

CITY OF ORILLIA

TO: Council Committee – March 22, 2021
FROM: Development Services & Engineering Department
DATE: February 17, 2021
REPORT NO: DSE-21-09
SUBJECT: **Implementing A Place to Grow: Growth Plan for the Greater Golden Horseshoe
Final Report on City’s Land Needs Assessment**

Recommended Motion

THAT Report No. DSE-21-09 be received as information;

AND THAT a copy of the report be forwarded to the County of Simcoe and the Townships of Severn, Ramara and Oro-Medonte.

Purpose

The purpose of this report is to inform Council on the process the City is currently going through to implement A Place to Grow: Growth Plan for the Greater Golden Horseshoe. This report also includes the results of the City’s Final Land Needs Assessment attached as Schedule “A” to this report.

Background & Key Facts

- All municipalities located within that portion of the province governed by the 2019 A Place to Grow: Growth Plan for the Greater Golden Horseshoe, as amended (Growth Plan) are required to bring their Official Plans into conformity with the Growth Plan by July 1, 2022.
- The *Places to Grow Act, 2005* as amended in 2020, includes provisions for municipalities to submit proposals to the Minister of Municipal Affairs and Housing that would detail how the municipality plans to remedy a situation of non-conformity if the municipality has not brought their Official Plan into conformity with the Growth Plan by July 1, 2022.
- The process to review and update the City’s Official Plan to ensure that it conforms with the Growth Plan and other provincial policy and legislation, is referred to as a Municipal Comprehensive Review (MCR).
- The Provincial Policy Statement, 2020 (PPS) sets out, amongst other matters, that municipalities must maintain the ability to accommodate residential and employment growth through the planning horizons set out in the PPS. This required accommodation is done by designating land for the applicable land uses in a municipality’s Official Plan, and by having the servicing capacity in place to accommodate that growth.

- The Province requires that municipalities carry out a Land Needs Assessment to determine how, or if, a municipality can accommodate its future growth within the planning horizons.
- As part of the background work associated with the City's MCR, the City, in September 2018, hired Hemson Consulting Ltd. to prepare the City's Land Needs Assessment (LNA), an Employment Strategy, and an Intensification Strategy which are the foundational reports necessary to complete the City's MCR. This work was originally slated to be completed by September of 2019.
- On June 25, 2018, Council passed the following resolution:

“THAT, further to Report DSE-18-25 dated June 8, 2018 from the Development Services and Engineering Department, staff be directed to consider Orchard Point, with the exception of the lands with frontage along Atherley Road (Highway 12) for designation as “Living Area – Stable Neighbourhood” in the City’s next Official Plan Review and Update.”

- As a result of the Council resolution, staff asked Hemson Consulting Ltd. to include, in its LNA work, an analysis of the potential to down designate the Orchard Point area from “Living Area – Intensification Area” to “Living Area – Stable Neighbourhood”. That analysis would determine if such down designation could be accommodated without the need to transfer that amount of intensification potential to another area of the City.
- During the Winter of 2019, a letter was issued to municipalities from the Minister of Municipal Affairs and Housing, which requested that municipalities pause their work on their MCR's and the related foundational reports until the Province had completed its work on implementing legislative and policy changes that impact planning.
- Subsequently, in the Summer of 2019 work on the City's Land Needs Assessment, Employment Strategy and Intensification Strategy was temporarily suspended in adherence to the Province's request to halt activity on major planning documents until the Province had completed their updates.
- On May 1, 2020, the PPS was amended which extended the previous land use planning horizon from 20 years to 25 years.
- On August 28, 2020, the Growth Plan was amended which extended the growth forecasts from 2041 to 2051 and established a growth forecast of 49,000 people and 26,000 employees for Orillia by 2051.
- On August 28, 2020 the Province released the amendment to the Provincial Land Needs Assessment methodology, in an effort to take a more market-based approach.
- In September of 2020, work on the City's Lands Need Assessment was resumed since the Province had completed its review and update of Provincial planning policy documents.
- In December of 2020, the final Land Needs Assessment was completed by Hemson Consulting Ltd.

Options & Analysis

Only one option has been prepared for consideration.

