Disadvantages:

- *Exceeds Assimilative Capacity Study targets*



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# Multiple Nodes Option

## Advantages:

- *Adjacent to existing major centre and large communities*
- *Employment/residential connections*
- *Builds on complete community amenities*
- *Efficient servicing*
- *Transit in Barrie and Bradford*
- *Good transportation access*



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# Multiple Nodes Option

## Disadvantages:

- *Demand/supply disconnect*
- *Higher servicing costs*
- *Growth not fully transit supportive*
- *Exceeds Assimilative Capacity Study targets*
- *Less preferred for IA*



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# Intergovernmental Action Plan for Simcoe, Barrie & Orillia

Orillia



## Intergovernmental Action Plan for Simcoe, Barrie and Orillia Recommended Urban Structure

### LEGEND

- IGAP Study Boundary<sup>2</sup>
- Area Municipalities<sup>2</sup>
- Provincial Highways<sup>1</sup>
- County Roads<sup>1</sup>
- Built Up Urbanized Area (conceptual)<sup>5</sup>
- Employment/Industrial<sup>3</sup>
- Settlement Boundary<sup>3,4</sup>
- Residential Expansion Area (conceptual)
- Employment Expansion Area (conceptual)
- Natural Heritage Constraints (conceptual)
- Regional Centre (Urban Growth Centre)
- Major Growth Node (fully serviced settlement area, with 2031 Population > 25,000)
- Growth Node (other settlement area with full services)
- Other Settlement Area<sup>3</sup>
- Settlement Non-Decision<sup>3</sup>

Projection: UTM zone 17N NAD83  
 Data Sources: 1. Ontario Ministry of Natural Resources  
 2. Ontario Ministry of Municipal Affairs and Housing  
 3. Simcoe County  
 4. Note that settlement area boundaries have not been altered to reflect 25 year land surplus.  
 5. Ministry of Public Infrastructure Renewal

Last Modified July 19, 2006

Created by: PJK  
 Checked by: RSS



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<b>RESIDENTIAL POPULATION, 2006-2031</b>			
<b>Municipality</b>	<b>Existing Population (2006)</b>	<b>Additional Population (2006-2031)</b>	<b>Total Population (2031)</b>
<b>Adjala-Tosorontio</b>	11,548	2,522	14,070
<b>Barrie</b>	131,918	111,885	243,803
<b>Innisfil</b>	32,292	12,923	45,256
<b>Essa</b>	18,831	5,994	24,826
<b>Bradford West Gwillimbury</b>	25,534	15,421	40,955
<b>Christian Island</b>	520	(61)	460
<b>Clearview</b>	14,420	6,916	21,336
<b>Collingwood</b>	18,474	9,947	28,422
<b>Midland</b>	16,785	4,788	21,574
<b>Mnjikang First Nation (Ramara)</b>	655	169	824
<b>New Tecumseth</b>	29,128	13,189	42,317
<b>Orillia</b>	29,923	6,359	36,282
<b>Oro-Medonte</b>	21,106	6,235	27,341
<b>Penetanguishene</b>	8,642	3,666	12,308
<b>Ramara</b>	9,792	2,225	12,017
<b>Severn</b>	12,574	2,096	14,643
<b>Springwater</b>	18,343	4,235	22,597
<b>Tay</b>	9,887	1,696	11,583
<b>Tiny</b>	10,572	2,964	13,536
<b>Wasaga Beach</b>	16,381	16,690	33,071
<b>Total</b>	<b>437,300</b>	<b>229,900</b>	<b>667,200</b>

