



OUR SPRINGWATER, OUR FUTURE  
**OFFICIAL PLAN REVIEW**



# GROWTH MANAGEMENT



# STRATEGY

[DRAFT]

August 2018



*In association with*  
**MetroEconomics**



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## **Standard Limitations**

This Growth Management Strategy (GMS) was prepared by WSP for the Township of Springwater (the Township). This report is based on information provided to WSP which has not been independently verified.

The disclosure of any information contained in this report is the sole responsibility of the Township. The material in this report and all information relating to this activity reflect WSP's judgment in light of the information available to us at the time of preparation of this report. Any use which a third party makes of this report, or any reliance on or decisions to be made based on it, are the responsibility of such third parties. WSP accepts no responsibility for damages, if any, suffered by a third party as a result of decisions made or actions based on this report.

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This Standard Limitations statement is considered part of this report.

## Executive Summary

The Township of Springwater is undertaking an Official Plan Review to ensure that its Official Plan reflects the current and emerging values and growth management framework of the Township and is consistent with Provincial and County requirements. This process requires Springwater to confirm that there are sufficient lands designated in its Official Plan to meet anticipated growth to the year 2031. This Growth Management Strategy (GMS) addresses these requirements by: characterizing the extent and nature of land demand that Springwater is projected to experience to 2031; reviewing the adequacy of Springwater's designated land supply to accommodate that projected growth; and, providing recommendations regarding the growth management framework to be established in the Township's new Official Plan.

WSP conducted the GMS on the basis of population, housing and employment forecasts prepared by MetroEconomics, which were carried out to the 2031 planning horizon in keeping with the County Official Plan. MetroEconomics' forecasts were informed by previous work contained in the Township's 2016 Long Range Financial Plan Final Report, as well as by Ontario Municipal Board (OMB) decisions regarding the Midhurst Secondary Plan. MetroEconomics' projections are premised on the 2031 population forecast of 24,000 persons allocated to Springwater under the County Official Plan and the Growth Plan for the Greater Golden Horseshoe to account for the full build-out of the residentially designated lands in the Midhurst Secondary Plan area, including additional population allocation approved by the OMB.

Taking development in the Midhurst Secondary Plan Area that has already been approved into account (beyond the Growth Plan forecast to 2031), MetroEconomics projects that the Growth Plan 2031 forecast of 24,000 persons will be reached by 2023 with an occupied dwelling projection of approximately 8,300 dwelling units. The GMS identified a Township-wide settlement area dwelling supply of 12,107 units, equating to an estimated potential to house 37,500 people at full build out. On this basis, MetroEconomics projects that the Township will reach a total post-censal population of 37,800 by 2031. In comparing the projected residential demand to this residential supply, it was determined that Springwater has sufficient overall dwelling unit supply to accommodate projected population forecasts to 2031.

Employment demand is categorized by Employment Serving (ES) and Population Serving (PS) employment uses. Employment Serving employment is generally accommodated in areas with specialized non-residential land use designations and associated policies which enable business operations that typically require larger parcels with a critical business need to locate in clustered areas which are serviced by appropriate transportation and utility infrastructure (i.e. manufacturing, warehouses and business parks). Population Serving employment refers to jobs that serve the local population. This includes virtually all commercial and institutional employment uses, which can occur on both residential and non-residential designated lands.

MetroEconomics projects that total employment in the Township, taking the areas already approved for development in the Midhurst Secondary Plan Area into account, will reach 11,800 jobs by 2031. The GMS determined that there is sufficient land supply to accommodate projected employment needs to 2031 based on non-residential lands designated for ES and PS employment uses.

With respect to the Growth Plan targets, the GMS confirms that the Township is on track to achieve its approved alternative minimum residential intensification target of 15% and its alternative minimum greenfield density target of 32 persons and jobs per hectare. However, the minimum residential intensification target includes

development potential associated with both the delineated and undelineated built-up areas. Under the new 2017 Growth Plan, only development in the delineated built-up area in the communities of Midhurst and Elmvale will be counted toward the minimum intensification target. However, the existing targets are to remain in place until such time as the County's municipal comprehensive review (MCR) re-evaluates them. As such, there is a need to reassess these targets and determine what is appropriate through the County's MCR in light of directives from the 2017 Growth Plan.

Other key conclusions and recommendations made by the GMS include:

**(1) Utilize the GMS recommended Settlement Area hierarchy to inform policy decisions.**

The GMS draws conclusions based on the directives Growth Plan and County Official Plan directives, presence and capacity of municipal servicing, and assessment of land availability to recommend a settlement area hierarchy for the Township. This hierarchy branches from the identified major and minor settlement area classification in the Township's Official Plan, recommending the following structure:

- Midhurst and Elmvale as **major settlement areas**, given their Growth Plan designations, municipal servicing capacity (existing/planned) and amount of uncommitted and developable land;
- Hillsdale as a **major settlement area**, to recognize the employment growth potential of the existing designated Business Park and immediate access to the Highway 400/93 interchange. The provision of full municipal servicing should be a focus of the Township;
- Snow Valley and Centre Vespra as **intermediate settlement areas**, given the Growth Plan direction to contain limited growth, yet presence of land which is situated appropriately for development based on location and existing municipal servicing infrastructure; and
- Anten Mills, Minesing and Phelpston as **minor settlement areas**, given the Growth Plan direction to contain limited growth, shortage of uncommitted land, and lack of municipal servicing capacity.
- Orr Lake to be removed as a settlement area as it is not identified as a settlement area in the County Official Plan.

**(2) Encourage a greater mix of land designations and housing supply through policy directives.**

Increased housing mix within the delineated built-up area will ensure the minimum intensification target is met and avoid an undersupply of medium density dwellings, which may occur given existing development trends. To obtain this increased mix, the Township should look to adjust land use policies to be in favour of medium density supply, infill and redevelopment opportunities.

**(3) Undertake an Intensification Study as part of Phase 2 of the Official Plan Review.**

Given intensification challenges due to the limited opportunities presented by the existing character of the settlement areas, an Intensification Study would assist in identifying intensification opportunities and supporting intensification targets. This Study should provide further guidance in what an appropriate level of intensification is within the Township's delineated built-up areas, which should provide input into the County's next MCR.

**(4) Review the Township’s non-residential land use designation provisions.**

The Township should explore options for increasing non-residential development densities, particularly in conjunction with long term infrastructure planning, to encourage more intensive employment serving land uses on underutilized lands.

**(5) Undertake a Population Serving Employment Market Study.**

A Population Serving Employment Market Study should be undertaken to support intensification priorities on non-residential lands. The intent of this Study is to identify underutilized population serving developments – through a commercial and institutional establishment inventory and review of market demand within Springwater – and support further non-residential intensification

**(6) Consider identification of Prime Employment Areas.**

The Township should collaborate with the County to prioritize key lands along strategic corridors for employment uses, protect designated employment areas from conversion and satisfy strategic employment objectives by identifying Prime Employment Areas, as defined by the 2017 Growth Plan. The employment area within Hillsdale should be considered for identification as a Prime Employment Area, through the County’s MCR, to recognize the strategic importance of these employment lands in proximity to a major transportation corridor.

**(7) Use the GMS to inform the Township’s ongoing Development Charges Study in regards to infrastructure investment and phasing of development.**

The settlement area hierarchy recommended in the previous GMS recommendation provides direction on where growth should be focused and the extent to which it should be expected. As such, the on-going Development Charges Study should be updated in accordance to this hierarchy to ensure new growth is appropriately funded.

**(8) Seek alternative intensification and density targets through the County’s next Official Plan MCR.**

Given the implications of the 2017 Growth Plan, there is a need to establish new targets within the Township to appropriately address the changes in calculating these targets and challenges to achieving them. The outcomes of the future Intensification Study, Population Serving Employment Market Study, and ongoing Development Charges Study, as well as 2016 Census information, should inform the establishment of these new targets as part of the County’s MCR, to allocate the 2041 growth forecasts identified in Schedule 3 of the Growth Plan.

**(9) Monitor and revisit Springwater’s land needs every five years.**

Given the fluidity of development, population and employment growth trends, intensification rates, land supply and residential and employment densities should be monitored every five years to ensure this GMS is modified and implemented accordingly.

The GMS will inform the growth management framework of the Township’s new Official Plan. In essence, these directions will assist Springwater in its continual growth toward becoming a complete community which maintains its character while creating an inclusive community for all.

# 1 Introduction

The Township of Springwater (the “Township”) is undertaking an Official Plan Review (OPR) to ensure that the Township’s Official Plan (“Township OP”) reflects the Township’s values and growth framework and is consistent with current Provincial and County requirements<sup>1</sup>. This process requires that the Township confirm that there are sufficient lands designated in its Official Plan to accommodate anticipated growth through the planning period to the year 2031. This Growth Management Strategy (GMS) was initiated to address that requirement.

## 1.1 What is a Growth Management Strategy?

A GMS is a long-term plan to manage growth within a municipality which determines if there is appropriate land supply to meet growth demands within a specified planning period. The purpose of this GMS is to direct population and employment growth within the Township to ensure that the municipality continues to develop as a complete, well-balanced and sustainable community. The *Places to Grow Act*, as well as the Growth Plan for the Greater Golden Horseshoe, recognizes that planning must occur in a rational and strategic way to accommodate future population growth, support economic prosperity and achieve a high quality of life for all Ontarians. As such, this GMS assesses and advises on the Township’s land needs by:

- a. Characterizing the extent and nature of land demand that is projected for the Township to 2031;
- b. Reviewing the adequacy of designated land supply to accommodate projected growth; and
- c. Providing recommendations for the Township to consider when updating growth management policies in the new Official Plan.

## 1.2 Why Update the Growth Management Strategy?

The context and policy framework for growth that is applicable to Springwater has changed significantly since the Township’s last GMS was undertaken in 2004. The Township and County of Simcoe (the “County”) have experienced considerable growth and transformation, which is expected to continue to 2031 and beyond. The magnitude of the 2031 growth forecast allocated to Springwater and 2041 growth forecast allocated to the County will have a significant impact on the form and character of the Township’s communities. Thus, an updated management framework is essential to inform the Township on how it can best accommodate this growth.

## 1.3 Structure of the Growth Management Strategy

This report will guide the reader through all stages of this land needs assessment process, and is structured as follows:

- **Section 2** presents the key points of the policy framework applicable to Springwater and its GMS;
- **Section 3** summarizes the modelling approach and methodology applied to the GMS;
- **Sections 4 and 5** contain analysis of projected residential and employment land needs, respectively, within the Township to the year 2031; and,
- **Section 6** provides conclusions and growth management recommendations.

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<sup>1</sup> Section 26 of the *Planning Act* requires a municipality to revise their Official Plan as required to ensure that it: (a) conforms with provincial plans or does not conflict with them, as the case may be; (b) has regard to the matters of provincial interest listed in section 2; and (c) is consistent with policy statements issued under subsection 3 (1).

## 2 Existing Policy Conditions

To provide relevant context to guide the Study Team’s analysis of future growth and land needs in Springwater, a review was undertaken of relevant planning policy documents, including:

- the *Planning Act R.S.O. 1990, Chapter P.13* (1990);
- the Provincial Policy Statement (2014);
- the Growth Plan for the Greater Golden Horseshoe (2006), and the new Growth Plan for the Greater Golden Horseshoe (2017) which took effect on July 1, 2017;
- the Simcoe County Official Plan (2008) (adopted by County Council in 2008, and substantially approved in 2016); and
- the Township of Springwater Official Plan (1998), and subsequent amendments.

The information obtained from these documents provided the basis for reviewing the Township’s historical, recent and forecasted growth and refining the study approach and methodology outlined in Section 3 and to ground the policy recommendations in Section 6.

The following subsections provide an overview of the relevant existing policy documents as they relate to the GMS. It is also noted that a Discussion Paper was prepared concurrently with the GMS that provides more extensive discussion regarding each policy document.

### 2.1 Provincial Policy Context

In Ontario, the *Planning Act* is the primary legislative framework for land use planning. When dealing with planning matters, municipalities must also consider related Provincial legislation, policies and plans, including the 2014 Provincial Policy Statement (PPS) and the Growth Plan for the Greater Golden Horseshoe, 2017.

#### 2.1.1 Planning Act

The *Planning Act* governs how municipalities may plan and regulate the use of land in Ontario. The *Act* outlines the Province’s key land use concerns, identifies other Provincial policy documents that provide further direction on these key concerns and establishes the tools available to municipalities for regulating the use of land within their municipality.

The Province’s key land use concerns are identified as matters of Provincial interest in Section 2 of the *Planning Act*. With respect to growth management, municipal Councils are required to have regard to the following matters:

- protection of ecological systems & agricultural resources;
- conservation of natural & cultural resources;
- adequate provision & efficient use of infrastructure, energy and water;
- adequate provision & distribution of community facilities;
- provision of a full range of housing & employment opportunities;
- financial & economic sustainability;
- protection of public health & safety; and
- appropriate location & orderly development of growth and communities.

With respect to employment opportunities as well as the appropriate location of employment growth and development, the *Act* defines an “area of employment” to mean,

*“an area of land designated in an official plan for clusters of business and economic uses”.*

The employment uses that may be clustered to form an “area of employment” include, but are not limited to:

- manufacturing;
- selected office uses;
- facilities ancillary to the above.
- warehousing;
- associated retail uses; and

Section 3 of the *Act* allows the Province to issue Provincial Policy Statements as well as Provincial Plans to which all municipal planning decisions must be consistent with, or conform to, respectively. These documents articulate how the Province expects municipalities to address matters of Provincial interest; this includes the Provincial Policy Statement and the Growth Plan for the Greater Golden Horseshoe, which are discussed in the following subsections. The *Planning Act* also requires that the Township’s Official Plan conforms to the County of Simcoe Official Plan, which provides upper-tier planning directions.

### **2.1.2 Provincial Policy Statement, 2014**

The 2014 Provincial Policy Statement (PPS) is issued under Section 3(1) of the *Planning Act*. Under Section 3(6) of the *Act*, municipal planning decisions are required to be consistent with the PPS. The PPS outlines the Province of Ontario’s position on a wide range of land use planning matters and generally supports the planning and development of strong, healthy communities, the wise management and conservation of natural resources, and ensuring the protection of public health and safety from hazards.

To ensure that land is developed efficiently, safely, and sustainably and that a sufficient quantity of land is available to meet foreseeable growth needs, Section 1.1.2 of the PPS requires municipalities to make sufficient land available through intensification and redevelopment and, if necessary, growth in designated greenfield areas. Furthermore, Section 1.1.3.1 of the PPS directs that growth and development are to be focused in settlement areas.

It is recognized that the Growth Plan policies provide more detailed policy direction for lands within the GGH, and as such, the Growth Plan policies prevail over the PPS.

#### **2.1.2.1 Settlement Areas**

The PPS defines settlement areas as:

*“urban areas and rural settlement areas within municipalities (such as cities, towns, villages and hamlets) that are:*

- a) built-up areas where development is concentrated and which have a mix of land uses; and*
- b) lands which have been designated in an official plan for development over the long term planning horizon provided for in policy 1.1.2. In cases where land in designated growth areas is not available, the settlement area may be no larger than the area where development is concentrated.”*

The PPS focuses growth to defined settlement areas through a mix of densities and land uses to encourage more efficient use of land and resources and to minimize negative impacts to air quality and climate change while supporting transit, active transportation and freight. Settlement areas are defined by the PPS to consist of built up areas where development is concentrated with a mix of land uses, as well as lands which have been designated for development over the long term (20-year) planning horizon. The PPS also requires planning authorities to effectively and efficiently phase development. However, in the case of Springwater, the 2017 Growth Plan policies prevail, and provide further direction.

Subject to health and safety policies in Section 3 and resource management policies in Section 2, Planning authorities are required to identify appropriate locations and promote opportunities for intensification and redevelopment, considering existing building stock or areas, including brownfield sites, and the availability of suitable existing or planned infrastructure and public service facilities required to accommodate projected needs.

In accordance with the PPS, should a municipality wish to consider the expansion of a settlement area, it is noted that such boundaries can only be re-examined during a comprehensive review carried out under the auspices of Section 1.1.3.9 of the PPS. The PPS defines this as an Official Plan Review or Official Plan Amendment which considers up-to-date population and employment forecasts, intensification and redevelopment opportunities, integrated planning for infrastructure and public service facilities and water protection and servicing availability. However, in the case of Springwater, the 2017 Growth Plan policies apply (S.2.2.8) which only permit settlement area boundary expansion through a municipal comprehensive review which is initiated by the County.

#### **2.1.2.2 Employment Areas**

The Province, through the PPS, has made it a matter of public policy to protect and encourage the development of employment areas to facilitate growth and development of local economies, thereby ensuring the growth of Ontario's economy overall. The PPS contains policies that protect employment areas by requiring planning authorities to:

- plan for, protect, and preserve employment areas for current and future uses and ensure that the necessary infrastructure is provided to support current and projected needs (S. 1.3.2.1);
- protect employment areas in proximity to major goods movement facilities and corridors for employment uses that require those locations (S. 1.3.2.3); and,
- protect employment serving lands from conversion and require sufficient planning justification for an employment area conversion to be demonstrated through a County municipal comprehensive review (S. 1.3.2.2 (PPS) & S. 2.2.5 (GP)).