Option 1 - Recommended

THAT Report No. DSE-21-09 be received as information;

AND THAT a copy of the report be forwarded to the County of Simcoe and the Townships of Severn, Ramara and Oro-Medonte.

City's Land Needs Assessment:

The Growth Plan requires that the City plan to accommodate a population of 49,000 people and 26,000 employees by 2051. Hemson Consulting Ltd. has completed a LNA to determine if the City has sufficient land area to accommodate that amount of population and employment growth within its current municipal boundaries, and if not, how much additional land the City will require to accommodate its population and employment growth to the year 2051. The City's LNA is attached as Schedule "A" to this report.

It has been determined by the City's LNA that the City's existing municipal boundaries do not contain enough land to accommodate the City's population and employment growth to 2051. Utilizing historic (low) growth rates, the City's LNA consultants concluded that the City will require a total of 176.5 hectares (436.1 acres) of land to accommodate the City's growth forecasts to 2051. This would be comprised of 56.5 hectares (139.6 acres) for Employment Area and 120 hectares (296.5 acres) for Community Area (which is comprised of housing and local employment, infrastructure and services necessary to sustain residential areas).

The PPS sets out that where a municipality cannot accommodate its growth needs within its existing boundaries (i.e. through effective infill and intensification policies), municipal boundary expansions may be expanded through the MCR process. Municipal boundary expansions are governed by the *Municipal Act*. Within the *Municipal Act*, the legislation addresses boundary adjustments as "municipal restructuring". Municipal restructuring may include municipal annexation and/or municipal amalgamation.

When a LNA has been completed that identifies a requirement to expand a municipality's boundaries to accommodate the projected population and employment growth, the Growth Plan requires further study to determine the feasibility of a settlement boundary expansion. In the City of Orillia context, the required feasibility study must examine the following matters:

- Determining the infrastructure capacity and financial viability over the life cycle of the infrastructure assets while completing master water, wastewater, and stormwater planning.
- Ensuring the expansion and its servicing will minimize any negative impact on the watershed and the water resource system in terms of quality and quantity and should avoid key hydrologic features (such as rivers, lakes, and Significant Groundwater Recharge Areas).

- Ensuring the expansion will minimize and mitigate the impact on the agricultural system through completion of an Agricultural Impact Assessment and ensure compliance with Minimum Distance Separation.
- Ensuring compliance with the Lake Simcoe Protection Plan and the South Georgian Bay Lake Simcoe Source Protection Plan.
- Ensuring the expansion is consistent with the Natural Heritage, Water, Agriculture, Minerals and Petroleum, Mineral Aggregates, Culture Heritage, Archaeology, Natural Hazards, and Human-made Hazards policies contained in Sections 2 and 3 of the Provincial Policy Statement.

These technical evaluations have been budgeted for in the 2020 Capital Budget process in the amount of \$200,000 to retain a full-service planning and engineering consulting firm to study infrastructure planning as well as look at the protection of water resources, natural heritage features and agriculture in support of a required settlement boundary expansion.

Any expansion of the City's settlement boundary will require annexation from an abutting Township. Annexation should be based on criteria that is broader than a strict calculation of land need. Due to the complexity and lengthy process of annexation, it is not a process the City wants to undertake more frequently than required. As a result, the City's LNA consultants also examined a "high growth scenario" which exceeds the growth plan forecasts to 2051 but is appropriate in the context of annexation. Under the "high growth scenario" with a population of approximately 59,000 and employment base of 30,500 jobs, a total of 380.6 hectares (940.5 acres) is anticipated to be required of which 123.6 hectares (305.4 acres) for Employment Area and 257 hectares (635.1 acres) for Community Area.

Orchard Point Designation:

Council provided direction on June 25, 2018 to investigate the possibility of down designating Orchard Point from "Living Area – Intensification Area" to "Living Area – Stable Neighbourhood" as part of the City's next MCR. The City's LNA has determined that the proposed down designation from "Living Area – Intensification Area" to "Living Area – Stable Neighbourhood" will not negatively impact the City's population forecast and 50% intensification target. The City's LNA consultants concluded that the proposed down designation has been projected to result in 11 fewer residential units in the Built Boundary which will not negatively impact the City's ability to meet its minimum Built Boundary growth requirements to 2051. Therefore, Council could consider a proposal to down designate the Orchard Point area as part of its MCR save and except for:

- The properties with frontage onto Highway 12 (Atherley Road)
- Properties that have been pre-zoned for medium or high density development such as 80, 90, 100 Orchard Point Road (Orchard Point Condominiums), 39 & 41 Orchard Point Road and 19 Orchard Point Road (Sophie's Landing Phases 3 & 4).