**Intergovernmental Action  
 Plan for Simcoe, Barrie &  
 Orillia**

## EMPLOYMENT, 2006-2031

<b>Municipality</b>	<b>Existing Employment (2006)</b>	<b>Additional Employment (2006-2031)</b>	<b>Total Employment (2031)</b>
<b>Adjala-Tosorontio</b>	1,383	142	1,524
<b>Barrie</b>	58,378	50,842	109,220
<b>Innisfil</b>	6,542	3,618	10,160
<b>Essa</b>	7,529	599	8,128
<b>Bradford West Gwillimbury</b>	7,448	2,712	10,160
<b>Christian Island</b>	122	(22)	100
<b>Clearview</b>	4,168	404	4,572
<b>Collingwood</b>	11,992	4,772	16,764
<b>Midland</b>	11,444	1,256	12,700
<b>Mnjikang First Nation (Ramara)</b>	3,238	263	3,500
<b>New Tecumseth</b>	19,085	8,855	27,940
<b>Orillia</b>	17,809	2,511	20,320
<b>Oro-Medonte</b>	4,642	438	5,080
<b>Penetanguishene</b>	4,915	585	5,500
<b>Ramara</b>	2,110	(78)	2,032
<b>Severn</b>	3,814	186	4,000
<b>Springwater</b>	4,855	645	5,500
<b>Tay</b>	1,573	(73)	1,500
<b>Tiny</b>	1,394	130	1,524
<b>Wasaga Beach</b>	2,564	1,246	3,810
<b>Total</b>	<b>175,000</b>	<b>79,000</b>	<b>254,000</b>



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# Recommended Urban Structure: Barrie and Area

- *3 tiers of fully serviced settlement areas*
- *Barrie is the anchor urban growth centre*
- *Supported by 5 fully serviced growth nodes:*
  - *Orillia, Alliston, Collingwood, Bradford, Wasaga Beach*
- *Next tier of 15 fully serviced settlement areas*
- *Some growth in partially serviced settlement areas*
- *Urban area expansion concentrated in single node in Barrie area ( 1785 ha, 91,500 pop.)*



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# Recommended Urban Structure: Barrie and Area

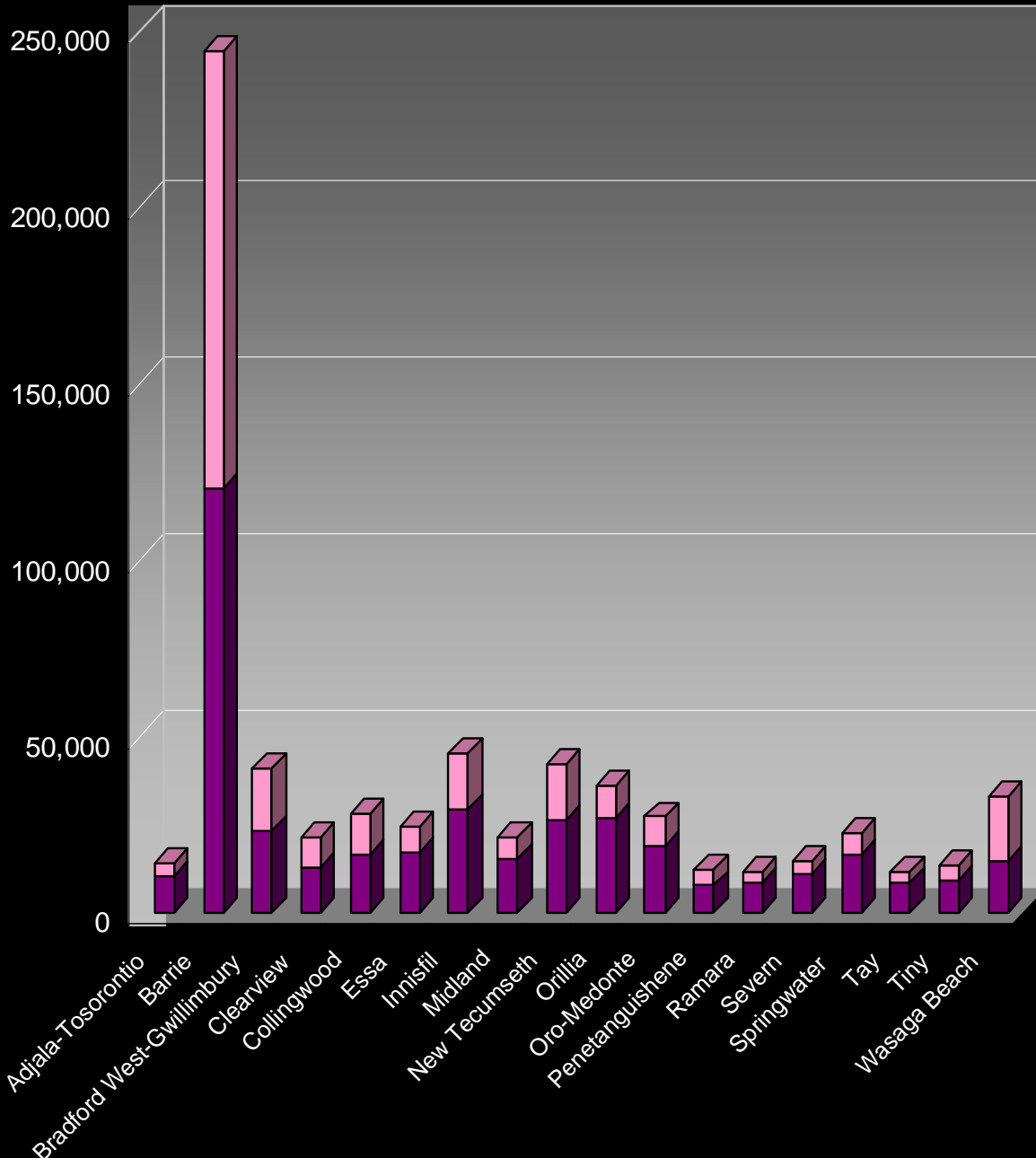
- *Existing employment areas supplemented by 2 new adjacent nodes*
- *350 ha of new employment lands in Hwy. 400 Corridor south of Barrie (12,600 jobs)*
- *72 ha of new employment lands in node at Hwy. 400/88 (2,200 jobs)*
- *66% of residential growth is in existing communities*
- *82% of employment growth is in existing communities*
- *51+ persons/jobs per hectare for Study Area*
- *150 persons/jobs in downtown Barrie*