The planning for, and protection of, Springwater's employment areas is required of the Township as a matter of provincial interest. More critically, however, the maintenance of a shovel-ready supply of clustered, serviced employment land is needed for Springwater to be competitive in the Provincial market for new business investment, which in turn, will lead to the creation of jobs and economic benefits overall.

#### **2.1.2.3 Planning Horizon**

These policies are intended to ensure that an appropriate range and mix of employment opportunities as well as housing and other land uses are available to meet projected needs over the planning horizon.

In the case of Springwater, municipality-specific population and employment forecasts to 2031 have been established through Amendment 1 to the Growth Plan, 2006, which are reflected in the County Official Plan. The PPS also states, however, that nothing in Section 1.1.2 limits municipalities from planning for infrastructure and public service facilities beyond a 20-year horizon.

### **2.1.3 Growth Plan for the Greater Golden Horseshoe**

The 2017 Growth Plan for the Greater Golden Horseshoe (the “Growth Plan”), pursuant to the *Places to Grow Act, 2005*, took effect on July 1<sup>st</sup>, 2017; updated through the Province’s 10-year review of the Growth Plan, which was part of the Ministry’s Coordinated Land Use Review. The Growth Plan was enacted to provide municipalities with guidance on growth through a range of planning issues including: land use planning, transportation and infrastructure planning, urban form, housing, the natural environment and resource protection. The Growth Plan is to be read in conjunction with the PPS and other relevant provincial plans and legislation (S. 1.4). The Growth Plan policies provide more detailed policy direction for lands within the GGH, and as such, the Growth Plan policies prevail over the PPS. All municipalities within the Greater Golden Horseshoe (GGH), including the County of Simcoe and Township of Springwater, are subject to the Growth Plan.

The major growth management policy directions of the 2017 Growth Plan will need to be implemented through the County’s next municipal comprehensive review (MCR), prior to being implemented in the Township’s Official Plan. However, Section 3(5)(b) of the *Planning Act* is clear in that all planning decisions and directives must conform to all Provincial policy statements and plans in effect at the time. As such, the County of Simcoe has provided clarification regarding areas of the 2017 Growth Plan to which lower-tier decisions must conform, prior to the County’s next MCR.

Given that there are elements of both the 2006 and 2017 Growth Plan which are applicable to the Township until such time as the County’s MCR is approved, the following sections outline the key topic areas of the Growth Plan and distinguish what version of the Plan these directions are applicable to in the Township’s current Official Plan Review.

#### **2.1.3.1 Population and Employment Forecasts**

Amendment 1 to the 2006 Growth Plan, which came into effect on January 19, 2012, provided specific population and employment forecasts to 2031 and specific policies for Simcoe-area municipalities, including Springwater (Growth Plan Schedule 7). Subsequently, Amendment 2 to the 2006 Growth Plan, which came into effect on June 17, 2013, provided updated growth forecasts to 2036 and 2041 (Growth Plan Schedule 3); however, this only provided an extended forecast for Simcoe County. Amendment 2 did not revise the population and employment growth forecasts and allocations for Simcoe-area municipalities (Growth Plan Schedule 7). Therefore, the Township’s current Official Plan Review will plan for growth to 2031 (Growth Plan Schedule 7). The County will be required to allocate 2041 population and employment growth to its constituent municipalities as part of its next MCR (as per Growth Plan Schedule 3). Furthermore, the Province has released a methodology to calculate land needs to implement the 2017 Growth Plan, which will be undertaken through the County’s MCR.

These forecasts, summarized in Exhibit 1, form the basis for municipalities to plan and manage growth<sup>2</sup>.

### Exhibit 1. Growth Plan Population & Employment Forecasts

Municipality	Population			Employment		
	2031	2036	2041	2031	2036	2041
Simcoe County (Schedules 3 & 7)	416,000	456,000	497,000	132,000	141,000	152,000
Springwater (Schedule 7)	24,000	N/A		5,600	N/A	

Exhibit 1 indicates that the County will reach 416,000 residents and 132,000 workers by 2031, with 24,000 residents and 5,600 workers allocated to Springwater to 2031.

#### 2.1.3.2 Intensification and Density Targets

The Growth Plan establishes baseline minimum intensification and greenfield density targets for municipalities to ensure the creation of complete and compact communities which efficiently utilize existing and planned infrastructure. Additionally, municipalities are required to establish and implement minimum affordable housing targets and develop housing strategies, including official plan policies, to support the provision of affordable housing, and a range of housing types and densities. These targets apply to respective areas within certain settlement areas – being those settlement areas where the delineated built-up area and the designated greenfield area are defined – which are further addressed in Section 3.2, Settlement Area Hierarchy.

The 2006 Growth Plan establishes the baseline intensification target which directs a minimum of 40% of all dwelling unit growth to delineated built-up areas and the baseline greenfield density target is a minimum of 50 residents and jobs per hectare<sup>3</sup>. However, Sections 2.2.3.4 and 2.2.7.5 of the Plan allow the Minister of Infrastructure to review and permit alternative minimum targets for municipalities located in the outer ring of the Growth Plan area, and which do not have an urban growth centre, in recognition of their local context. Furthermore, Section 5.4.2 of the Growth Plan requires Simcoe County to allocate County-wide growth forecasts and apportion intensification and density targets to each local municipality.

As Simcoe County is located in the outer ring of the Growth Plan and the Township of Springwater does not contain an urban growth centre, the Minister has approved alternative minimum targets that have been applied through the County's Official Plan. These targets are as follow:

- **Intensification Target:** a minimum of 15% of residential development occurring annually within the Township will be within the delineated built-up area; and
- **Density Target:** the designated greenfield area within the Township must be planned to achieve a minimum density target that is not less than 32 residents and jobs combined per hectare.

<sup>2</sup> Section 5.4.2 of the Growth Plan requires upper-tier municipalities to allocate the upper-tier growth forecast to the lower-tier municipalities as well as identify minimum intensification rate and designated greenfield area density targets.

<sup>3</sup> Sections 2.2.7.3 and 2.2.7.4 of the 2006 Growth Plan indicates that minimum density targets are intended to be measured net of lands with environmental constraints, including features identified in an official plan or provincial plan including wetlands, coastal wetlands, woodlands, valley lands, areas of natural and scientific interest, habitat of endangered species and threatened species, wildlife habitat, and fish habitat.

Refer to Section 3.2 for further explanation and an illustration of the Growth Plan terms for delineated built-up area and designated greenfield area.

The 2017 Growth Plan has revised these baseline targets and the way in which they are calculated (S.2.2.1, S.2.2.2, S.5.2.5). Notwithstanding, the 2017 Growth Plan includes policies which provide for currently approved alternative greenfield and intensification targets to remain in place, until they are reviewed through the County's next MCR and Official Plan update (S.5.2.5(3)). The following sections outline the implications of the 2017 Growth Plan on these targets, and indicate how they have been addressed by the GMS.

### **Intensification Target**

An influential difference between the 2006 Growth Plan and 2017 Growth Plan relates to the increase in, and calculation of, intensification targets. The 2006 Growth Plan and the Simcoe County Official Plan consider the entire settlement area associated with an undelineated built-up area to be part of the delineated built-up area and therefore to contribute to the minimum intensification target. However, the 2017 Growth Plan only permits residential dwelling units developed within the delineated built-up area to count towards the minimum intensification target (S.2.2.2(1)).

The 2017 Growth Plan is unclear as to whether municipalities, such as Springwater, which have been assigned alternative minimum intensification targets may continue to include development in the undelineated built-up area toward their minimum alternative intensification target until updated targets are approved through the County's next MCR. It is noted, however, that the alternative minimum intensification target of 15% approved for Springwater by the Province was determined to include development within the delineated built-up area and the undelineated built-up area. It is also noted that the 2017 Growth Plan policy which excludes undelineated built up areas from the calculation of the minimum intensification target creates an inconsistency between the County Official Plan and the 2017 Growth Plan.

As the existing approved minimum intensification target is to remain in place until the time of the County's next MCR, it is reasonable to calculate the minimum intensification target using the same methodology that was used to establish the existing approved minimum intensification target. As a result of this change in Provincial policy, the GMS provides residential intensification analysis that considers both interpretations. Regardless of how the minimum intensification target is calculated, it is recognized that the existing approved minimum intensification target is to remain in place until the time of the County's next MCR.

### **Designated Greenfield Area Density Target**

Although the density target still applies throughout the entire designated greenfield area, the land that must be subtracted in calculating the target has been revised in the 2017 Growth Plan. The 2006 Growth Plan states that natural heritage features and areas, and natural heritage systems and floodplains are permitted to be excluded from the calculation of the designated greenfield density target, provided development is prohibited in these areas. The 2017 Growth Plan outlines additional lands which are permitted to be excluded, such as employment areas, rights-of-way for electrical transmission lines, energy transmission pipelines, freeways, and railways and cemeteries.

However, the GMS must calculate the density target based on the methodology used by the Province and County to determine the approved targets. As the approved alternative minimum designated greenfield area

density targets of 32 residents and jobs per hectare remain in place until the time of the County's next MCR, it would be reasonable to calculate the designated greenfield area density target using the same methodology that was originally used to establish it. Regardless of how the minimum greenfield area density target is calculated, it is recognized that the existing approved minimum designated greenfield area density target is to remain in place until the time of the County's next MCR.

### **2.1.3.3 Employment Land**

The 2017 Growth Plan promotes transit-supportive employment development with compact built forms that minimize surface parking. The conversion of employment lands is prohibited and any change to an official plan to permit new or expanded opportunities for major retail in an employment area may only occur through a County MCR, in accordance with the 2017 Growth Plan. As such, employment area conversions may not be contemplated through the Township's Official Plan Review.

The 2017 Growth Plan provides more detailed policy direction for the protection of employment areas. A new concept within the updated 2017 Growth Plan is the distinction of between Employment Areas and Prime Employment Areas.

Employment Areas are defined as,

*“areas designated in an official plan for clusters of business and economic activities including, but not limited to, manufacturing, warehousing, offices, and associated retail and ancillary facilities.”*

Prime Employment Areas are defined as,

*“areas of employment within settlement areas that are designated in an official plan and protected over the long-term for uses that are land extensive or have low employment densities and require locations that are adjacent to or near major goods movement facilities and corridors. These uses include manufacturing, warehousing, and logistics, and appropriate associated uses and ancillary facilities.”*

Municipalities must assess their existing inventory of employment uses and identify these areas to ensure their protection. The potential for designating Prime Employment Areas was not investigated as part of this GMS. Prime Employment Areas may only be identified through the County MCR, which would then be implemented by the Township as part of the Township's next OPR, to implement the County MCR.

Furthermore, employment areas will be required to have specific density targets assigned to them. As such, upper-tier municipalities, in consultation with lower-tier municipalities, the Province, and other appropriate stakeholders, are to develop an employment strategy that establishes a minimum density target for all employment areas, measured in jobs per hectare, which reflect the current and anticipated type and scale of employment (S. 2.2.5.5). The employment strategy is to be implemented through a County MCR, including official plan policies and designations. The County and Township will need to investigate this through the next County MCR.

#### **2.1.3.4 Infrastructure**

The 2017 Growth Plan also recognizes the interconnectedness between planning for growth and the provision and investment in supporting infrastructure. Section 3.2 of the Growth Plan pertains to the provision of infrastructure (transportation and transit, water, wastewater systems, waste management systems, and community infrastructure) to support growth. Moreover, it is expected that municipalities should generate sufficient revenues to recover the full costs of providing municipal water and wastewater systems, and the construction of new, or expansion of existing municipal water and wastewater systems should only be considered where strategies for water conservation and demand management are being implemented and the expansion plans serve growth in a manner that supports achievement of the intensification and density targets (S. 3.2.5.4).

#### **2.1.3.5 Excess Lands**

In accordance with the 2017 Growth Plan, the Minister has established a methodology for assessing land needs (S. 2.2.1.). The identification of excess lands is to be assessed through the County's next MCR, based on the land needs methodology issued by the Province, and therefore has not been considered through this GMS. The Township's Official Plan Review may identify lands that are not required for growth beyond the planning horizon, to assist in informing the County's MCR.

#### **2.1.3.6 Settlement Area Expansion**

The 2017 Growth Plan requires that a settlement area expansion only occur through a County MCR, in accordance with the criteria provided in Section 2.2.8, and are therefore not contemplated through the Township's OPR.

### **2.2 County Policy Context**

The County's Official Plan (2008), was adopted by County Council in November 2008, and appealed to the Ontario Municipal Board in December 2009. The Board approved the Official Plan in December 2016. The Township of Springwater Official Plan is required to conform to the County of Simcoe Official Plan, without conflicting with the Growth Plan 2017. The County is also responsible for land use planning decisions of County interest, including approval of, and amendments to, the Township's Official Plan.

Section 3.2 of the Plan contains population and employment forecasts/allocations which are consistent with Schedules 3 and 7 of the Growth Plan. Section 3.5 of the Plan contains minimum intensification targets and designated greenfield area density targets. Per Sections 2.2.3.4 and 2.2.7.5 of the Growth Plan, the County sought and received alternative minimum designated greenfield area density and minimum intensification targets from the Province, which include:

- The minimum designated greenfield area density target for Springwater is 32 residents and jobs per hectare, relative to the target for the County as a whole, which is required to achieve 39 residents and jobs per hectare.
- The intensification target for all new residential development occurring annually, is to be located within the built boundary for Springwater is 15%, relative to 32% for the County as a whole.

## **2.3 Township Policy Context**

The Township of Springwater's Official Plan outlines the existing objectives and policies with respect to growth and development of urban lands; the protection of agricultural lands and the conservation of natural heritage areas; and the provision of the necessary infrastructure. The Township's current Official Plan took effect on February 19, 1998, with a planning horizon to the year 2016. As a result, the Township's Official Plan requires updating in consideration of recent provincial legislation, policies and plans, and the new County Official Plan. The Official Plan has undergone many site or area-specific amendments over the years, including detailed Secondary Plans for the settlements of Midhurst, Centre Vespra, Snow Valley and Hillsdale, but has not undergone a major revision/update in nearly 20 years.

### **2.3.1 Settlement Areas**

The Official Plan states that most growth in the Township is to be directed to urban settlement areas, which refers to Springwater's two major communities and six minor communities (S. 5.1.3). The Plan recognizes that each settlement area presents its own unique development opportunities and constraints which will influence their future development. The Plan also states that the major communities of Elmvale and Midhurst are preferred locations to accommodate projected growth in the Township due to the characteristics of these settlement areas as well as the wide range of existing municipal services and facilities available in these communities. However, the Plan also recognizes that Hillsdale is generally well positioned to capture a share of future residential and employment growth due to the present state of existing servicing and approved development (subject to further servicing investigations), and particularly employment growth given its proximity to Highway 400.

### **2.3.2 Midhurst Secondary Plan**

The Midhurst Secondary Plan (the "Secondary Plan") articulates the land use policies set forth in the Official Plan for the Midhurst settlement area. The Secondary Plan was adopted by Council in November of 2008 as OPA 38, and approved by the County of Simcoe in 2011; however, it was appealed to the OMB by several parties including the Ministry of Municipal Affairs (MMA). Since the time of the appeal, the Province amended the Provincial Regulations governing the application of the Growth Plan. In the fall of 2012, MMA withdrew its appeal as it pertains to the first 300 hectares of developable land within the Secondary Plan and the lands were then deemed approved. Through the enactment of a "Special Rule", development applications for up to 300 hectares of land within the Midhurst Secondary Plan were permitted to proceed through the rezoning and draft plan of subdivision approval stages, provided a list of criteria were met.

Following a settlement hearing in July 2014, the OMB approved draft plans of subdivision and zoning by-law amendments permitting the development of a total of 4,595 new residential units within the first 300 hectares in Midhurst. In an Order issued January 4, 2017, the OMB approved an additional population allocation of 2,961 residents, which comprises a portion of the County's 20,000 Population Allocation Program under the 2006 Growth Plan. These lands equate to roughly an additional 130 hectares. The remaining lands designated for urban uses within the Midhurst Secondary Plan continue to be under appeal. This includes a Future Development Potential designation, which contemplates future land uses for long-term development potential. Given that urban land use designations have not yet been applied to these lands, they have not been considered for analysis within this GMS.

The Midhurst settlement area is planned to accommodate growth of approximately 10,000 new dwellings, plus additional growth within mixed use and commercial designations. The Secondary Plan established three new neighbourhoods which are the fundamental structural element of the Midhurst Secondary Plan area. Each of the three new neighbourhoods will include a clearly definable focus, or Neighbourhood Centre that will include a range of small-scale retail and service commercial uses, urban squares, community facilities and a range of medium and higher density housing types. Development is anticipated to occur in appropriate phases over a long-term planning horizon. It is the intention of the Township that development within the three new neighbourhoods achieve an overall gross density of 40 persons and/or employees per hectare, which are further defined for each new neighbourhood, as outlined in Exhibit 6 within Section 3.2.3 of the GMS. The initial phase is not to exceed 3,850 new residential dwelling units within the designated greenfield area in the Secondary Plan<sup>4</sup>.