Financial Impact

The following budget has been approved for the Official Plan Review & Update process:

- 2018 Capital Budget approval for the Land Needs Assessment, Employment Strategy & Intensification Strategy in the amount of \$150,000.
- 2020 Capital Budget approval for Technical Land Evaluations in the amount of \$200,000.

The City's 2022 to 2030 Capital Forecast identifies that as part of the 2022 Budget process, the following budget will be requested:

- \$180,000 for the Official Plan Review & Update (MCR).

It is premature to attempt to quantify the financial impact annexation will have.

Consultation

Consultation requirements have not been identified at this time. However, as the City's LNA has determined that the City cannot accommodate its future population and employment growth within its current boundaries, it is recommended that a copy of this report be shared with the County of Simcoe, and the Townships of Oro-Medonte, Ramara, and Severn.

Economic Development Impact

The City's Land Needs Assessment has determined that the City will need to acquire 56.5 hectares (139.6 acres) of Employment Area in order to have enough land to accommodate our employment growth of 26,000 employees by 2051 with an ultimate acquisition of 123.6 hectares (305.4 acres) for a "high growth scenario" with 30,480 employees. It is necessary for the economic health of the City to acquire this land to ensure there is sufficient Employment Area available for new growth.

Communications Plan

Communication requirements have not been identified at this time.

Relation to Formal Plans, City of Orillia Policy Manual and/or Guiding Legislation

The recommendation included in this report is supported by:

- Provincial Policy Statement, 2020
- 2019 A Place to Grow: Growth Plan for the Greater Golden Horseshoe, as amended.

The recommendations included in this report support the following strategic goal identified in Council's 2018 – 2022 Strategic Plan Realizing Our Potential:

4. Sustainable Growth

- 4.1 Manage growth to accommodate 41,000 residents and 21,000 employment opportunities.
- 4.4 Promote economic development to create employment investment opportunities.

Conclusion

The City has completed its LNA to determine the land needed to accommodate the City's forecasted growth to 2051.

It has been determined that Orchard Point can be down designated to "Living Area – Stable Neighbourhood" without negatively impacting the City's 50% intensification target in the Built Boundary. According to Council's direction, when work on the City's required MCR begins, staff will direct the consultants to include a down designation of the Orchard Point Area from "Living Area – Intensification Area" to "Living Area – Stable Neighbourhood" for consideration through the required public consultation process.

It has been determined that 56.5 hectares (139.6 acres) of Employment Area and 120 hectares (296.5 acres) of Community Area will be required to plan for a population of 49,000 and employees of 26,000 to the year 2051 as required by the 2019 Growth Plan (for a total of 176.5 hectares (436.1 acres)). But, since the City is required to annex land, it is prudent to plan for a "high growth scenario" which would require a total of 380.6 hectares (940.5 acres) of additional land of which 123.6 hectares (305.4 acres) is for Employment Area and 257 hectares (635.1 acres) for Community Area.

Schedules

- Schedule "A" – City's Land Needs Assessment

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FINAL REPORT

PREPARED BY HEMSON FOR THE CITY OF ORILLIA

LAND NEEDS ASSESSMENT

December 22, 2020



CONTENTS

EXECUTIVE SUMMARY	1
1. INTRODUCTION	2
2. COMMUNITY AREA LAND NEEDS	5
A. Population Growth Outlook	5
B. Housing Needs	6
C. Housing Supply Potential By Policy Area	10
D. Housing Requirement By Policy Area Based on 50% Intensification Rate	15
E. Additional Community Area Land Need	17
3. EMPLOYMENT AREA LAND NEEDS	20
A. Employment Forecasts	20
B. Existing Employment Area Potential	22
C. Additional Employment Area Land Need	24
4. SUMMARY OF LAND NEED	26
A. Community Area Land Needs For Annexation Purposes	26
B. Employment Area Land Needs For Annexation Purposes	29
C. Conclusion	31