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# Every Municipality gets 25 Years of Resid. Growth



## Existing & Projected Population

- 2006-2031 Population
- 2006-Base Population



# Why the Barrie and Area Option?

*Best meets Provincial policy objectives  
(Growth Plan, Provincial Policy Statement):*

- *Reinforces Barrie as a designated growth centre*
- *Fully matches housing demand and land supply requirements*
- *Least cost/most efficient servicing*
- *Supports large and small communities*
- *Supports diverse community character and housing choice*
- *Urban expansion area has access to local and inter-regional transit*
- *Urban expansion area has access to the full range of jobs, services and amenities in a complete, compact urban centre*



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# Why the Barrie and Area Option?

- *Urban expansion area avoids natural heritage features and minimizes watershed impacts*
- *Lower environmental and watershed impacts by focusing growth in build-up areas and reducing urban area expansion*
- *Residual watershed and lake impacts can be further managed (community design, Best Management Practices and environmental projects to offset loads to Lake Simcoe)*
- *Most preferred for service delivery (IA)*
- *No other off-setting advantages of the Multiple Node Option compared to the Barrie and Area Option*



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# Next Steps for IGAP Partners

- *Area-wide growth management study to refine population and employment demand and land supply and growth directions to address Growth Plan and Provincial Policy Statement*
- *Area-wide intensification study to refine intensification analysis and confirm targets to address Growth Plan and Provincial Policy Statement*
- *Official Plan policy updating to address Growth Plan conformity and Provincial Policy Statement consistency*
- *Continued work to meet watershed and lake health targets as per Assimilative Capacity Study*



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## Purpose of IA

- *Recommend service delivery options to support the recommended growth option*
- *Set out governance implications*
- *Identify follow-up work to be done by the IGAP Partners*