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<sup>4</sup> Additional development was subsequently approved by the Ontario Municipal Board.

### 3 Study Parameters

Development does not occur in a strictly predictable manner; however, there are characteristics and limits which can be defined – based on policies and current trends – to allow for analysis. As such, the GMS establishes parameters to enable an analysis of future development.

With the enactment of the 2017 Growth Plan, it is recognized that there are a number of growth management related matters that must first be addressed by the County through their next MCR. As such, this GMS is premised on the following overarching assumptions:

- (1) The population and growth forecasts to the 2031 planning horizon provide the basis for this GMS;
- (2) The existing approved alternative minimum intensification targets and designated greenfield area density targets will remain in place until such time as the County's next MCR;
- (3) The conversion of employment areas for non-employment uses may only be considered through a County MCR, and are not contemplated through this GMS;
- (4) Settlement area expansions may only be considered through a County MCR, and are not contemplated through the Township's OPR. Therefore, the settlement area boundaries used by the GMS must conform to the County Official Plan; and
- (5) The identification of "excess lands" must be determined through the County's next MCR, and have not been considered in this GMS.

The overarching study parameters are defined below.

#### 3.1 Population and Employment Forecasts

WSP conducted the GMS based on independent population, housing and employment forecasts prepared by MetroEconomics. These independent forecasts considered recent assumptions and findings from the Township's 2016 Long Range Financial Plan (LRFP) Final Report and the County's Phase 1: 2014 Land Budget Update. However, 2016 Census and updated Township inputs were applied where available and appropriate.

An additional input included Ontario Municipal Board (OMB) decisions regarding the Midhurst Secondary Plan (Township of Springwater Official Plan Amendment 38). The Province amended Growth Plan regulations in 2012 and enacted a Midhurst "Special Rule" that enabled 300 hectares of land within the Midhurst Secondary Plan to be developed beyond Springwater's Growth Plan Schedule 7 population and employment forecasts for 2031, subject to rezoning and draft plan of subdivision processes and specific development criteria specified in regulation Ontario Regulation 311/06 (2013), as amended. As a result, the Ontario Municipal Board has since approved an additional 4,595 residential units to be accommodated on these 300 hectares, which represents population growth beyond the growth forecasted for the planning horizon. Furthermore, through the County's 20,000 population program, an additional population of 2,961 residents was allocated and approved within the Midhurst Secondary Plan area.

Exhibit 2 presents the population and employment forecasts that were applied in this GMS. The allocated population and employment forecasts from the Growth Plan are also outlined for reference. However, the Growth Plan forecasts are not directly comparable as they do not account for the additional growth allocations that have been approved for Midhurst, as outlined above.

These growth allocations are in addition to the forecasted growth under the Growth Plan. It should be noted that the policies and land use designation related to the “Future Development Potential” lands within Midhurst remain subject to an OMB appeal and have not been considered for urban development at this time.

**Exhibit 2. Population and Employment Forecasts (2016 – 2031)**

<b>Projection</b>	<b>Description</b>	<b>2011</b>	<b>2016</b>	<b>2021</b>	<b>2026</b>	<b>2031</b>
Population	Growth Plan					24,000
	GMS (Including Undercount <sup>5</sup> )	18,700	19,600	21,000	29,300	37,800
Employment	Growth Plan					5,600
	GMS	6,000	6,200	8,100	9,900	11,800

In regard to the population forecasts, it is estimated that the Township’s total population will grow to 37,800 by 2031, which is 13,800 people above the 24,000 population forecast to the year 2031 identified in the Growth Plan and the County Official Plan. This accounts for forecasted growth of an additional 18,100 people between 2016 and 2031. Under this projection, the Growth Plan 2031 forecast of 24,000 would be reached by 2023.

In regard to employment forecasts, it is estimated that total jobs will grow to 11,800 by 2031, which is 6,200 jobs above the 5,600 employment forecast to the year 2031 identified in the Growth Plan and County Official Plan. This represents growth of 5,500 jobs between 2016 and 2031.

**3.1.1 Population Growth Context**

MetroEconomics’ forecasts were carried out to the 2031 planning horizon in keeping with the Simcoe County Official Plan and Provincial direction. Growth Plan Schedule 7 forecasts that Springwater’s post-censal population will reach 24,000 and Simcoe County’s will reach 667,000 persons. MetroEconomics’ post-censal population projection for Springwater to 2031 is 37,800 persons, which reflects the assumption that development in Midhurst will begin to come online generally after 2021 (assumption based on a number of factors including the timely provision of required infrastructure improvements, which may need to be revisited). This represents a population increase of 18,100 residents between 2016 and 2031. For comparison purposes, Exhibit 3 provides the 2016 Census population for municipalities in Simcoe County, their 2031 Schedule 7 Growth Forecast and a summary of their relative share of County-wide growth.

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<sup>5</sup> Census undercount refers to persons who were not present to be counted on Census day. As such, a census undercount figure needs to be applied in order to derive a total population figure which includes people who were not present to be counted. The information necessary to estimate undercount for 2016 had not yet been released by Statistics Canada when this report was prepared. As a result, the Study Team applied the same 2011 County-wide Census undercount factor of 2.88% that was applied by the County Land Budget.

### Exhibit 3. Growth Forecasts for Municipalities within the County of Simcoe

Municipality	2016 Census Population	2016 Estimated Post-censal Population	Schedule 7 2031 Population	Population Growth	% of County Population Growth
County of Simcoe	305,516	314,125	416,000	101,900	100.0%
Township of Adjala-Tosorontio	10,975	11,291	13,000	1,700	1.7%
Town of Bradford West Gwillimbury	35,325	36,342	50,500	14,200	13.9%
Township of Clearview	14,151	14,559	19,700	5,100	5.0%
Town of Collingwood	21,793	22,421	33,400	11,000	10.8%
Township of Essa	21,083	21,500	21,500	-	0.0%
Town of Innisfil	36,566	37,619	56,000	18,400	18.0%
Town of Midland	16,864	17,350	22,500	5,200	5.1%
Town of New Tecumseth	34,242	35,228	56,000	20,800	20.4%
Township of Oro-Medonte	21,036	21,642	27,000	5,400	5.3%
Town of Penetanguishene	8,962	9,220	11,000	1,800	1.7%
Township of Ramara	9,488	9,761	13,000	3,200	3.2%
Township of Severn	13,477	13,865	17,000	3,100	3.1%
Township of Springwater	19,059	19,608	24,000	4,400	4.3%
Township of Tay	10,033	10,322	11,400	1,100	1.1%
Township of Tiny	11,787	12,126	12,500	400	0.4%
Town of Wasaga Beach	20,675	21,270	27,500	6,200	6.1%
Township of Springwater (GMS Forecast)	19,059	19,608	37,800	18,100	17.8%

This table indicates that Springwater’s share of County-wide population growth under Growth Plan Schedule 7 is approximately 4.3% from 2016 to 2031. However, under MetroEconomics’ projection, Springwater’s share of growth reflecting Midhurst OMB approvals and additional allocations under the County 20,000 population allocation program would be comparable to the amounts and proportions allocated to Innisfil and New Tecumseth.

#### 3.1.2 Employment Growth Context

Agriculture and manufacturing account for Springwater’s economic base activities. Both sectors are expected to continue to shed jobs in the decades ahead province-wide and in Springwater. Output (real GDP) will continue growing but jobs will decline because economic output per worker (productivity) will grow faster than total output (i.e., greater automation of the labour force). Agriculture and manufacturing jobs therefore will fall in Springwater between 2011 and 2041.

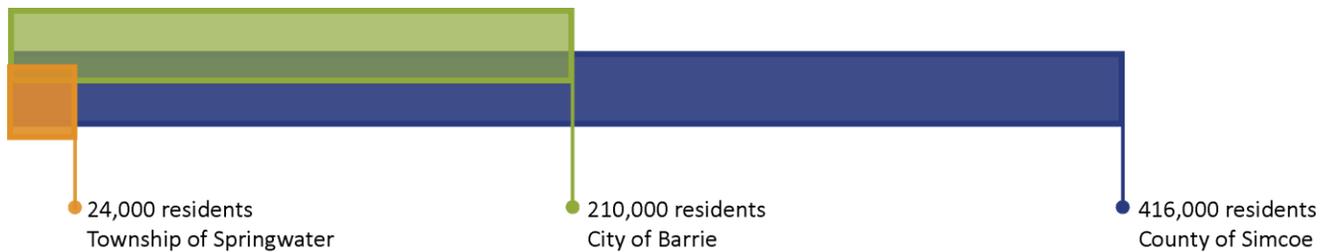
All other jobs in Springwater are population-serving (community-based). There were about 210 population-serving jobs per 1,000 residents in Springwater in 2011, a ratio about one-half that of the ratio typically found in communities across the province. This low ratio reflects the fact that its population in 2011 had not attained the critical mass required to sustain many population-serving activities. As a result, the Township’s residents have to travel to Barrie for many of these services.

### 3.1.3 Influence of Barrie Annexed Lands

The following section provides some discussion as to the potential impacts that growth within the City of Barrie may influence forecasted growth in the Township of Springwater and Simcoe County. The City of Barrie's Growth Management Strategy, dated July 19, 2012, formed a background document for the City of Barrie as it moves forward with the future development of its downtown and existing delineated built-up areas, its remaining designated greenfield areas, as well as the recently annexed lands located in South Barrie.

Barrie's population is forecast to increase from 141,000 in 2011 to 210,000 by 2031, which represents an increase of 69,000 over the period. The City of Barrie's total employment is forecast to increase from 68,000 in 2011 to 101,000 in 2031, an increase of 33,000 over the period. The City is required to plan for 40% of this growth as infill and intensification in Former Barrie and 60% in the Annexed Lands. Exhibit 4 presents the City of Barrie's projected 2031 population in comparison to that of Simcoe County and the Township.

**Exhibit 4. 2031 Population Forecasts for the City of Barrie, County of Simcoe and Township of Springwater**



Based on the residential and non-residential land needs assessment contained in the GMS, the City of Barrie has insufficient residential and non-residential supply opportunities to accommodate growth through 2031. Accordingly, the urban boundary expansion which encompasses the Annexed Lands (or portion thereof) was warranted from a residential and non-residential land needs perspective.

#### 3.1.3.1 Allocation of Forecast Growth by Geographic Area

Population growth in the former City of Barrie designated greenfield areas is anticipated to total 12,200 over the 2011-2031 period, reaching approximately 20,300 by 2031. The remaining 39,300 persons which are required to meet the City's 2031 population forecast will need to be accommodated within the Annexed Lands. The Annexed Lands' population is expected to increase by 38,800, from 500 in 2011 to 39,300 in 2031.

Over the 2011-2031 period 49% of City-wide employment growth (16,200 jobs) is expected to be accommodated within the delineated built-up area. In comparison, 8,300 jobs (25% of the City-wide total) are anticipated to be accommodated within "former" Barrie designated greenfield areas, while the Annexed Lands are anticipated to accommodate 26% (8,800 jobs) of City-wide employment over the 2011-2031 period.

#### 3.1.3.2 Land Needs of the Annexed Lands to 2031

To accommodate residential housing demand to 2031, it is forecast that the City will require in the order of 693 gross ha (1,712 gross acres) of residential lands within the Annexed Lands by 2031.

The Annexed Lands are also anticipated to require in the order of 158 gross ha (391 gross acres) of employment lands, 35 gross ha (86 gross acres) of commercial lands and 47 gross ha (116 gross acres) of institutional designated lands.

By 2031, the City's total urban land requirement within the Annexed Lands is in the order of 932 gross ha (2,303 gross acres). Of this total, 74% (693 gross ha) is for future residential urban land, while 26% (239 gross ha) is required for non-residential uses.

The Barrie Annexed (Salem and Hewitt Secondary Plans) comprise approximately 2,290 gross hectares and are anticipated to accommodate approximately 40,850 persons and 10,430 jobs to full build-out.

The City's Growth Management Strategy identifies that the delineated built-up area can accommodate an additional 13,500 housing units, of which 39% are in the Urban Growth Centre and 61% are outside the Urban Growth Centre. An additional 5,700 units will be developed in the City's designated greenfield areas within the former City of Barrie, while approximately 13,900 units will be accommodated in the Salem and Hewitt's Secondary Plan Areas. These units will accommodate the population forecast in the Growth Plan. The Secondary Plan Areas provide additional lands designated "Special Rural Area" which are located outside the Settlement Area boundary, but within the Secondary Plan Areas and the City's municipal boundary, which may accommodate growth beyond the 2031 horizon.

Barrie's annexation lands are required to meet its forecasted population and employment growth to 2031. As it does not represent an allocation above and beyond what is forecasted in the Growth Plan, it is not anticipated to have an impact on the growth forecasts for the Township of Springwater.

## **3.2 Growth Plan Targets**

A critical component of growth management within the GGH is defined by the intensification and density targets set out by the Growth Plan. These targets require municipalities to direct growth through local Official Plan policy into specific geographic areas of the Township referred to as the delineated built-up area and the designated greenfield area. The GMS therefore reviewed whether the Township has sufficient designated residential and employment land supply, taking targets for each of these specific geographic areas in to consideration, to enable the Township to meet forecasted population and employment set forth for Springwater by the Province and the County.

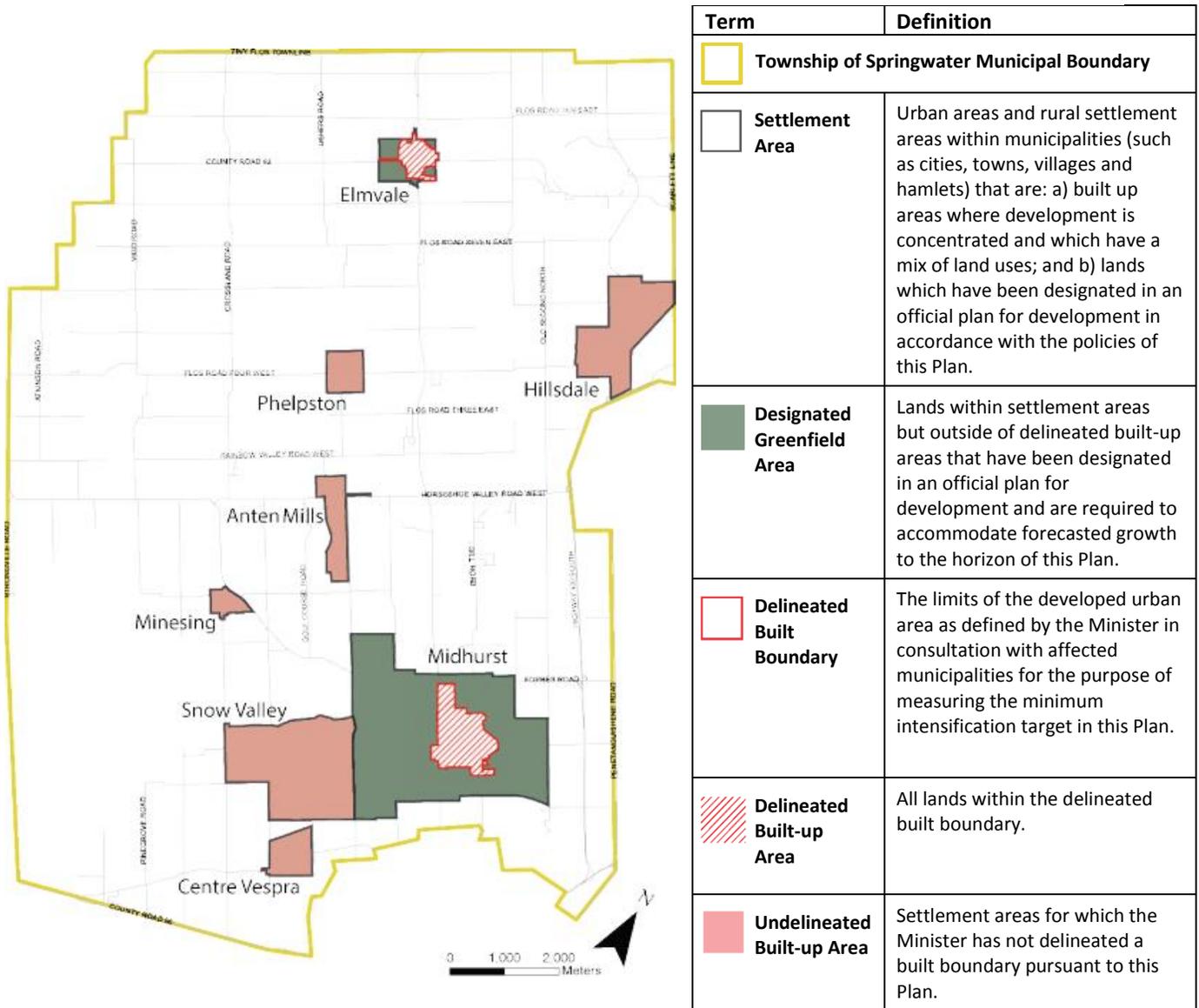
The following sections specifically address the minimum intensification targets and minimum designated greenfield area density targets established through the Growth Plan, the County Official Plan and OMB decisions relating to the Midhurst Secondary Plan area.