EXECUTIVE SUMMARY

This Land Needs Assessment is the first of three reports that form part of Hemson Consulting's retainer with the City of Orillia to prepare background studies to support the City's Official Plan update, or municipal comprehensive review (MCR). The report determines the land needs for the City to accommodate population and employment forecasts to 2051 contained in Schedule 3 to the Provincial growth management plan *A Place to Grow: Growth Plan for the Greater Golden Horseshoe, 2019* (the Growth Plan),

The Land Needs Assessment uses a methodology prescribed by Growth Plan policy 2.2.1.5 and considers regional and local market trends, the demand for housing, lands required for employment activities, the City's current land supply, and the policy requirements of the Growth Plan.

Land needs are determined for two types of geography:

- **Community Area**, focused around housing and the local employment, infrastructure, and services necessary to sustain residential areas (see Section 2).
- **Employment Area**, focused around land for the exclusive use of employment activity. In Orillia, such land is generally found in business parks and industrial areas (see Section 3).

Based on the analysis contained in Sections 2 and 3, the City requires approximately 176.5 hectares of developable land, including 120 hectares of Community Area and 56.5 hectares of Employment Area, in order to accommodate population and employment growth to 2051 under Schedule 3 to the Growth Plan.

Given the potential need for the City to annex land the report also analyzes long-term land needs under a "high growth" scenario. The total additional land need under the high growth scenario amounts to 380.6 hectares of developable land, including 257 hectares of Community Area and 123.6 hectares of Employment Area.

1. INTRODUCTION

This Land Needs Assessment report is the first of three reports that form part of Hemson Consulting's retainer with the City of Orillia to prepare background studies to support the City's Official Plan update, or municipal comprehensive review (MCR).¹ The MCR forms part of a process to bring the Official Plan into conformity with the Provincial plan *A Place to Grow: Growth Plan for the Greater Golden Horseshoe, 2019* (the Growth Plan).

In August 2020, the Growth Plan was amended so that, among other matters:

- The time horizon for municipal land use planning in the Greater Golden Horseshoe was extended from 2041 to 2051.
- Population and employment forecasts contained in Schedule 3 of the Growth Plan, which the City must apply for planning and managing growth through the MCR, were updated and extended to the 2051 time horizon.

At the same time the Province prescribed a new methodology for assessing land needs to 2051 (the "Methodology").² Pursuant to Growth Plan Policy 2.2.1.5, the City must use this methodology to assess the amount of land required to accommodate the Schedule 3 forecasts.

The Methodology introduces important changes to the municipal land needs assessment process. These include requirements that housing supply and demand be explicitly analysed in terms of total housing and housing by type, that market contingency factors be considered in the determination of available land supply, and that "market demand" be considered in determining the demand required to be accommodated in order to achieve Growth Plan policy targets.

Accordingly, this report determines the land needs for the City to accommodate the population and employment forecast to 2051, considering regional and local market trends, the demand for housing, lands required for employment activities, the City's current land supply, and the policy requirements of the Growth Plan.

¹ The other studies are an *Intensification Strategy* and *Employment Land Strategy*.

² *Land Needs Assessment Methodology for the Greater Golden Horseshoe, 2020*, released in accordance with Growth Plan policy 5.2.2.1 c).

The land needs analysis in this report incorporates all relevant data from the 2016 Census and land supply information as of year-end 2019. Adjustments to all base data have been made in order to establish a base year of 2021 for the analysis. The 2021 base year is consistent with the City's MCR work.

Land needs are determined for two types of geography:

- **Community Area**, focused around housing and the local employment, infrastructure, and services necessary to sustain residential areas.
- **Employment Area**, focused around land for the exclusive use of employment activity. In Orillia, such land is generally found in business parks and industrial areas.