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# Key IA Challenges

- *Coordinating area-wide management of growth and development*
- *Coordinating area-wide long-range land use and infrastructure planning*
- *Incorporating and maintaining the Assimilative Capacity Study model in planning decisions*
- *Monitoring targets:*
  - *Population and employment*
  - *Intensification and minimum densities*
  - *Live/work connections*
  - *Watershed impacts*
- *Ensuring there is authority to deal with growth management issues*
- *Finding the resources to address growth management issues*



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## Scope of Assessment

- *Focus on planning and development services and public works (mainly water and wastewater)*
- *Consider service delivery issues relating to recreation and culture, emergency services, social services, as appropriate*



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# Service Delivery Options

- *Efficiencies within current service arrangements*
- *Inter-municipal agreements*
- *Service district*
- *Area-wide service consolidation*



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# Preferred Service Delivery Option: Planning & Development Services

- *Consolidated Planning & Development Services including Long-Range Infrastructure Planning through Area-Wide Two-Tier Delivery*



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# Service Consolidation: Two-Tier Delivery

- *Upper tier planning responsible for: area-wide strategic growth management and long-range planning; approval of local official plans & amendments; and long-range infrastructure planning*
- *Local planning departments would remain responsible for local planning and some GIS and economic development*



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# Service Consolidation: Two-Tier Delivery

- *Advantages:*
  - *Coordinated area-wide long-range land use and infrastructure planning*
  - *Effective, efficient and accountable*
  - *Retain local autonomy/responsiveness on local planning and development matters*



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# Service Consolidation: Two-Tier Delivery

- *Disadvantages:*
  - *Some loss of local autonomy, especially for Barrie and Orillia*
  - *Potential for duplication and overlap*



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# Preferred Service Delivery Option: Public Works

- *Consolidated Public Works: Water and Wastewater Services and Assimilative Capacity Study Model through Two-Tier Delivery*



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# Public Works – Water and Wastewater

- *Service Consolidation: Two-Tier Delivery*
- *Upper tier responsible for treatment facilities and regional distribution system*
- *Local municipalities responsible for local distribution & collection systems*



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# Public Works – Water and Wastewater

- *Service Consolidation: Two-Tier Delivery*
- *Advantages:*
  - *Linkage with area-wide long-range land use & infrastructure planning*
  - *Effective, efficient and accountable*
  - *Retain local responsiveness to users*



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# Public Works – Water and Wastewater

- *Service Consolidation: Two-Tier Delivery*
- *Disadvantages:*
  - *Reorganization of existing service delivery*
  - *Some loss of local autonomy, especially for Barrie and Orillia*



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## Other Services

- *Retain consolidated services*
  - *Land ambulance & paramedic services*
  - *Social services*
  - *Court services & POA revenue*
  - *Waste management (county-wide)*
  
- *Study area-wide consolidation*
  - *Police*
  - *Waste management*



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## Other Services

- *Retain local responsibility*
  - *Recreation & Culture*
  - *Firefighting*
- *Seek greater efficiencies*
  - *Public-private partnerships*
  - *Best practices*
  - *Inter-municipal cooperation*



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# Implications for Governance

- *Others bodies have recommended area-wide government structure including separated cities where possible:*
  - County Government in Ontario, 1989
  - Who Does What Panel, 1996
  - Watertight Report, 2005
- *Need to study an area-wide two-tier government for Simcoe, Barrie and Orillia*

The logo for Dillon Consulting, featuring a stylized white graphic of two parallel lines curving upwards and to the right, with a dotted line trailing behind the upper line.  
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# Implications for Governance

- *Issues to be Addressed*
  - *Implementation of planning and development, public works and other services within the re-structured county*
  - *Outer boundaries of re-structured county*
  - *Internal boundaries of municipalities in a restructured county*
  - *Who does what*
  - *How to account for different amounts of debt/reserves in different municipalities*
  - *Representation, direct or indirect election, etc.*

# Implications for Governance

- *Area-wide two-tier service delivery will take time to implement*
- *What do you do in the interim?*
  - *Seek efficiencies within current service arrangements for public works*
  - *Prepare area-wide growth management strategy*
  - *Initiate work on local official plan conformity*
  - *Provincial assistance and, if necessary, intervention*



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