### **3.2.1 Settlement Areas**

Springwater contains eight settlement areas (excluding Orr Lake, which is not identified as a settlement area in the County Official Plan). The major communities consist of Midhurst and Elmvale and include both designated greenfield areas and delineated built-up areas within their settlement areas. These areas are intended to accommodate the majority of population and employment growth to 2031 on the basis of ensuring logical and contiguous development in relation to existing population centres and the availability of existing or planned servicing, infrastructure and amenities. The minor communities are Hillsdale, Phelpston, Anten Mills, Minesing, Snow Valley, and Centre Vespra, which consist entirely of undelineated built-up areas. The 2017 Growth Plan directs that growth is to be focused in settlement areas with delineated built-up areas and designated greenfield areas, among other matters (i.e., existing or planned municipal water and wastewater systems), and more limited growth in settlement areas without these components (S.2.2.1).

Exhibit 5 illustrates the location of each settlement area, designated greenfield area, delineated built-up area and undelineated built-up area and provides all relevant definitions, as defined by the Growth Plan.

**Exhibit 5. Settlement Areas and Associated Growth Plan Definitions**



Other areas within the Township consist of rural clusters of development and agricultural/rural development, which are not considered in calculating minimum density or intensification targets.

**3.2.2 Minimum Intensification Target (Related to the Built Up Area)**

Under the Growth Plan, an alternative minimum intensification target of 15% was applied to Springwater by the County and the Province. Per the 2017 Growth Plan, this requires the Township to plan to accommodate a minimum of 15% of all new dwelling units constructed annually to 2031, to be located in the delineated built-up area. Per the 2006 Growth Plan, however, this target was to be accommodated within both the delineated-built-up area and undelineated built-up area.

Undelineated built-up areas are identified in the Built Boundary for the Greater Golden Horseshoe (2008) Technical Paper as dots which denote smaller, unserved or partially served settlement areas with limited capacity to accommodate significant growth. As stated in Section 2.1.3, the Simcoe County Official Plan considers any development in the entire settlement area associated with an undelineated built-up area to contribute to minimum intensification targets. However, the 2017 Growth Plan does not permit development in undelineated areas to be included in the calculation of minimum intensification targets.

An alternative minimum intensification target of 15% was approved for Springwater by the County and Province. This alternative target was premised on the County Official Plan interpretation and is to remain in place until such time as the County's next MCR. Section 4.3 of this GMS provides residential analysis using both interpretations (i.e. including as well as excluding residential intensification in the undelineated built-up area). Notwithstanding how the minimum intensification target is calculated, it is recognized that the existing approved minimum intensification target is to remain in place until the time of the County's next MCR.

### **3.2.3 Minimum Designated Greenfield Area Density Target (Related to the Designated Greenfield Area)**

Designated greenfield areas in Springwater are only applicable to the Midhurst and Elmvale settlement areas. It is within these boundaries that the Growth Plan alternative minimum designated greenfield area density target for Springwater of 32 people and jobs per hectare applies. This target requires residential and non-residential development in the designated greenfield area to collectively accommodate a minimum of 32 people and jobs per hectare, excluding certain types of constrained land.

The 2006 Growth Plan states that natural heritage features and areas, and natural heritage systems and floodplains are permitted to be excluded from the calculation of the designated greenfield density target, provided development is prohibited in these areas. The 2017 Growth Plan outlines additional lands which are permitted to be excluded, such as rights-of-way for electrical transmission lines, energy transmission pipelines, freeways, and railways and cemeteries. The GMS refers to these elements as natural heritage and net out factors.

It is also noted that the Midhurst Secondary Plan articulate more specific density targets applicable to three Neighbourhoods in Midhurst. All three of the Neighbourhoods are part of the Township's designated greenfield area. Exhibit 6 outlines the applicable density targets within Springwater.

**Exhibit 6. Designated Greenfield Area Density Targets**

<b>Target</b>	<b>Target Designated Greenfield Area</b>	<b>Applicable Minimum Target</b>
Growth Plan Alternative Target (Approved for Springwater by Province and County)	Entire Designated Greenfield Area (Midhurst and Elmvale)	32 residents and jobs per hectare
Midhurst Secondary Plan / OMB Approvals	Neighbourhoods 1, 2 & 3 Combined	40 residents and jobs per hectare
	Neighbourhood 1	50 residents and jobs per hectare
	Neighbourhood 2	40 residents and jobs per hectare
	Neighbourhood 3	35 residents and jobs per hectare

The 2017 Growth Plan also excludes employment areas from the minimum designated greenfield area density target, as employment area densities are to be established separately. However, since the approved alternative minimum designated greenfield area density target remains in place until the time of the County’s next MCR, it would be reasonable to calculate the greenfield area density target using the same methodology that was used to establish the minimum greenfield area density target. Notwithstanding how the minimum designated greenfield area density target is calculated, it is recognized that the existing approved minimum designated greenfield area density target is to remain in place until the time of the County’s next MCR.

To compare the Township’s designated greenfield area land supply to the alternative minimum designated greenfield area density target of 32 residents and jobs per hectare, it is necessary to convert the total greenfield area, excluding natural heritage and net out factors, to a total number of people and jobs. The results of this process are summarized in Exhibit 7, which characterizes:

- the general description of the designated greenfield area;
- the size of the designated greenfield area in gross hectares;
- the size of areas excluded from the designated greenfield area in hectares; and,
- the remaining lands subject to the alternative minimum density target after exclusions.

This characterization determines the land area which is subject to the alternative minimum density target; this area is used as an input within the residential analysis, being Section 4 of this GMS.

## Exhibit 7. Designated Greenfield Area Land Area

Designated Greenfield Area	Gross Hectares	Hectares Excluded	Hectares Subject to Alternative Minimum Density Target
Elmvale	137	13	123
Midhurst Neighbourhood 1	211	24	187
Midhurst Neighbourhood 2	263	4	259
Midhurst Neighbourhood 3	155	23	132
Remainder of Midhurst Designated Greenfield Area	1,754	1,248	506
<b>Total</b>	<b>2,519</b>	<b>1,313</b>	<b>1,207</b>

This analysis identified a total designated greenfield area of approximately 2,519 gross hectares within the Elmvale and Midhurst settlement areas. It is further estimated that approximately 1,313 hectares can be excluded from the calculation of the designated greenfield area density target, leaving approximately 1,207 hectares to which the alternative minimum designated greenfield area density target would apply.

The Township's designated greenfield area subject to the alternative minimum designated greenfield area density target, would equate to 1,128 hectares; this accounts for the exclusion of the Future Development area within Midhurst. On this basis, the Township should plan to accommodate a minimum of 36,096 people (1,128 hectares multiplied by 32 residents and jobs per hectare).

### 3.3 Servicing Capacity

Settlement areas within the Township are serviced through a variety of sewage and water approaches, with different potential for supporting future growth and development. The capacity of Springwater's municipal servicing systems were reviewed through the Township's 20 Year Capital Plan for Water Supply Facilities and Waste Water Systems (the "Capital Plan"), prepared in April 2017.

The following provides an overview of the Township's existing servicing framework and outlook, and synthesizes the implications of this regarding growth within each of the nine communities.<sup>6</sup>

#### 3.3.1 Water Supply Facilities

There are nine municipal water systems within Springwater, which are all groundwater well based. Considering population growth forecasts and factoring in peak flow conditions, design capacities of the various water systems, community population using municipal servicing, and areas of proposed development, the Capital Plan determined which of these systems may potentially incur a capacity shortfall within the next 20 years.

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<sup>6</sup> The Water/Waste Water Capital Plan provided a high level review to identify necessary capital improvements and major maintenance items for the 20 year capital plan. Project growth and conclusions regarding capacity have been based on the high growth scenario of the Long Range Financial Plan and currently approved developments outlined in the Township's Current and Potential Residential Growth document. The GMS has been informed by these studies, but has drawn its own conclusions, informed by other inputs and documents.

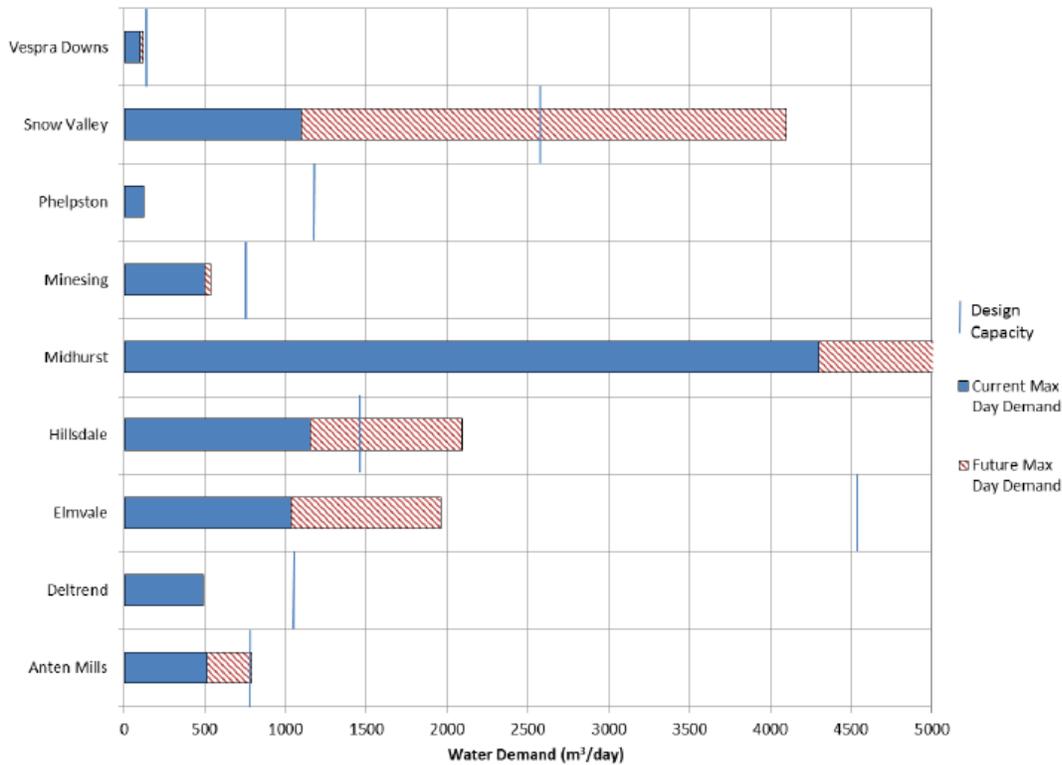
The Capital Plan, based on information provided by the Ontario Clean Water Agency (OCWA) analyzed:

- a. Demand that will be placed on the water systems within the next 20 years (Exhibit 8); and
- b. Current and future required storage capacity, per the Ministry of Environment and Climate Change Design Guidelines for Water Systems (Exhibit 9)<sup>7</sup>.

The key results of this analysis found:

- Hillsdale, Snow Valley and Anten Mills will face water supply capacity issues within the next 20 years, both in terms of system design capacity and storage requirements;
- Del Trend<sup>8</sup>, Elmvale, Midhurst, Minesing, Phelpsston, and Vespra Downs appear to have sufficient available water capacity to meet anticipated demand;
- Consideration should be given to expanding Phelpsston’s water treatment system service area to include the surrounding existing community, as it is currently only operating at 11% of capacity; and
- Snow Valley and Anten Mills are most in need of increased water storage; however, Anten Mills has plans for expanding its storage capacity. Exhibit 8

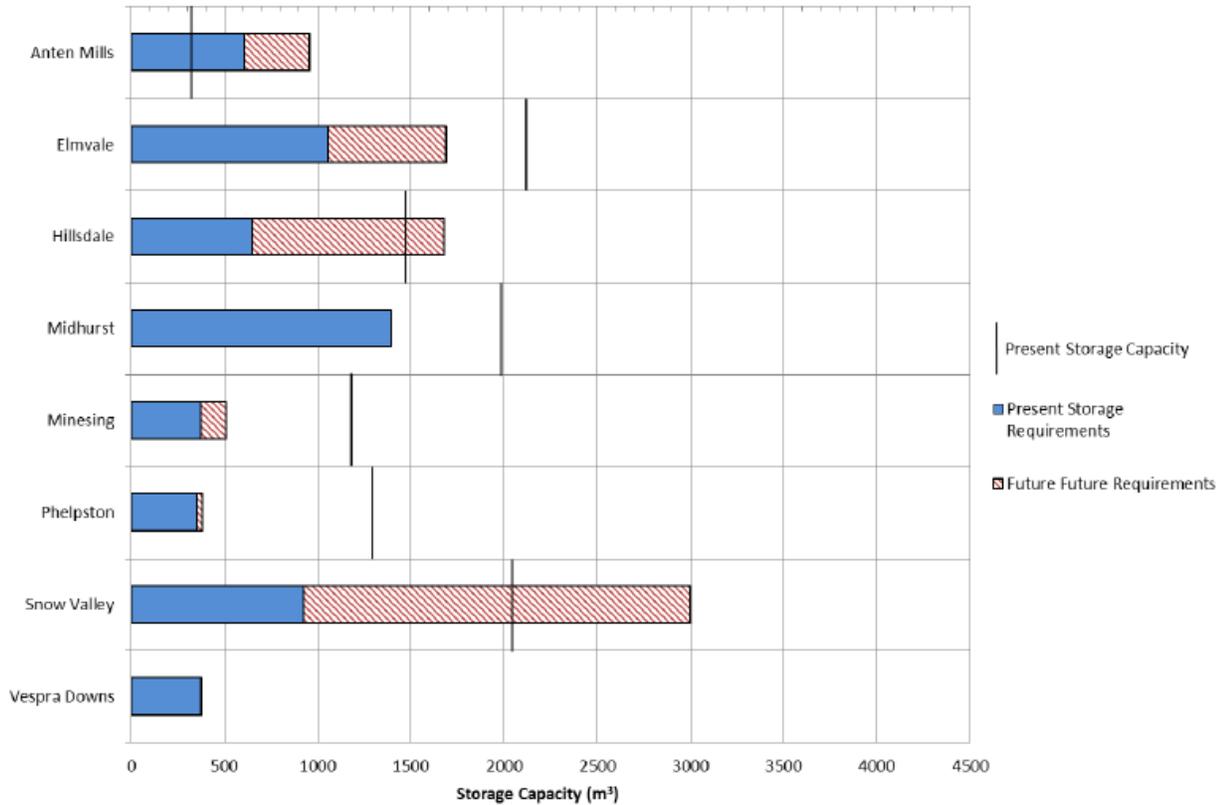
**Exhibit 8. Forecasted Water Demand**



<sup>7</sup> The MOECC guidelines are recommended, but a water system can function reasonably well without fully having the entire recommended storage volumes.

<sup>8</sup> This system services the southerly portion of Midhurst.

### Exhibit 9. Current and Future Water Storage Requirements

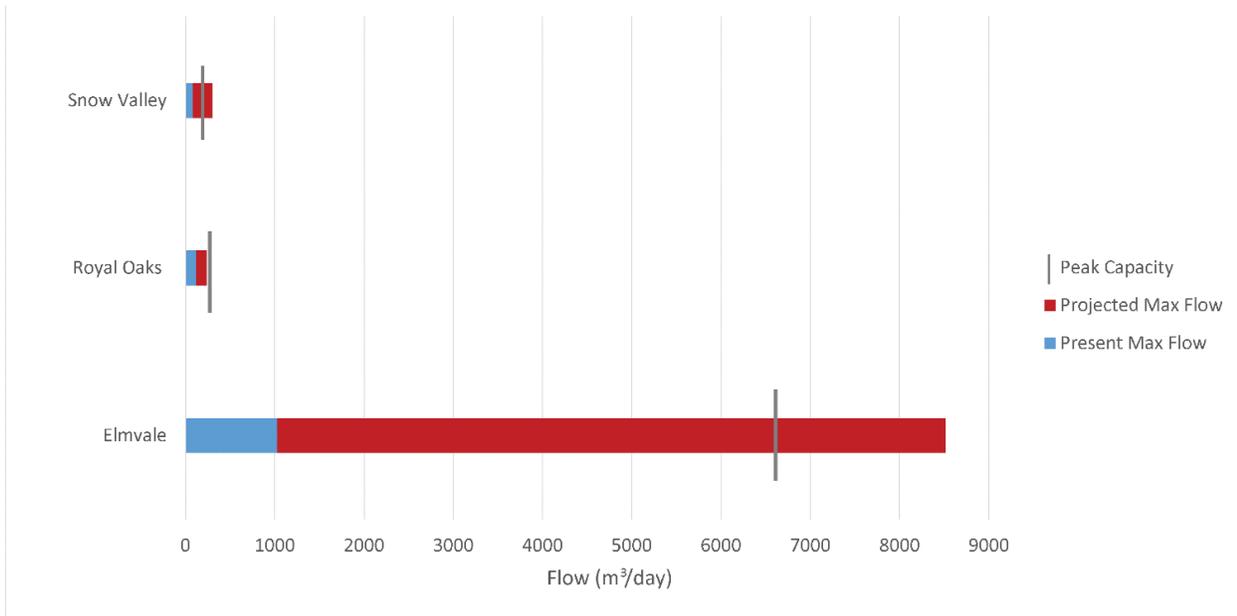


### 3.3.2 Waste Water Systems

There are three assumed municipal wastewater treatment plants within Springwater, which service Elmvale, and Snow Valley (Snow Valley and Royal Oaks). The municipal wastewater treatment in Centre Vespra represents a fourth plant, which is not yet assumed. Midhurst is planned to be serviced per the Class Environmental Assessment Study for the Midhurst Water, Wastewater and Transportation Master Plan (July 2009).