Ultimately the purpose of the Land Needs Assessment is to determine whether the City has sufficient land to accommodate the Schedule 3 population and employment growth to 2051. Should the analysis reveal a deficiency in land, the City will need to consider whether there are opportunities for accommodating a higher amount of development as intensification or whether any lands in Employment Areas may be appropriate for conversion to non-employment uses to satisfy Community Area land needs. Where appropriate, a settlement area boundary expansion may be warranted.

All land in the City is currently designated for urban use. As such, the only process by which the City could expand its settlement area boundary under the Growth Plan is by way of a land annexation from neighbouring municipalities. Given the potentially lengthy and complex process required to annex land, this report provides the City with an understanding of the long-term growth associated with new lands that could exceed the land requirements to accommodate the Schedule 3 forecasts.

COVID-19 Disclaimer: This report was prepared during the COVID-19 pandemic, at a time when much of the Greater Toronto Area was entering its second wave of infection and most non-essential businesses were closed. An understanding of the short-term impacts of the pandemic on population and employment growth in Orillia is emerging:

- Increasing house prices, possibly fueled by the increased settlement of early retirees, conversion of second homes to permanently occupied dwellings, and influx of people willing/able to relocate to the City from more densely populated areas on a temporary or permanent basis.

- Severely reduced employment in important sectors of the local economy, including the accommodation and food sector. This has been somewhat mitigated by the significant increase in day-trippers to the City during the summer months.

However, the long-term impacts of COVID-19 remain very uncertain. For the purposes of the Land Needs Assessment, it is assumed that the pandemic will not affect growth and associated land needs in Orillia beyond the assumptions incorporated into the City's Growth Plan Schedule 3 forecasts.

2. COMMUNITY AREA LAND NEEDS

The approach for determining community area land needs generally follows the six-step approach set out in the Provincial Methodology.³ The first step is to analyze the population growth outlook based on Schedule 3.

A. POPULATION GROWTH OUTLOOK

The City of Orillia is located in the northern part of the Greater Golden Horseshoe, in the Outer Ring of municipalities that surround the Greater Toronto Area and Hamilton (GTAH) as defined by the Growth Plan. The City has a large and active waterfront on Lake Couchiching and Lake Simcoe. Highway 11, which functions as the spine of a major economic corridor extending south through the City of Barrie to the GTAH, loops through the western part of the City.

After a period of relatively fast growth in the 1990s, the City's annual population growth rate slowed in the early 2000s to less than 1% (see Table 1). At the time of the last Census in 2016 the population was 32,010.⁴ Population growth has since accelerated with the increased development of residential lands.

The Methodology requires that population projections used to determine housing needs be based on the Schedule 3 forecast in the Growth Plan. To satisfy this requirement the City's land needs assessment is based on population forecasts, by age and sex, included in Appendix B to the background report prepared for the Province as part of the recent Schedule 3 update.⁵ The Reference Forecast in the background report forms the basis of the Schedule 3 forecasts.

Schedule 3 forecasts the City's population to be 49,420 in 2051. This represents growth of 14,330 persons over the 30 year period 2021 to 2051 at a compound annual growth rate of 1.1%. This growth rate is slightly higher than the historical average but represents more

³ Not all components described in the Methodology are applicable to Orillia. As well, the Methodology does not prescribe a specific sequence of steps.

⁴ Consistent with Schedule 3, population figures in this report represent "total" population that includes an estimate of Census net under-coverage of 2.62%. The equivalent "Census" population is 31,200.

⁵ Hemson Consulting, *Greater Golden Horseshoe: Growth Forecasts to 2051*, August 2020.

modest growth than what has been experienced in the City in the last 5 years. Ultimately, population growth in Orillia will be fuelled by in-migration from the GTAH.

Table 1

Historical and Forecast Population Growth			
Year	Total Population	Growth	
		Net Change	Annual Growth Rate
1986	24,890		
1991	26,800	1,910	1.5%
1996	28,780	1,980	1.4%
2001	30,140	1,360	0.9%
2006	31,310	1,170	0.8%
2011	31,390	80	0.1%
2016	32,010	620	0.4%
2021	35,320	3,310	2.0%
2026	38,530	3,210	1.8%
2031	40,660	2,130	1.1%
2036	42,890	2,230	1.1%
2041	45,190	2,300	1.1%
2046	47,060	1,870	0.8%
2051	49,420	2,360	1.0%
1991-2021		8,520	0.9%
2021-2051		14,100	1.1%

Source: Hemson Consulting

The Schedule 3 forecasts are minimums and the City may establish higher forecasts through its MCR. Given the potential need for the City to annex land, an analysis of long-term land needs under a “high growth” scenario is provided in Section 4.

B. HOUSING NEEDS

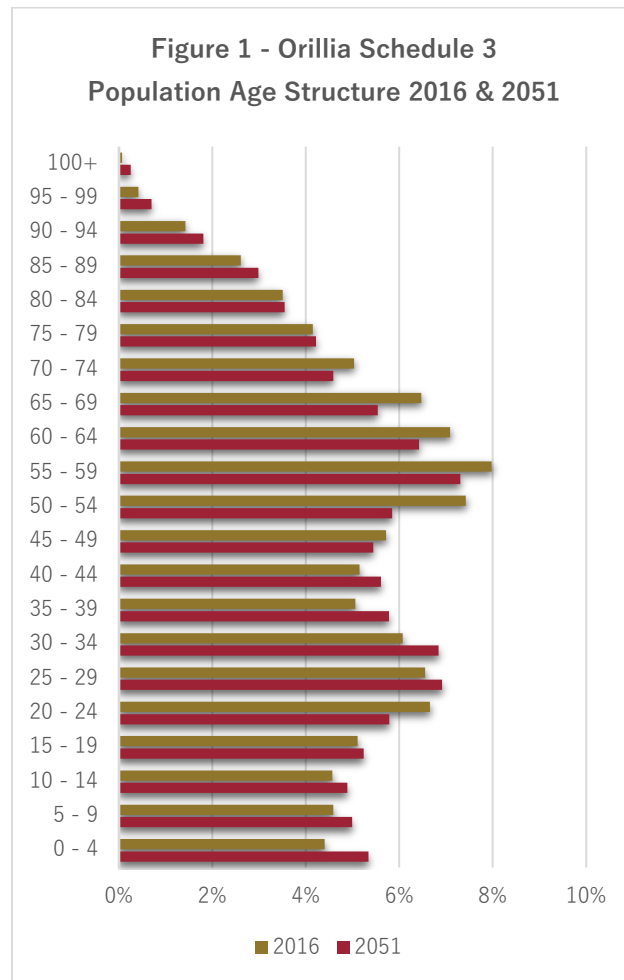
The Methodology requires that the population forecast by age group be translated into a forecast of households. To do this, the Methodology prescribes the use of household formation rates for each age group to determine housing need, which is then to be broken down by type of dwelling and grouped into the following categories: single/semi-detached, rowhouses, apartments, and other dwellings.⁶ Finally, the housing growth by type must be

⁶ The categories recommended by the Methodology are not consistent with either the housing forecasts set out in Appendix B to the background report prepared for the Province for the recent Schedule 3 update or Census housing definitions.

adjusted to account for any replacement of units (e.g. through demolition), changes in rental vacancies, market contingency factors, and other mitigating considerations.

The amount and type of housing needed in Orillia is strongly related to the population age structure; an older population forms more households than a younger population. Figure 1 compares the population age structure in the City in 2016 and 2051. The dominant age groups identifiable in 2016 are the Baby Boom generation (generally born 1946-1966) and Baby Boom Echo (or Millennial) generation (generally born 1981-1996). By 2051, the population of the City will be more evenly distributed as the Baby Boom will have surpassed the average age of life expectancy and the inflow of younger, family-forming migrants will bolster the ranks of the working age population.

The increasing “flattening” of the City’s age structure over the 30 year time horizon means that, while the predominant housing types will be those that meet the needs of larger family households, a greater range and mix of housing will be required. Providing a greater range and mix of housing is in keeping with Growth Plan housing policies.



Source: Hemson Consulting

The first step in the determination of housing need is the translation of the population forecast into a forecast of households based on age-specific household formation rates (or headship rates). The City's 2016 and 2051 households by age and the resulting headship rates are provided in Table 2. While household formation rates have declined in recent years it is assumed that they will generally return to 2016 formation rates by 2051.