In this case, the Capital Plan analyzed the capability of the existing wastewater treatment plants in meeting projected flow demands (Exhibit 10). Based on this analysis, the only treatment plant with capacity to handle future demand is Royal Oaks.

**Exhibit 10. Current and Future Waste Water Storage Requirements**



### 3.3.3 Capacity Analysis

The available capacity of municipal servicing within Springwater’s communities will affect the level of growth and timing for growth which the communities can support. As such, Exhibit 11 provides a summary of the municipal water and wastewater servicing capacities of these communities, based on the Capital Plan. Given the conditions that exist and the expansion plans for the next 20 years in regards to servicing, the Study Team has concluded that Midhurst and Elmvale are the only communities able to take on projected growth on the basis of existing or planned full municipal servicing. As the Growth Plan focuses development within these communities, seeing as they contain both delineated built-up areas and designated greenfield areas, investment should be prioritized here to ensure servicing within the Township can accommodate required growth within these areas. It is recognized that additional wastewater capacity in Elmvale is required to accommodate projected growth. Snow Valley and Centre Vespra may also accommodate growth on the basis of full municipal services, but subject to addressing existing capacity constraints.

**Exhibit 11. Outlooks on Springwater’s Servicing Capacity**

Community	Municipal Water		Municipal Waste Water		GMS Assumption
	Servicing System	Capacity	Servicing System	Capacity	
<b>Midhurst</b>	Midhurst and Del Trend	Sufficient capacity available to meet demand	Being developed, per the MSP	Future capacity will be available	Investment will enable projected growth
<b>Elmvale</b>	Elmvale	Sufficient capacity available to meet demand	Elmvale Waste Water System	Insufficient capacity – will exceed peak flow by 2026 and average day flow by 2036; will investigate eliminating inflow and infiltration to reduce peak flow.	Investment will enable projected growth
<b>Hillsdale</b>	Hillsdale	Insufficient capacity; must investigate expanding the design capacity of the system	Unserviced with wastewater at this time.	Capacity does not exist.	Significant Residential Growth Not Intended
<b>Phelpston</b>	Phelpston	Currently being underutilized; should look to use wells to service other communities	Unserviced with wastewater at this time.	Capacity does not exist.	Significant Growth Not Intended
<b>Anten Mills</b>	Anten Mills	Insufficient capacity; plans exist to expand the system	Unserviced with wastewater at this time.	Capacity does not exist.	Significant Growth Not Intended
<b>Minesing</b>	Minesing	Sufficient capacity available to meet demand	Unserviced with wastewater at this time.	Capacity does not exist.	Significant Growth Not Intended
<b>Snow Valley</b>	Snow Valley	Insufficient capacity; a study is recommended to look at expansion alternatives prior to the next major subdivision development.	Snow Valley Waste Water System	Insufficient capacity – expansion required due to capacity requirements from proposed potential developments.	Significant Growth Not Intended
<b>Centre Vespra</b>	Vespra Downs	Sufficient capacity available to meet demand	Royal Oaks Waste Water System	Sufficient capacity at full build out; small amount of capacity remaining at full build out.	Significant Growth Not Intended

### 3.4 Employment Categories

Given the range of uses and densities associated with employment uses, the GMS organizes employment into two categories: Employment Serving (ES) and Population Serving (PS) employment uses. Most employment is accommodated on land use designations that cater to non-residential uses.

ES employment is generally accommodated in areas with specialized non-residential land use designations and associated policies that cater specifically to ES employers. These areas host business operations that typically require larger parcels with a critical business need to locate in clustered areas, such as industrial and business parks, where appropriate transportation and utility infrastructure are available. A very small proportion of ancillary commercial and institutional uses may also be permitted in employment areas, if they can demonstrate that they are accessory or critical to the overall employment area. For the purposes of this report, all ES employment is accommodated on lands designated for industrial and business park uses.

PS employment refers to jobs that serve the local population. This includes virtually all commercial and institutional employment. A proportion of neighbourhood-serving PS uses, such as home-businesses, schools and neighbourhood retail stores, can locate on residentially designated lands, subject to planning policies addressing their site-specific suitability. However, the vast majority of PS jobs are accommodated on residential-mixed use, commercial and institutional designations. For the purposes of this report, PS lands refer to lands with a mixed use, commercial or institutional land use designation.

Exhibit 12 outlines how the GMS categorized land use designations and industry sectors to determine the demand for ES and PS employment, and Springwater’s sufficiency to supply land to meet these demands.

#### Exhibit 12. Employment Categorization Inputs

Employment Category	Analysis	Category	Components
Employment Serving (ES)	Demand	Industrial	Jobs: Utilities; construction; manufacturing; Wholesale trade; transportation & warehousing
	Supply	Employment Lands	Land Designations: Industrial; business industrial; business park
Population Serving (PS)	Demand	Commercial	Jobs: Retail trade; information & culture; finance, insurance & real estate; professional, scientific & technical services; other business services; arts, entertainment & recreation; accommodation & food; other services
		Institutional	Jobs: Education; health & social services; government
	Supply	Commercial	Land Designations: General commercial; highway commercial; tourist/ recreational commercial
		Institutional	Land Designations: Institutional; administrative / government, school/institutional

Employment Category	Analysis	Category	Components
		Mixed-Use	Land Designations: Commercial/mixed use; Midhurst high density residential/mixed use

In addition to these employment categories, some employment may not be captured on non-residential land. A relatively small proportion will be accommodated in land use designations of a residential nature, such as workers that are employed at home and jobs associated with schools and neighbourhood serving retail. These are termed “Work From Home” employment. Furthermore, a very small subset of jobs will not consume any designated lands (e.g. travelling sales people, truck drivers and construction works, etc.). This is termed “No Fixed Place of Work” employment. The GMS analysis must factor out these uses from employment forecasts as they do not consume non-residential lands; the way in which this is done is outlined in Section 5.1 of the GMS.

### 3.4.1 Prioritizing Employment Serving Lands

ES growth is less closely associated with the size of the local population and is generally dependant on growth in the broader provincial economy as well as the competitive position of Springwater’s ES land supply relative to surrounding municipalities. Key determinants of the competitive advantage of ES land supply include availability of a full-range of serviced parcel sizes (including large parcels), suitable access to infrastructure (especially transportation) and availability of skilled labour.

The Study Team’s review identified that the Township’s ES land designations were limited to the settlement areas of Midhurst (113.2 gross ha), Elmvale (25.1 gross ha), Hillsdale (69.5 gross ha), Phelpston (3.4 gross ha) and Minesing (0.2 gross ha). Exhibit 13b characterizes these lands to assess their adequacy. Considering land area alone, Midhurst and Elmvale are best able to accommodate most of Springwater’s anticipated Employment Serving growth. After Midhurst and Elmvale, however, Hillsdale has the most ES land designated in the Township and is the most strategically located settlement area with respect to proximity and access to Highway 400.

Hillsdale, which is an undelineated built-up area, has 33 gross hectares available out of 70 hectares designated. Of the seven available sites, two are less than 1 hectare while the remainder are 2.8, 3.5, 5.3, 9.1 and 11.3 hectares, respectively. The ES lands in Hillsdale are aligned to take advantage of proximity to the Highway 93 interchange with Highway 400. OPA 37 (not yet approved) was adopted by Council to designate additional employment lands (Business Park designation) in the southern portion of Hillsdale. OPA 37 promotes a concentration of economic development in a nodal location by providing for new land for commercial and industrial uses in a business park setting at the intersection of Highway 400/93, which is intended to take precedence over other new locations, and can occur within the existing settlement area.

The location of these lands have strategic importance to the Township as a Business Park, as it meets the following criteria:

- excellent highway transportation linkages, being served by two Provincial Highways and major arterials;
- poorer agricultural lands;
- level topography;

- non-aggregate lands;
- relatively isolated from residential areas; and
- located within a defined Settlement Area.

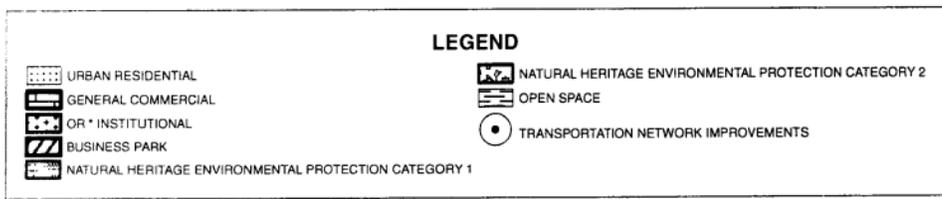
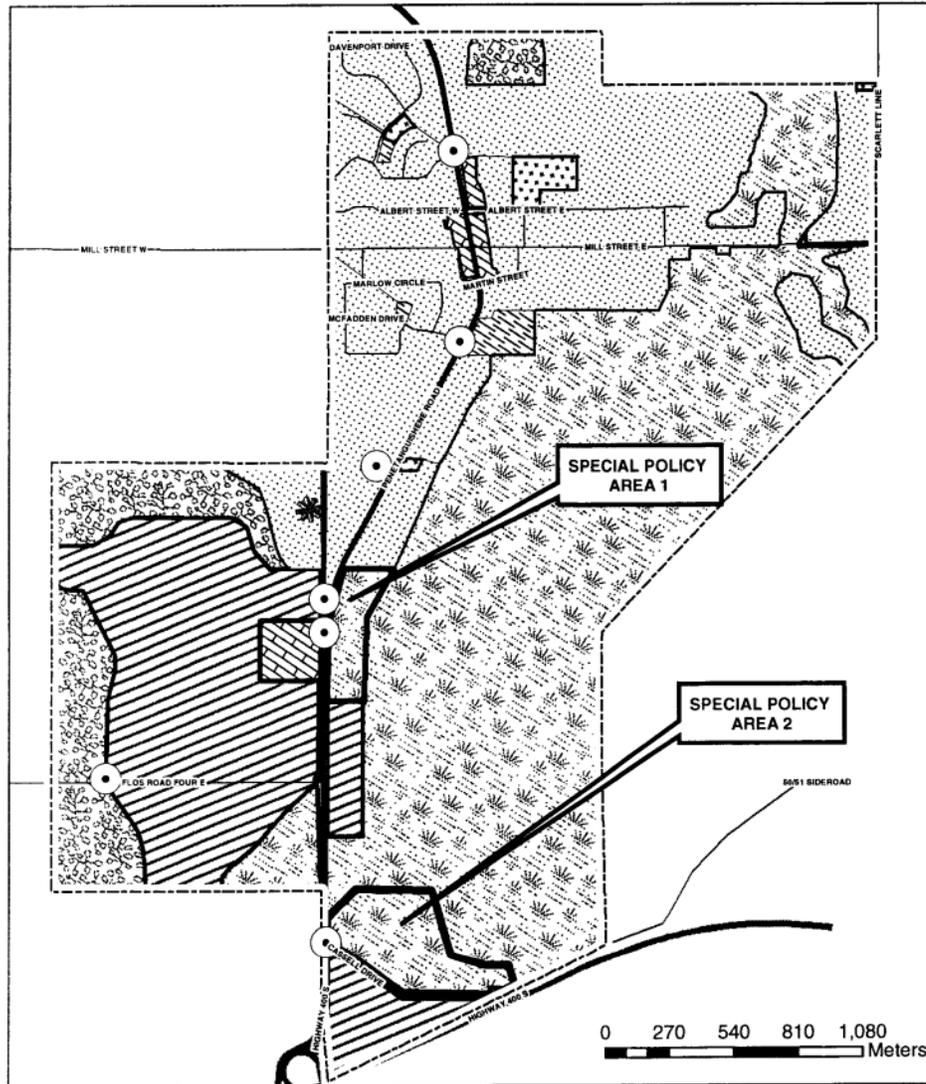
The location of these additional employment lands are identified on Schedule A-7 to OPA 37 (not approved), as illustrated in Exhibit 13a.

**Exhibit 13a. Hillsdale OPA 37 Schedule A-7 (not approved)**

Township of Springwater Proposed Official Plan Amendment No. 37  
 Hillsdale Settlement Area Secondary Plan

SCHEDULE A-7

HILLSDALE



**Exhibit 13b. Characterization of Remaining Employment Serving Supply in Key Employment Areas**

	<b>Midhurst</b>	<b>Elmvale</b>	<b>Hillsdale</b>
<b>Remaining ES Supply (Gross Ha)</b>	67 ha	11 ha	33 ha
<b>Lots / Part Lots</b>	11 lots	6 lots	7 lots
<b>Lot Size Range (gross hectares)</b>	0.13 - 31.9 hectares	0.06 - 10.73 hectares	0.43 - 11.27 hectares
<b>Straight Line Distance to Highway 400</b>	6 km	7 km	Immediate access to Highway 400
<b>Access to major roads</b>	Close to Highway 26	Access to County Rd. 92 & Yonge St. S.	Access to Penetanguishene Rd.
<b>Context with overall ES Designations</b>	Within large ES area	Limited ES (Near railway)	Within large ES area
<b>Total ES Lands Designated Gross Ha</b>	113 ha	25 ha	70 ha

## 4 Analysis of Residential Land

Assessing the sufficiency of the residential land supply required to meet projected demands was undertaken through the following steps:

### (1) Township-wide Population and Dwelling Forecasts

- Township- wide demand was identified in regards to total population and usually occupied dwellings.

### (2) Forecasted Demand for Dwelling Units

- Dwelling unit demand was projected by settlement area using census data, parcel and planning application data and dwelling growth assumptions.
- Dwelling unit demand was identified based on Settlement Area Hierarchy categories (built boundary versus designated greenfield area).

### (3) Estimated Residential Supply

- Average dwelling unit density assumptions for uncommitted land were stated
- Total residential dwelling unit supply was estimated based on available data for approved and proposed developments, as well as by applying the density assumptions to the uncommitted land area in each settlement area.
- The step above was recalculated to consider exclusion of settlement areas with an undelineated built-up area, per the 2017 Growth Plan.

### (4) Sufficiency of Residential Dwelling Supply

- Residential demand was compared to dwelling unit supply and calculated to diminish at a steady rate to determine when land would become occupied, if at all.
- A construction persons per unit assumption was applied to determine the number of people per hectare within the designated greenfield area.

The GMS is based on forecasted growth and estimated residential supply at the time the GMS was prepared and based on the best available information at that time, it does not consider site-specific factors that may pose further constraints to development (i.e, environmental), beyond those lands that have been netted out of the supply, based on provincial policy (as discussed in S. 3.2.3).

### 4.1 Step 1: Township-wide Population and Dwelling Forecasts

Exhibit 14 restates the population and dwelling forecasts that were generated for the Township by WSP/MetroEconomics.

#### Exhibit 14. Population and Dwelling Unit Forecasts

Future Population	2011	2016	2021	2026	2031
Total Population (Includes undercount)	18,700	19,600	21,000	29,300	37,800
Usually Occupied Dwellings	6,258	6,694	7,258	9,895	12,708

## 4.2 Step 2: Forecasted Demand for Dwelling Units

To isolate the level of residential demand in settlement areas, the Study Team reviewed Census data regarding the geographic distribution of existing population and dwelling units as of May 2016, in addition to Township parcel, assessment and planning applications data. The unit type mix projected assumes that current market driven housing type preferences will persist. The results of this process are summarized in Exhibit 15. Note that low density dwellings include single and semi-detached, medium density includes town homes and high density includes apartments. Other dwellings generally refer to permanent mobile homes.

**Exhibit 15. Projected Dwelling Unit Demand by Unit Type and Area in Springwater (2016 – 2031)**

Rural / Urban Occupied Dwelling Distribution		2016	2021	2026	2031	2016-2031
Outside Settlement Areas		2,740	2,770	2,900	3,050	300
Settlement Areas	Low Density Dwellings	3,610	4,110	6,490	9,020	5,410
	Medium Density Dwellings	120	140	210	300	180
	High Density Dwellings	210	220	270	330	120
	Total Dwellings	3,930	4,470	6,970	9,650	5,710
Other Dwellings		20	20	20	20	0
Total Dwellings		6,690	7,260	9,900	12,710	6,010

These results indicate that there will be demand for 300 new units in the rural area (i.e. outside of settlement areas) between 2016 and 2031. Over the planning horizon to 2031, there is projected to be demand for 5,410 new low-density units, 180 new medium-density units and 120 new high-density units, for a total of 5,710 new units within the settlement areas.

Demand in the delineated built boundary is premised on achieving the Growth Plan Alternative minimum intensification target of 15% intensification rate (i.e. at least 15% of all new residential units constructed annually must be accommodated in the delineated built-up area) applied to Springwater by the County Official Plan. The remaining major and minor settlement area dwelling demand will therefore need to be accommodated in the designated greenfield area.