Table 2

Households by Age of Primary Household Maintainer				
Age	2016		2051	
	Occupied Households	Headship Rates	Occupied Households	Headship Rates
15 - 19	30	1.9%	45	1.9%
20 - 24	410	21.5%	514	21.5%
25 - 29	885	46.0%	1,233	46.0%
30 - 34	880	50.3%	1,425	50.3%
35 - 39	700	46.0%	1,277	46.0%
40 - 44	1,015	64.8%	1,818	64.8%
45 - 49	990	57.5%	1,641	57.5%
50 - 54	1,325	58.3%	1,779	58.3%
55 - 59	1,465	60.9%	2,101	60.9%
60 - 64	1,360	62.2%	2,154	62.2%
65 - 69	1,290	65.2%	2,002	65.2%
70 - 74	1,010	66.8%	1,683	66.8%
75 - 79	910	72.4%	1,591	72.4%
80 - 84	565	53.3%	1,000	53.3%
84 - 89	440	59.0%	933	59.0%
90 +	205	36.3%	564	36.3%
Total 15 +	13,480	52.0%	21,759	52.6%

Source: Hemson Consulting

Table 3 shows the household forecast based on the headship rates set out in Table 2. The total number of households in the City is projected to be 21,760 in 2051. This represents growth of 7,280 households over the 30-year period from 2021 to 2051 at an annual growth rate of 1.4%. This growth rate is slightly higher than the historical average growth rate of 1.2% per annum between 1991 and 2021.

Table 3

Historical and Forecast Occupied Housing Growth			
Year	Occupied Households	Growth	
		Net Change	Annual Growth Rate
1986	9,035		
1991	10,005	970	2.1%
1996	10,930	925	1.8%
2001	11,620	690	1.2%
2006	12,230	610	1.0%
2011	12,970	740	1.2%
2016	13,480	510	0.8%
2021	14,480	1,000	1.4%
2026	15,920	1,440	1.9%
2031	17,220	1,300	1.6%
2036	18,460	1,240	1.4%
2041	19,730	1,270	1.3%
2046	20,640	910	0.9%
2051	21,760	1,120	1.1%
1991-2021		4,475	1.2%
2021-2051		7,280	1.4%

Source: Hemson Consulting

The household forecast is then translated into a “market” forecast of housing by type based on the propensity of different household and family types to occupy different types of housing.⁷ The following unit types are distinguished:

- Singles/Semis – which includes single-detached and semi-detached houses as well as movable dwellings as defined by Statistics Canada for the Census. Singles/Semis also includes existing houses where an accessory unit has been added.
- Rows – which are row houses as defined for the Census.
- Apartments – which comprise all apartment buildings, whether greater than or less than 5 storeys (per Census definitions).

⁷ The market forecast better reflects the City’s current pattern of housing than the housing forecast set out in Appendix B to the background report prepared for the Province as part of the recent Schedule 3 update.

- Accessory Units – which are apartments added to an existing single-detached or semi-detached house.

The market forecast housing mix reflects the housing occupancy pattern of the City’s future population, based on recent market preferences. The pattern is one in which most homeowners will seek to occupy “ground-related” housing: either single, semi, or more affordable row house unit types.

Table 4 sets out the market housing by type forecast. Of the 7,280 housing units required between 2021 and 2051, 47% (3,400 units) will be single and semi-detached units, 28% (2,000 units) will be rowhouses, 21% (1,540 units) will be apartments, and 5% (340 units) will be accessory units.

Table 4

Market Forecast of Housing Growth by Dwelling Unit Type Schedule 3 Reference Forecast					
Year	Single/Semi	Row	Apartment Building	Accessory Units	Total
2021	8,930	1,450	3,650	450	14,480
2026	9,680	1,800	3,940	500	15,920
2031	10,320	2,130	4,210	560	17,220
2036	10,890	2,470	4,500	600	18,460
2041	11,500	2,810	4,750	680	19,740
2046	11,860	3,100	4,960	730	20,650
2051	12,330	3,450	5,190	790	21,760
2021-2051	3,400	2,000	1,540	340	7,280
Growth Mix	46.7%	27.5%	21.2%	4.7%	100%