The results of this process are summarized in Exhibit 16.

**Exhibit 16. Projected Dwelling Unit Demand (2016 – 2031)**

Unit Type	Settlement Area Total	Delineated Built-up Area	Designated Greenfield Area
Low Density	5,410	810	4,600
Medium Density	180	30	150
High Density	120	20	100
<b>Total</b>	<b>5,710</b>	<b>860</b>	<b>4,860</b>

This analysis indicates that there will be demand for 5,710 new dwelling units in Springwater's settlement areas between 2016 and 2031, of which 860 units must be accommodated within the delineated built-up area to achieve the minimum 15% intensification target.

### 4.3 Step 3: Estimated Residential Supply

The Study Team organized dwelling unit supply into three categories: draft approved; proposed but not yet approved; and, potential on uncommitted lands. To be conservative, the supply on uncommitted lands was limited to residentially designated lands only with the exception of the additional lands proposed to be redesignated by OPA 37 (Hillsdale Secondary Plan), which is subject to OMB approval<sup>9</sup>.

The potential dwelling unit density assumptions for supply on uncommitted lands was based on local policy documents, servicing capacity assumptions informed by the Capital Plan, and discussions with Township staff. These assumptions also reflect a 56% gross-to-net conversion factor for parcels that were not considered to be remnant lots<sup>10</sup>. The resulting dwelling unit density assumptions are summarized in Exhibit 17.

**Exhibit 17. Average Dwelling Unit Density per Gross Hectare Assumptions on Uncommitted Land Supply**

Settlement Area	Description	Average Dwelling Unit Density per Gross Hectare (UPGH)
Midhurst	Midhurst Village Designation	5
	Midhurst Transitional Residential Designation	12
	Neighbourhoods 1, 2 & 3	15 low density 31 medium density 42 high density
Centre Vespra		5
Elmvale	Designated Greenfield Area	14
Hillsdale		6
Snow Valley		3
Anten Mills		3

The results of the supply estimation process, based on available data as of May 2017, are summarized in Exhibit 18. The results are presented separately based on the definitions and interpretation of the built boundary as per the 2006 Growth Plan framework and the 2017 Growth Plan framework:

- As per the 2006 Growth Plan (and County Official Plan), the supply within the built boundary consists of both the delineated and undelineated built-up area. The highlighted rows indicate the communities which have an undelineated built-up area; and
- As per the 2017 Growth Plan, the supply within the delineated built boundary consists of only the settlement areas with a delineated built-up area, and excludes the settlement areas with an undelineated built-up area.

<sup>9</sup> OPA 37 represents just under 30 gross hectares of residential land in the built boundary in Hillsdale. For modelling purposes, the Study Team estimated that these lands could yield 183 low density units at a density of 6.14 dwelling units per gross hectare and an average persons per unit of 3.26.

<sup>10</sup>The gross-to-net conversion factor was not applied to remnant residential lots which were identified through desktop GIS analysis of Municipal Property Assessment Corporation data and aerial imagery. These remnant lots were estimated to be able to accommodate no more than two dwelling units per parcel.

### Exhibit 18. Estimated Residential Dwelling Unit Supply

Settlement Area	Delineated Built-up Area and Undelineated Built-up Area (shaded)				Designated Greenfield Area				Total
	Approved	Proposed	Uncommitted	Sub-Total	Approved	Proposed	Uncommitted	Total	
Anten Mills	81	11	20	112					112
Centre Vespra	684		69	753					753
Elmvale	12	24	12	48	340	148	430	918	966
Hillsdale	15	351	243	609					609
Midhurst			24	24	4,597	2,518	2,244	9,359	9,383
N1					2,251	169	845	3,265	3,265
N2					2,344	1,008	88	3,440	3,440
N3						1,095	1,005	2,100	2,100
Other					2	246	306	554	554
Minesing			1	1					1
Phelpston			23	23					23
Snow Valley	18	87	155	260					260
<b>Total – 2006 Growth Plan</b>	<b>810</b>	<b>473</b>	<b>548</b>	<b>1,831</b>	<b>4,937</b>	<b>2,666</b>	<b>2,674</b>	<b>10,277</b>	<b>12,107</b>
<b>Total – 2017 Growth Plan</b>	<b>12</b>	<b>24</b>	<b>36</b>	<b>72</b>	<b>4,937</b>	<b>2,666</b>	<b>2,674</b>	<b>10,277</b>	<b>10,349</b>

These results indicate a total dwelling supply of:

- As per the 2006 Growth Plan – 12,107 units spread across 1,831 units in the built boundary (when including the undelineated built-up area) and 10,277 units in the designated greenfield area; and
- As per the 2017 Growth Plan – 10,349 units spread across 72 units in the delineated built boundary (when excluding the undelineated built-up area) and 10,277 units in the designated greenfield area.

#### 4.4 Step 4: Sufficiency of Residential Dwelling Supply

Exhibit 19 provides a summary table comparing the results of steps 2 and 3. The table provides the total unit supply estimated to exist as of 2016 in both the built boundary and the designated greenfield area as well as the possible timing of supply exhaustion.

It is noted that the supply of residential dwelling by unit type within the built boundary in Exhibit 19 includes the delineated and undelineated built-up areas (refer to S. 3.2.2). Additionally, the mix of dwelling unit type demand is premised on the persistence of current housing type, while the dwelling supply is based on current and approved planning applications, as well as current land use designations and settlement area policies. It is recognized that planning policies may influence the supply of housing by directing more intensive forms of housing, than what may otherwise be achieved through the demand for various dwelling types.

**Exhibit 19. Summary of Annual Residential Demand and Dwelling Unit Supply by Unit Type to 2031**

Unit Type	Built Boundary			Designated Greenfield Area		
	Supply As of 2016	Average Annual Demand To 2031	Possible Expiry Year	Supply As of 2016	Average Annual Demand To 2031	Possible Expiry Timing
Low	1,795	54	Beyond 2031	7,761	307	Beyond 2031
Medium	12	2	Before 2031	2,210	10	Beyond 2031
High	24	1	Beyond 2031	305	7	Beyond 2031
<b>Total</b>	<b>1,831</b>	<b>57</b>	<b>Beyond 2041</b>	<b>10,276</b>	<b>324</b>	<b>Beyond 2031</b>

Based on the estimated dwelling supply and current residential demand trends, Springwater has sufficient dwelling unit supply overall to accommodate demand to 2031. The most constrained supply, if current dwelling type preferences are permitted to persist, is medium density within the built boundary (i.e., within the delineated built-up area and the undelineated built-up area), which may be exhausted before 2031. However, the total medium density supply and projected average annual demand is very low and there is ample opportunity for the Township to reduce the possible low-density supply in favour of increasing the medium and high-density supply through land use policy adjustments. For example, allowing secondary suites – being an additional dwelling unit within one detached house, semi-detached house or rowhouse – as a permitted use within appropriate residential designations would increase densities on developed lands, by accommodating more people within lower density built forms. This option is further discussed in Section 6.2 of this report.

##### 4.4.1 Growth Plan Alternative Minimum Intensification Target Implications

The demand analysis summarized in step 2 already applies the 15% Growth Plan alternative minimum intensification target. Excluding the undelineated built-up area from the minimum intensification rate calculation, as potentially required under the 2017 Growth Plan, would leave only 72 units of designated built boundary supply available, resulting in an intensification rate of only 1.3%. The designated greenfield area supply would remain adequate as the undelineated built-up area supply is still developable under the 2017 Growth Plan, but not permitted to be used in calculating the intensification target.

#### 4.4.2 Growth Plan Alternative Minimum Designated Greenfield Area Density Target Implications

The total resident capacity associated with the dwelling unit supply estimate is summarized in Exhibit 20. This analysis applied new construction persons per unit assumptions, being 3.26 people per unit for low density, 2.60 for medium density and 1.78 for high density, which was applied from the 2016 Long Range Financial Plan. The total resident capacity estimate associated with the dwelling unit supply (including both lands already under application and vacant lands not yet under application) is summarized in Exhibit 20.

**Exhibit 20. Resident Capacity Associated with Identified Designated Greenfield Area Dwelling Supply**

	Settlement Area	Dwelling Units	Resident Capacity	Average Persons Per Unit
Designated Greenfield Area	<b>Elmvale</b>	918	2,898	3.16
	<b>Midhurst</b>	9,359	28,693	3.07
	Neighbourhood 1	3,265	10,145	3.11
	Neighbourhood 2	3,440	10,646	3.09
	Neighbourhood 3	2,100	6,194	2.95
	Other	554	1,707	3.08
	<b>Entire Designated Greenfield Area</b>	10,277	31,591	3.07
<b>Settlement Area Total</b>		12,107	37,515	3.10

Exhibit 20 indicates that the designated greenfield area dwelling supply can accommodate approximately 31,591 additional residents at full build out of the designated residential lands. It is estimated from 2016 census data that there were approximately 476 residents located in the designated greenfield area. This indicates that the designated greenfield area should be able to accommodate 32,067 residents at full build-out. It is also recognized, however, that there is additional residential potential on mixed use lands and potentially the Future Development Potential designation lands (subject to OMB appeal) in Midhurst and through intensified redevelopment opportunities in the designated greenfield area.

Exhibit 6 from Section 3.2.3 of the report indicates that the designated greenfield area must accommodate 36,096 persons to achieve the alternative minimum density target of 32 people and jobs per hectare, excluding the Future Development Potential designation lands. Based on the conservative designated greenfield area residential population capacity of 32,067 people, excluding the Future Development Potential designation lands, 4,029 jobs would need to be accommodated in the designated greenfield area to achieve the minimum designated greenfield area density target.

## 5 Analysis of Non-Residential Land for Employment

Assessing the sufficiency of the employment land supply required to meet projected demands was undertaken through the following steps:

### (1) Township-wide Employment Forecasts

- Township-wide demand was identified in regards to total employment taking place on non-residential land, as well as the ratio of residents per job.

### (2) Forecasted Land Consuming Employment Growth

- The share of jobs and employment growth by industry category were derived using the MetroEconomics projections and the classification outlined in Section 3.5 of this report.
- Total employment on non-residential land was determined by eliminating residential categories.
- The magnitude of demand for the remaining industry categories were identified and applied to determine employment growth per land category.

### (3) Quantity of Designated Non-Residential Lands

- The amount of designated non-residential land was determined using geo-spatial data, based on the land use designations associated with ES and PS lands as outlined in Section 3.5 of this report.

### (4) Review of Employment Densities

- ES and PS densities were determined by analyzing approaches applied in other municipalities.

### (5) Sufficiency of Designated Non-Residential Lands for Employment

- Sufficiency was calculated by analyzing the estimated employment capacity on non-residential lands in Midhurst and Elmvale in comparison to demand.

### 5.1 Step 1: Township-wide Employment Forecasts

Exhibit 21 outlines the employment forecasts and residential employment factors, informed by MetroEconomics' forecasts and adjusted by Work from Home and No Fixed Place of Work employment rates. Results summarized in Exhibit 21 provide:

- Components necessary for estimating Work from Home jobs and No Fixed Place of Work jobs such as population and number of occupied dwellings; and,
- A total employment estimate which includes Work from Home and No Fixed Place of Work jobs.

## Exhibit 21. Employment Forecasts

Description	2011	2016	2021	2026	2031
Population (Including Undercount)	18,700	19,600	21,000	29,300	37,800
Usually Occupied Dwellings	6,258	6,694	7,258	9,895	12,708
Total Employment	5,965	6,225	8,071	9,918	11,765
Work from Home (WFH) Jobs <sup>11</sup>	830	888	1,154	1,420	1,685
No Fixed Place of Work (NFPW) Jobs <sup>12</sup>	1,370	1,433	1,875	2,317	2,759

The Study Team estimates employment forecasts to reach 11,765 jobs on a Township-wide basis by 2031. However, two portions of this projected employment growth do not consume land that is designated for non-residential purposes. This is because residents that work from home do not consume additional land beyond what they were already allocated as residents under the residential analysis and because workers with no fixed place of work do not consume land on a consistent or permanent basis. Once these two components have been removed from the projection, only 3,248 new jobs will consume settlement area lands between 2016 and 2031. It is noted that this projection remains greater than the employment growth forecast contained in Growth Plan Schedule 7, which does not consider growth in the Midhurst Secondary Plan area.

## 5.2 Step 2: Forecasted Land Consuming Employment Growth

Exhibit 22 summarizes WSP's projection for the number of jobs that will need to be accommodated on ES designated lands and on PS designated lands. The PS lands are further categorized into commercial and institutional sub-types.

### Exhibit 22. Projected Job Growth by Land Use Designation Category

Period	Job Growth on Employment Serving (ES) Lands	Job Growth on Population Serving (PS) Lands			Total
		Commercial	Institutional	Sub-Total	
2016 –2031	1,015	966	1,267	2,233	3,248

It is estimated that 1,015 new jobs are projected on ES lands and 2,233 new PS jobs on residential or non-residential lands between 2016 and 2031.

<sup>11</sup> WFH does not generate an additional land requirement beyond that which was already modelled under the residential analysis addressed in Section 4 of the report. The Study Team assumed that the ratio of WFH jobs per occupied dwelling from the 2011 Census and National Household Survey would stay fixed at 0.133 throughout the projection period.

<sup>12</sup> No Fixed Place of Work generally includes mobile workers such as outdoor contractors, travelling salespersons, independent truck and drivers who do not generate a permanent land requirement. The Study Team assumed that the ratio of No Fixed Place of Work per resident from the 2011 Census and National Household Survey would stay fixed at 0.08 throughout the projection period.

### 5.3 Step 3: Quantity of Designated Non-Residential Lands

The Study Team identified the amount of non-residential land that is designated to accommodate development. To align with the demand categories summarized under Step 2, the relevant land use designations were also categorized into PS (commercial, institutional and mixed use designations) and ES (employment lands), as detailed in Exhibit 11 within Section 3.4 of the GMS.

The designated non-residential land area in hectares that was identified is summarized in Exhibit 23. It is important to note that this analysis includes all lands designated for non-residential development regardless of whether they are currently taxed as developed or vacant. The Township has approximately 485 hectares of non-residential land designated to accommodate jobs. Of these lands, 211 gross hectares are ES and 273 gross hectares are PS.

Separate figures have also been provided for Midhurst and Elmvale which have delineated built boundaries and designated greenfield areas, and are thus most appropriately planned at present time to accommodate employment growth.

**Exhibit 23. Designated Total Non-Residential Lands**

Land Use Category	Midhurst & Elmvale			Other Settlement Areas	Total (Hectares)
	Delineated Built Boundary (Hectares)	Designated Greenfield Area (Hectares)	Settlement Area Total (Hectares)	Undelineated Built Boundary (Hectares)	
ES	6	132	138	73	211
PS - Mixed Use	33	32	65	9	73
PS - Commercial	11	7	18	13	31
PS - Institutional	26	126	152	17	169
PS - Total	70	165	235	39	273
<b>Total</b>	<b>76</b>	<b>297</b>	<b>373</b>	<b>112</b>	<b>485</b>

The Study Team’s review identified that the Township’s ES land designations were limited to the settlement areas of Midhurst, Elmvale, Hillsdale, Phelpston and Minesing. Hillsdale, Phelpston and Minesing consist of undelineated built-up areas that are not presently intended to accommodate significant growth as they have not been planned on the basis of full and connected municipal services<sup>13</sup>. As such, the designated ES and PS lands in Elmvale and Midhurst should be considered the most competitive within the current planning horizon as these lands are or are planned to be the Township’s only fully municipally serviced connected settlement areas. On this basis, there are approximately 138 hectares of ES lands and 235 hectares of PS lands in Elmvale and Midhurst.

<sup>13</sup> The designated lands in Minesing applied to a remnant 0.23 gross hectare property that was already developed with a residential / industrial use. There were two ES designated areas in Phelpston totalling 3.35 hectares, of which three undeveloped parcels remain totalling 2.57 ha. All three of these were remnant parcels that were likely associated with the railway corridor.

## 5.4 Step 4: Review of Employment Densities

To assess the sufficiency of the designated non-residential lands to accommodate the projected employment growth, it is necessary to convert the land supply identified in Step 3 to a possible job bearing capacity. As a result, employment density assumptions must be applied to the identified ES and PS lands.

It is estimated that Springwater’s ES designated lands can accommodate 23 jobs per gross hectare (JPGH) or 30 jobs per net hectare (JPNH). This assumption is validated by the LRF findings which determined that an appropriate employment density for ES development on serviced lands in Springwater was 23 JPGH or 30 JPNH. The assumption is also consistent with the conclusions of the Township’s 2004 GMS which indicated that serviced ES development could occur at 30 to 40 JPNH, while unserviced development was anticipated at approximately 15 JPNH. It is further supported by comparison to other relevant jurisdictions.

For reference, Exhibit 24 provides comparison of employment density assumptions applied in other municipalities.

### Exhibit 24. Comparison of ES Employment Densities

ES Examples	Jobs per Gross Hectare (JPGH)	Jobs per Net Hectare (JPNH)
Township of Springwater	23	30
City of Barrie <sup>14</sup>	26	35
Town of Orangeville <sup>15</sup>	26	35
Town of Shelburne <sup>15</sup>	23	30
York Region <sup>16</sup>	40	50
Town of East Gwillimbury <sup>16</sup>	32	40
Township of King <sup>16</sup>	22	27
Town of Georgina <sup>16</sup>	38	48
Waterloo Region <sup>17</sup>	40 serviced 25 unserviced	53 serviced 33 unserviced

The LRF did not identify an estimated employment density assumption for PS development. However, Exhibit 25 provides a comparison of employment density assumptions applied to PS development on serviced lands in other municipalities as well as the assumption that the Study Team has applied to Springwater.

<sup>14</sup> (City of Barrie, 2012)

<sup>15</sup> (WSP - MMM Group, 2016)

<sup>16</sup> (York Region Planning and Development Services, 2009)

<sup>17</sup> (Region of Waterloo, 2009)

**Exhibit 25. Comparison of PS Employment Densities**

PS Density Examples	PS – Commercial & Mixed Use		PS – Institutional	
	JPGH	JPNH	JPGH	JPNH
Township of Springwater	35	47	25	33
City of Barrie Annexed Lands <sup>14</sup>	35	47	29	38
Town of Orangeville <sup>15</sup>	45 JPNH / 33 JPGH			
Town of Shelburne <sup>15</sup>	40 JPNH / 30 JPGH			
Town of East Gwillimbury <sup>18</sup>	50	67	50	67
York Region <sup>16</sup>	45	60	N/A	N/A

This exercise found that the PS densities applied by WSP for Springwater are comparable to other relevant jurisdictions, including the Barrie annexed lands. It is further noted that higher employment densities will likely gravitate towards Barrie’s pre-annexation areas on the basis of market catchment area and greater critical commercial mass.

**5.5 Step 5: Sufficiency of Designated Non-Residential Lands for Employment**

This analysis applies the densities outlined in Exhibit 24 and 25 to all designated non-residential lands. Exhibit 26 summarizes the results of this process on non-residential designated lands in Midhurst and Elmvale.

This analysis implements the following conservative assumptions (worst case supply conditions):

- all projected job growth will be accommodated on serviced lands in the Midhurst and Elmvale settlement areas, at a density of 23 JPGH for ES and 35 JPGH for PS commercial and mixed use and 25 JPGH for PS Institutional;
- no PS jobs will be accommodated on residential designations;
- no jobs will be accommodated on the Future Development Potential Designation in Midhurst, subject to OMB appeal.

It is also noted that the analysis combines commercial, institutional and mixed-use designations under a single Population Serving category. This is because the land use designation and policy characteristics of Springwater generally permit commercial and institutional jobs to locate in any of these designations. It is also noted that for the purposes of this GMS, the primary use of the mixed use designated lands is considered to be commercial, as commercial development has a higher probability than combined residential-commercial development.

Although mixed use developments are generally comprised of any combination of two or more uses within one building, the majority of mixed use buildings contain a commercial component, as required by local policy. Thus, the Study Team was able to apply the assumption that all mixed-use lands would contain a commercial component, but could not assess the potential of mixed-use land for any other use. Thus, the

<sup>18</sup> (Town of East Gwillimbury, 2010)

Study Team could only confidently forecast development on lands designated mixed-use in terms of commercial development, based on this assumption.

**Exhibit 26. Estimated Employment Capacity on Non-Residential Lands in Midhurst & Elmvale**

Land Type	Designated Gross Hectares	Jobs Per Gross Hectare	Job Capacity Of Designated Lands	Projected Employment Demand to 2031	Conclusion
ES	138.3	23	3,180	2,184	Sufficient
PS	234.9	31	6,697	4,690	Sufficient
<b>Total</b>	373.2	54	9,877	6,873	Sufficient

The baseline calculations in this analysis indicate that 9,877 jobs may be accommodated on the designated lands in Midhurst and Elmvale, which is sufficient to accommodate projected ES and PS employment growth to 2031. Additionally, there would be even more capacity to absorb ES employment growth if the Hillsdale portion of this supply were able to be developed at serviced employment densities. It is also noted with respect to PS that additional potential exists to accommodate commercial and institutional growth on residentially designated lands (e.g. schools, community centres and neighbourhood serving retail). Furthermore, the 79 gross hectares Future Development Designation within Midhurst, remains subject to an OMB resolution and designation for urban land uses, but could potentially accommodate additional non-residential uses in the future.

**5.5.1 Growth Plan Alternative Minimum Density Target Implications**

With respect to the Growth Plan targets, Section 4.4.2 identified that the Township should plan to achieve at least 4,029 jobs on non-residential lands to achieve the alternative minimum density target. Exhibit 27 summarizes the designated greenfield area employment capacities achievable using the employment densities identified in Step 4 (23 JPGH for ES Lands and 25-35 JPGH on PS lands).

**Exhibit 27. Estimated Employment Capacity on Non-Residential Designated Greenfield Area Lands<sup>19</sup>**

Land Type	Job Capacity of Designated Greenfield Area Lands	Designated Greenfield Area Gross Hectares	Jobs Per Gross Hectare (JPGH)
ES	3,038	132.1	23
PS	4,512	165.0	31
<b>ES and PS Combined</b>	7,550 (sum)	297.1 (sum)	25 (average)

This analysis indicates that 7,550 jobs can be achieved on non-residential designated greenfield areas under the employment density assumptions identified in Step 4 (23 JPGH for ES Lands and 25-35 JPGH on PS lands), which exceeds the minimum of 4,029 jobs needed to achieve the alternative minimum designated greenfield area density target of 32 people and jobs per hectare (see Section 4.4.2). It is also noted that the estimated work from home job potential associated with the designated greenfield area residential dwelling supply

<sup>19</sup> In Exhibit 27, “Gross Hectares” refer to the area of land after subtracting the allowable environmental exclusions, per the 2006 Growth Plan.

could add 1,424 additional jobs<sup>20</sup>, which would further increase the total designated greenfield area capacity to 8,973 jobs. Furthermore, the 79 gross hectares Future Development Designation within Midhurst remains subject to an OMB resolution and designation for urban land uses, but could potentially accommodate additional non-residential uses in the future.

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<sup>20</sup> 0.133 WGH jobs per occupied dwelling based on 2011 Census / NHS data.

## 6 Conclusions and Recommendations

Based on the analysis and results described in this GMS, the Township has sufficient residential and non-residential land supply to meet projected needs to 2031 and achieve its alternative minimum intensification rate and designated greenfield area density targets, in accordance with the 2006 Growth Plan and County Official Plan. However, achieving the existing alternative minimum intensification target and designated greenfield area density target based on the 2017 Growth Plan methodology (i.e., only using delineated built-up areas in the calculation) will be a significant challenge for the Township to achieve. This GMS should inform the County’s MCR work related to identifying future alternative minimum intensification targets and designated greenfield area density targets to the year 2041. The basis of this conclusion is reiterated below, and land needs and growth management recommendations have been identified for consideration and direction as part of the Township’s Official Plan Review process.

### 6.1 Conclusions

#### 6.1.1 Demand for Residential and Non-Residential Land

The Study Team conducted the GMS based on independent population, housing and employment forecasts prepared by MetroEconomics, with adjustments to account for the 2016 Census, Simcoe County’s 20,000 Population Program, and OMB decisions regarding the Midhurst “Special Rule” to accommodate additional development on 300 hectares of land in the Midhurst Secondary Plan area, as discussed in Section 3.1 of the GMS. Exhibit 28 summarizes residential and employment demand within Springwater.

**Exhibit 28. Summary of Demand on Residential and Non-Residential Land**

Demand Summary		Population		Employment	
Total	2016	19,600		6,200	
	2031	37,800		11,800	
Increase		18,200		5,600	
Breakdown of New Growth between 2016 and 2031	Built Boundary Units <sup>21</sup>	860	Total ES Jobs	1,015	
	Designated Greenfield Area Units	4,860	Total PS Jobs	2,233	
	Total Units	5,720	Total Jobs on Non-Residential Lands	3,248	

The Study Team forecasts that the Township’s total population will grow to 37,800 by 2031, which is 13,800 people above the 2031 forecast currently identified in the County Official Plan and Growth Plan (Schedule 7). This level of total population growth represents the addition of 18,100 people between 2016 and 2031. Under this projection, the Growth Plan 2031 forecast of 24,000 would be reached by 2023 with an occupied dwelling projection of approximately 8,300 dwelling units. This would result in 5,720 new units, in which 860 are

<sup>24</sup>“Built Boundary” is referenced here as defined by the 2006 Growth Plan, which includes settlement areas with both a delineated or undelineated built-up area.

located within the built boundary<sup>24</sup> (which includes settlement areas with both a delineated or undelineated built-up area) and 4,860 new units located in the designated greenfield area.

Considering the increased population forecast associated with the Midhurst Secondary Plan area, the Study Team estimates that 11,800 jobs will exist on a Township-wide basis by 2031. This represents growth of 5,540 jobs between 2016 and 2031, and is 6,170 jobs higher than the 5,600 jobs projected by the Growth Plan (Schedule 7). However, two portions of this projected employment growth – being Work from Home Jobs and No Fixed Place of Work Jobs – do not consume land that is designated for non-residential purposes. As such, only 3,248 new jobs will consume non-residential designated settlement area lands between 2016 and 2031, in which 1,015 would be on Employment Serving lands and 2,233 would be on Population Serving lands.

### 6.1.2 Development Potential

The Study Team analyzed development potential within Springwater’s eight settlement areas, based on the settlement area framework established by the County Official Plan and Growth Plan, as discussed in Section 3.2 of this report. The Growth Plan requires municipalities to focus growth within settlement areas with a delineated built boundary and designated greenfield areas on municipal services (S. 2.2.1(ii)). This direction is measured through minimum intensification and density targets. Where the 2006 Growth Plan considered settlement areas with undelineated built-up areas to be within the built boundary, the 2017 Growth Plan has revised this interpretation to only consider delineated built-up areas to be considered toward residential intensification (refer to S. 3.2.2). In fact, the 2017 Growth Plan now prescribes that “growth will be limited” within settlement areas with an undelineated built-up area and are not serviced by existing or planned municipal water and wastewater systems; (S. 2.2.1 of the 2017 Growth Plan).

Considering the direction established by the Growth Plan, in conjunction with servicing availability, Exhibit 29 summarizes the development potential within Springwater’s settlement areas.

#### Exhibit 29. Development Potential Summary

Settlement Area		Residential		Employment			Available Municipal Servicing Systems (Existing or Planned)	
		Dwelling Unit Supply		Designated Non-Residential Lands (Gross Ha)			Water	Wastewater
Type	Name	Uncommitted	Total	ES	PS	Total		
Delineated Built-up Areas & Designated Greenfield Area	Elmvale	442	966	25.1	49.5	74.5	Yes	Yes
	Midhurst	2,268	9,383	113.2	185.4	298.6	Yes	Yes
	Total	8,192	10,349	138.3	234.9	373.2		
Undelineated Built-up Area	Anten Mills	20	112	0.0	1.5	1.5	Yes	No
	Centre Vespra	69	753	0.0	1.0	1.0	Yes	Yes
	Hillsdale	243	609	69.5	8.5	78.0	Yes	No
	Minesing	1	1	0.2	16.6	16.8	Yes	No
	Phelpston	23	23	3.4	2.9	6.2	Yes	No
	Snow Valley	155	260	0.0	8.3	8.3	Yes	Yes
	Total	3,222	12,107	73.1	38.8	111.9		

Midhurst has the largest amount of remaining residential dwelling supply on uncommitted lands, followed by Elmvale, Hillsdale, Snow Valley, Centre Vespra, Phelpston and Anten Mills. The uncommitted residential

dwelling unit supply refers to the number of new dwelling units that may be accommodated on lands that have not yet been approved for development. Of these settlement areas, Midhurst and Elmvale are intended to accommodate the majority of residential growth as fully serviced communities, recognizing that growth in Elmvale is subject to the implementation of servicing upgrades. Hillsdale is identified as the next logical settlement area to consider accommodating growth pressures in the longer term, subject to appropriate communal/private wastewater servicing systems.

With respect to capacity to accommodate ES employment growth, Midhurst has the largest supply of designated lands as well as undeveloped land supply remaining, followed by Hillsdale and Elmvale. It is noted that Midhurst presents the most viable and competitive ES growth potential on the basis of critical mass of designated ES lands, lot size range, servicing availability and proximity to key transportation corridors. Recognizing that it is an unserviced community, Hillsdale presents the next most viable location to accommodate ES growth – subject to appropriate communal/private wastewater servicing – based on the same criteria and particularly in light of access to Highway 400. Conversely, while Elmvale is a serviced settlement area, it presents more limited ES development potential owing to its smaller critical mass of designated ES lands, more limited transportation access and very limited large-lot availability.

### **6.1.3 Minimum Intensification Target**

The GMS estimates that there is sufficient residential dwelling supply (1,831 dwelling units of capacity) within the Township’s built boundary, inclusive of capacity in the undelineated built-up area, to accommodate the alternative minimum intensification target of 15%. Excluding supply in the undelineated built-up areas, however, would reduce the delineated built boundary supply to 72 units, which represents an approximate intensification rate of 1.3%. As such, the minimum intensification target established in the 2017 Growth Plan of 60% will not be achievable.

The alternative minimum intensification target of 15% will remain in place until the County’s next Official Plan MCR. At that time, the Township should work with the County to determine an appropriate target based on the revised minimum intensification target calculations within the Growth Plan. The Growth Plan requires that the alternative target maintain or improve on the minimum intensification target in the official plan that is approved and in effect. All conclusions about intensification on developed lands should be contingent on a specialized intensification study, which should be considered as Phase 2 of this OPR process. The intensification study would be focused on the settlement areas of Midhurst and Elmvale, which have delineated built-up areas and are subject to the minimum intensification target.

### **6.1.4 Minimum Designated Greenfield Area Density Target**

Combining the results of Sections 4.4.2 and 5.5.1, the Study Team estimates that the Township can achieve a total designated greenfield area density of 33.95 persons and jobs per hectare before considering additional development potential on mixed use designations or in the Future Development Potential designated lands in the Midhurst Secondary Plan area<sup>22</sup>. This exceeds the approved alternative minimum designated greenfield area density target of 32 persons and jobs per hectare.

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<sup>22</sup> 32,067 residents + 1,367 work from home jobs and 7,549 non-residential jobs on 1,207 hectares of greenfield land (excluding mapped environmental constraints and 72 hectares Future Development Potential Lands) subject to the alternative minimum greenfield density target.

In accordance with the 2017 Growth Plan, the alternative designated greenfield area density target of 32 people and jobs per hectare will remain in place until the County's next Official Plan MCR. The 2017 Growth Plan has increased the designated greenfield area density target to 80 people and jobs per hectare, which is out of context and character for a Township such as Springwater. As such, the Township should work with the County during their next MCR to determine an appropriate alternative designated greenfield area density target for Springwater, given the new calculation methods set out by the Growth Plan.

## 6.2 Recommendations

Based on these conclusions, the GMS presents the Township with the following recommendations for consideration in the OPR.

**(1) Utilize the GMS recommended Settlement Area hierarchy to inform policy decisions.**

The GMS has identified a recommended settlement area hierarchy for the eight settlement areas based on the Township’s development potential outlined in the Exhibit 29 and Provincial and County planning frameworks. The hierarchy, as outlined in Exhibit 30, builds on the major and minor settlement area framework set out in the existing Official Plan, adding a level of detail in between to further clarify the Township’s priorities for focusing and directing growth. We note that the County MCR will be required to establish an official settlement area hierarchy, and these recommendations should provide input to this future work.

### Exhibit 30. Recommended Settlement Area Hierarchy

Settlement Area Hierarchy	Settlement Area
Major	Midhurst
	Elmvale
	Hillsdale
Intermediate	Snow Valley
	Centre Vespra
Minor	Anten Mills
	Minesing
	Phelpston

#### **Major Settlement Areas**

The major settlement areas of Midhurst and Elmvale contain both a delineated built-up area and designated greenfield area, thus establishing them as prime locations for focusing the vast majority of growth based on Growth Plan directives. Additionally, they either currently provide or are planned to accommodate full municipal water and sanitary servicing to accommodate growth. Furthermore, in regards to supply, both of these areas contain the largest amounts of uncommitted land, presenting the most potential for future growth, outside of infill and redevelopment initiatives.

Hillsdale is also identified as a major settlement area in the Township. Hillsdale has a superior quality of employment land supply relative to the other non-major communities. After Midhurst and Elmvale; Hillsdale has the most ES land designated in the Township and is the most strategically located settlement area with respect to proximity and access to Highway 400, and represents a prime location to accommodate future prime employment area development within the Township. Furthermore, as part of the Heritage Village subdivision, servicing solutions are being considered to accommodate the planned growth within Hillsdale. The expansion of the municipal water system and establishment of appropriate sanitary servicing options within the settlement area are being explored.

Dating back prior to 2008, Hillsdale has been anticipated to accommodate a significant portion of residential and employment growth within the Township. OPA 37 (not yet approved) was adopted by Council in 2008 to designate additional employment lands to promote a concentration of economic development (centered around the existing employment area) by providing for new land for commercial and industrial uses in a business park setting at the intersection of Highway 400/93, within the existing settlement area. The location of these lands have strategic importance to the Township as a Business Park, as they provide accessible highway transportation linkages, being served by two Provincial Highways and major arterials, and are located within a defined settlement area.

### ***Intermediate Settlement Areas***

Intermediate settlement areas present an appropriate development context for more limited growth, as they are located within the undelineated built-up area, based on Growth Plan directives. Snow Valley and Centre Vespra both contain existing municipal water and wastewater facilities, which may be expanded as needed/feasible to accommodate additional growth. Subject to addressing existing servicing constraints, it is anticipated that these intermediate settlement areas will continue to accommodate additional development within the Township, on the basis of full municipal water and wastewater services and at densities that are appropriate relative to the built form of the existing community.

### ***Minor Settlement Areas***

Minor settlement areas are within the undelineated built-up area, do not contain full municipal servicing at this time, and provide more limited growth opportunities. As such, significant growth within these areas would be inefficient and unaligned with the objectives of the Growth Plan. Furthermore, these settlement areas contain the smallest amounts of uncommitted residential and non-residential land, implying that the majority of growth would have to be through redevelopment or infill development; in a manner that appropriately reflects the character and pattern of existing development. Future development within minor settlement areas should be considered on the basis of municipal water services, and the appropriate provision of private/communal waste water systems and at densities that are appropriate relative to the built form of the existing community. Expansions to the boundaries of minor settlement areas are not contemplated, as these settlements are not the focus of growth within the Township.

### **Encourage a greater mix of land designations and housing supply through policy directives.**

As stated above, the total medium density housing supply and projected average annual demand (based on recent trends) is very low. However, a portion of the impact of eliminating undelineated built-up areas from the intensification target calculation can be mitigated by the Township by increasing housing unit mix within the delineated built-up area. This will also help avoid an undersupply of medium density dwellings and an oversupply of low density dwellings, as outlined in Exhibit 19 of this GMS.

In consideration of the estimated size of the low density housing supply, which is anticipated to last beyond 2031, there is opportunity for the Township to adjust land use policies in order to reduce the low-density supply in favour of increasing the medium and high-density supplies. The Township – through this, and future Official Plan Reviews – can influence the quantity of supply for each dwelling type and therefore the dwelling mix in demand. Through policy, the Township can stimulate a greater dwelling mix and housing opportunities

by encouraging or requiring the development of more medium and high-density dwellings, rather than low density units. This approach is in keeping with Provincial and County policy direction of establishing complete, compact, and inclusive communities.

Policies which encourage infill and redevelopment will provide a greater housing density mix. However, a greater mix can also be achieved through the use of secondary suites. Secondary suites can be a useful means for the provision of adequate affordable housing options and support intensification objectives. Secondary suites enable low and moderate-income households to live in ground-related housing in a residential setting. They can also provide the needed extra income to first-time homebuyers for whom that additional income makes housing affordable in high-cost areas. For older households who no longer need a large house, the addition of a secondary suite can generate needed income and security, as well as allow them to continue to live in their neighbourhoods and age in place.

It is noted that the *Planning Act* was amended in 2011 to require municipalities to establish provisions to allow for secondary suites within single-detached, semi-detached and townhouse dwellings, as well as in ancillary detached structures, including detached garages, subject to local by-laws and policies. The Official Plan should provide policies to enable the development of secondary suites where single-detached, semi-detached and townhouse dwellings are permitted, subject to criteria.

**(2) Undertake an Intensification Study as part of Phase 2 of the Official Plan Review.**

Recognizing the challenges to intensification, and based on limited opportunities presented by the character of existing communities, it is recommended that an Intensification Study be conducted to identify intensification opportunities and support intensification targets. The Intensification Study should determine an appropriate level of intensification for the Township and ways in which this level of intensification can best be accommodated while still meeting the broader policy direction of the local Official Plan, County Official Plan and Provincial policy framework. Specifically, the Intensification Study should focus on settlement areas which are subject to the Growth Plan minimum intensification target, being Midhurst and Elmvale and key corridors including Bayfield Street within Midhurst. Given the exclusion of undelineated built-up areas from the calculation of the minimum intensification target, the Township must reassess what an appropriate alternative intensification target would be for the land that remains within the delineated built boundary.

Overall, the Intensification Study should provide input to the County's next MCR. However, the Study should specifically determine an appropriate alternative minimum intensification target for the Township which should be brought forward to the County through their MCR process.

**(3) Review the Township's non-residential land use designation provisions.**

It is recommended that the Township explore options for increasing non-residential development densities particularly in conjunction with long term infrastructure planning. A possible option for consideration is to investigate the suitability to accommodate and encourage higher order ES uses in Elmvale while encouraging more land extensive dry employment uses in Hillsdale. Opportunities for more intensive ES development may include the development of underutilized parking areas, remnant lots suitable for infill and intensification, and underutilized land with low density development.

#### **(4) Undertake a Population Serving Employment Market Study.**

The GMS determined that estimated existing Employment Serving employment densities in Springwater are within reason of the 23 job/hectare assumption. However, there was insufficient reliable data to confirm existing Population Serving employment densities. As a result, it was assumed that Population Serving lands within the Township will be developed at similar densities to comparable municipalities. Further analysis, including a review of 2016 Census employment data when that becomes available, will be necessary to determine the extent to which Population Serving employment densities can be intensified.

To support intensification priorities on non-residential lands, it is recommended that the Township consider undertaking a Population Serving Employment Market Study, including a commercial and institutional establishment inventory. The Study should investigate commercial and institutional market demand in Springwater and the potential to capture a larger share of local shopping and service needs of existing and future residents. Objectives of the Study should include: (1) the protection of existing PS supplies for population serving employment uses (i.e. commercial, retail, institutional); (2) identification of opportunities for PS development on mixed-use lands and commercial blocks; (3) determination of complementary land uses in support of PS employment uses; and (4) establishment of an appropriate mix of accessory commercial uses within the Township. Specifically, it is recommended that a detailed analysis be undertaken to identify underutilized PS developments from an economic development standpoint, especially within Midhurst and Elmvale. This study should be undertaken in conjunction with the recommended Intensification Study.

#### **(5) Consider identification of Prime Employment Areas.**

The 2017 Growth Plan establishes an array of new directions in regards to employment, such as the preparation of an Employment Strategy, identifying minimum employment density targets and of prime employment areas. With this in mind, it is recommended that the Township protect all designated ES lands, with a long term objective to encourage higher density employment development to ensure sufficient employment land to 2041, and commensurate with the preferred servicing strategy for the lands. The 2017 Growth Plan only permits employment area conversions through a County MCR. It is recommended that the Township continue to protect its designated employment areas from conversion to non-employment uses and prioritize key lands along strategic transportation corridors for employment uses which require them.

Land intensive employment uses remain important to the vitality of Springwater. As such, there is an opportunity to designate prime employment areas within the Township's Official Plan to recognize their importance. Employment lands in Hillsdale should be considered for this designation, given the lot sizes of these lands and their proximity to the highway. Furthermore, the Township should ensure long-term economic viability by identifying strategic lands outside of the existing employment areas that should be protected for future employment use, in accordance with the PPS (i.e., additional land for employment uses near Highway 400 and Penetanguishene Road, in the Hillsdale settlement area).

The Township should utilize this GMS to provide input into the County Employment Strategy to be undertaken in support of the County's next MCR.

**(6) Use this GMS to inform the Township’s ongoing Development Charges Study in regards to infrastructure investment and phasing of development.**

This GMS has helped determine where growth should be focused and the extent to which it should be expected; this has been summarized through the recommended settlement area hierarchy established in Exhibit 29. The Township will have to ensure appropriate infrastructure, including transportation and community services are in place to support growth within these areas, based on this framework. As these elements are all growth-related capital infrastructure requirements, their costs are supported through development charges, being one-time fees levied by the Township on new development.

The Township is currently updating their Development Charges By-law to ensure new growth is appropriately funded. This study should be informed by this GMS in regards to settlement area hierarchy and required infrastructure investments, specifically pertaining water and wastewater servicing, based on the Township’s Capital Plan. In particular, the settlement area hierarchy establishes a framework for focusing growth. However, more specific timelines for phasing should be established through the development charges study.

**(7) Seek alternative intensification and density targets through the County’s next Official Plan MCR.**

As stated above and reiterated throughout this GMS, changes to the 2017 Growth Plan have an array of implications on the Township; one being the manner in which residential intensification and designated greenfield area density targets are implemented. The Township should consider how the changes to calculating these targets affect their alternative targets and, in light of the upcoming County MCR, determine appropriate alternative targets which they should seek. The Township should use the outcomes and directives of the previous recommendations to inform their approach in this regard. The outcome of the Population Serving Employment Market Study and Intensification Study should inform these alternative targets, as should updated 2016 Census information.

**(8) Monitor and revisit Springwater’s land needs every five years.**

As with all long term growth forecasts, the population and employment forecasts which informed this Study were prepared on the basis of available data and trends at the time. Given the limited non-residential land supply and low employment density of existing non-residential development as well as the magnitude of population growth planned in Springwater and particularly Midhurst, it is recommended that the Township monitor population and employment growth trends, intensification rates and residential and employment densities.

### **6.3 Closing Remarks**

The GMS has analyzed current and future development trends within Springwater and determined that sufficient land supply exists to meet these demands. This determination requires further investigations to determine how exactly this demand will manifest onto the landscape of Springwater. The Township may consider undertaking further studies – such as the Intensification Study, Population Serving Employment Market Study outlined above – and the findings of the ongoing Development Charges Background Study, to allow them to ensure that future development occurs in a compatible, compact, and efficient manner; in essence, ensuring Springwater grows as a complete community.

## 7 Glossary

Term	Sub-terms	
Census Undercount:		Also known as census undercoverage. This concept refers to a downward bias in Census population results as a result of people that were for various reasons not able to be counted on Census Day <sup>23</sup> .
	Post-censal Population	Refers to the Census population with an additional population component representing the estimated undercount.
Delineated Built Boundary (2017 Growth Plan)		The limits of the developed urban area as defined by the Minister in consultation with affected municipalities for the purpose of measuring the minimum intensification target in this Plan. Under the 2017 Growth Plan, this boundary consists of only the Delineated Built-up Area.
	Delineated Built-up Area (2017 Growth Plan)	Delineated Built-up Areas are now recognized as all land within the delineated built boundary.  Delineated built-up areas in Springwater are applicable to both the Midhurst and Elmvale settlement areas.
	Undelineated Built-up Areas (2017 Growth Plan)	Undelineated built-up areas are now identified as settlement areas for which the Minister has not delineated a built boundary pursuant to this Plan.  Undelineated built-up areas in Springwater consist of the entirety of the settlement areas of Hillsdale, Phelpston, Anten Mills, Minesing, Snow Valley and Centre Vespra.
Employment Area or Area of Employment:		Refers to an area with ES land use designations. The Province, through the Planning Act, PPS and Growth Plan, protects and encourages the development of employment areas which are intended to accommodate Employment Serving (ES) uses. This generally refers to lands within Business Parks and Industrial Parks.
	Prime Employment Areas (2017 Growth Plan)	Areas of employment within settlement areas that are designated in an official plan and protected over the long-term for uses that are land extensive or have low employment densities and require locations that are adjacent to or near major goods movement facilities and corridors. These uses include manufacturing, warehousing, and logistics, and appropriate associated uses and ancillary facilities

<sup>23</sup> For more information, see <http://www23.statcan.gc.ca/imdb/p2SV.pl?Function=getSurvey&SDDS=3902>

Term	Sub-terms	
Employment Serving (ES):		Refers to a category of employment land uses and associated employment that locates on such lands. ES employment is generally accommodated in areas with specialized non-residential land use designations and associated policies that cater specifically to ES employers. These areas host business operations that typically require larger parcels with a critical business need to locate in clustered areas, such as industrial and business parks, where appropriate transportation and utility infrastructure are available.
Excess Lands (2017 Growth Plan)		Lands within settlement areas but outside of delineated built-up areas that have been designated in an official plan for development but are in excess of what is needed to accommodate forecasted growth to the horizon of this Plan.
Greenfield		The Growth Plan deems all other lands within a settlement area with a delineated built boundary, but located outside the built boundary, as designated greenfield areas.
Growth Management Strategy (GMS):		This paper refers to this document, which characterizes the extent and nature of land demand that the Township is projected to experience to 2031, reviews the adequacy of Springwater’s designated land supply to accommodate the projected growth and provides recommendations for the Township to consider as it updates the growth management policies contained in its Official Plan.
2017 Growth Plan		The 2017 Growth Plan for the Greater Golden Horseshoe came into effect on July 1 <sup>st</sup> , 2017, pursuant to the <i>Places to Grow Act</i> , 2005. The Plan maintains the same population and employment forecasts as its predecessor, but has introduced updated intensification and density targets, as well as new methods in calculating these targets. Although planning decisions in Springwater are still required to conform to the Growth Plan in accordance with Section 3(5)(b) of the <i>Planning Act</i> , there are certain matters which the County of Simcoe must first implement through a municipal comprehensive review before the Township can consider them. The Plan also provides population and employment forecasts for Springwater that form the basis for planning and growth management activities.
Land use Designation		Municipalities are permitted under the <i>Planning Act</i> to designate settlement lands for specific land use purposes in their Official Plans. This tool is also used in relation to meeting their PPS obligation to ensure that “Sufficient land shall be made available to accommodate an appropriate range and mix of land uses to meet projected needs for a time horizon of up to 20 years” or an alternate time period approved by the Province.

Term	Sub-terms	
Long Range Financial Plan (LRFP):		A study initiated in 2014 to assess the financial health of the Township which included 20 year population, dwelling and employment forecasting work.
Minimum Designated Greenfield Density Target		<p>The Growth Plan establishes a minimum alternative designated greenfield area density target for Springwater of 32 persons and jobs per hectare. The Growth Plan also indicates that the minimum density target is intended to be measured net of lands with environmental constraints, including features identified in an official plan or provincial plan such as wetlands, coastal wetlands, woodlands, valley lands, areas of natural and scientific interest, habitat of endangered species and threatened species, wildlife habitat, and fish habitat.</p> <p>The 2017 Growth Plan considers additional net out features, being: natural heritage features and areas, natural heritage systems and floodplains, provided development is prohibited in these areas; rights-of-way for electricity transmission lines, energy transmission pipelines, freeways, and railways; employment areas; and cemeteries.</p>
National Household Survey (NHS):		For the 2011 Census, information previously collected by the mandatory long-form census questionnaire was replaced by the voluntary National Household Survey (NHS).
No Fixed Place of Work (NFPW) Employment:		Refers to persons who do not go to the same workplace location at the beginning of each shift. This may include construction contractors, travelling salespersons, truck drivers, etc.
North American Industry Classification System (NAICS):		Refers to an industry classification system developed by the statistical agencies of Canada, Mexico and the United States to support the North American Free Trade Agreement. The standard provides common definitions of the industrial structure of the three countries and a statistical framework to facilitate economic analysis.
Persons per Unit (PPU):		Refers to the average number of persons in a private household or within a dwelling unit <sup>24</sup> .
Place of Work Employment:		As opposed to Census population figures which are tabulated on the basis of where people live, this term refers to persons tabulated on the basis of where they work.

<sup>24</sup> For more information, see: <http://www23.statcan.gc.ca/imdb/p3Var.pl?Function=DEC&id=251038>

Term	Sub-terms	
<i>Planning Act</i>		The <i>Planning Act</i> governs how municipalities may plan and regulate the use of land in Ontario. The <i>Act</i> outlines the Province’s key land use concerns, identifies other Provincial policy documents that provide further direction on each of the key concerns and establishes the tools available to municipalities for regulating the use of land within their boundaries.
Population Serving (PS):		Refers to a category of employment land uses and associated employment that locates on such lands. These types of employment land uses and jobs primarily serve the local population and are predominantly represented by the commercial (e.g. retail) and institutional industry sectors (e.g. health, government and education).
Provincial Policy Statement		The 2014 Provincial Policy Statement (PPS) is issued under Section 3(1) of the <i>Planning Act</i> . Under Section 3(6) of the <i>Act</i> , municipal planning decisions are required to be consistent with the PPS.
Settlement Area Minimum Intensification Target		The Growth Plan establishes an alternative minimum intensification target for Springwater of 15%. This means that 15% of all new dwelling units built annually in Springwater must be accommodated within the built boundary (2006 Growth Plan) / the delineated built boundary (2017 Growth Plan). The difference being that the former includes lands within both the delineated and undelineated built boundary in this calculation, while the latter only includes lands within the delineated built-up area (former delineated built boundary).
Usually Occupied Dwelling		Statistics Canada defines usually occupied dwelling as “a separate set of living quarters which has a private entrance either directly from outside or from a common hall, lobby, vestibule or stairway leading to the outside, and in which a person or a group of persons live permanently”.
Work From Home (WFH) Employment:		Refers to persons whose job is located in the building where they live.

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