Source: Hemson Consulting

C. HOUSING SUPPLY POTENTIAL BY POLICY AREA

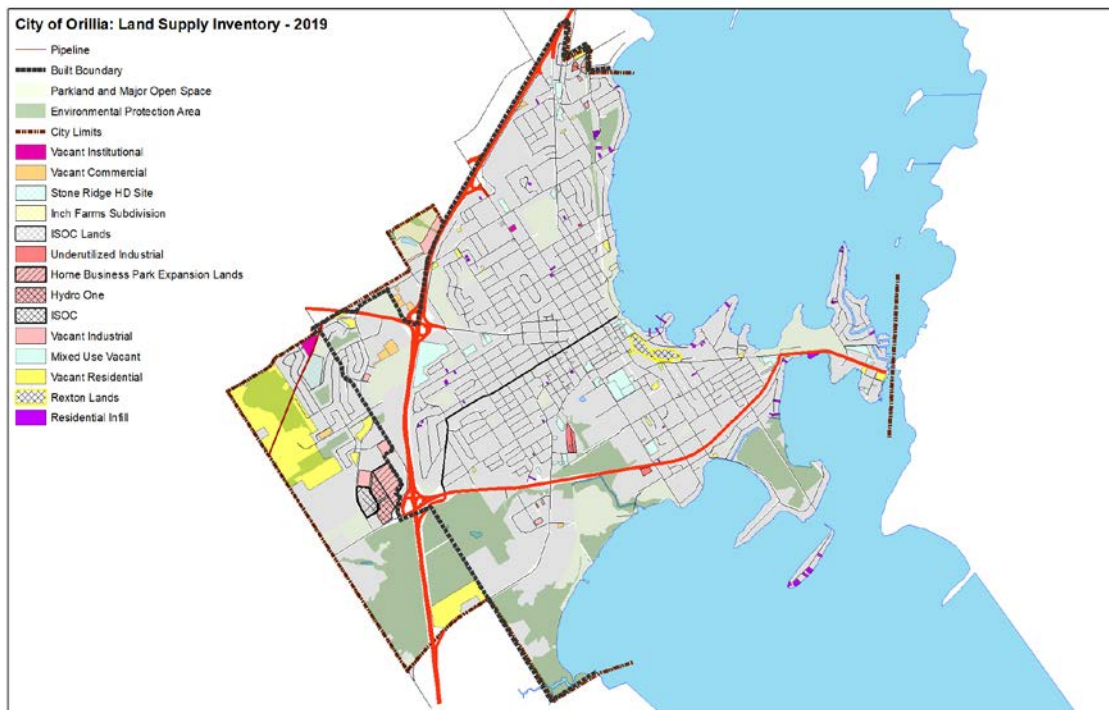
The City must determine the housing supply potential by unit type in two areas as defined by Growth Plan policy: the delineated built-up area (BUA), which is generally already developed and falls within a delineated Built Boundary; and the designated greenfield area (DGA), which is generally undeveloped but is designated for development in the Official Plan.

Housing supply within the Built Boundary establishes the potential for the City to achieve its intensification target prescribed by the Growth Plan: a minimum of 50 per cent of all residential development occurring annually within the BUA.

Map 1 illustrates the location of all developable lands currently within the City. Housing supply is mainly:

- vacant land designated for residential use in the DGA, either side of Highway 11 (in yellow);
- relatively large blocks of land designated for mixed use within the Built Boundary and DGA (in light blue); and
- small land parcels suitable for infill development scattered throughout the BUA.

Map 1



Source: Hemson Consulting and City of Orillia Planning Department

i. Housing Supply in Approved Plans

Housing units by type in Orillia that have been approved in plans of subdivision—represented either by vacant lots or multiple units that have yet to be constructed on designated lands—are summarized in Table 5. The City currently has 3,088 approved units. The units are generally anticipated to be constructed and occupied in the earlier part of the 30 year forecast time horizon.

Housing supply in approved plans is evenly distributed between lands within the Built Boundary (1,539 units) and lands in the DGA (1,549 units). Of note is the significant number

of apartment units—64% of the total or 1,981 units—that have been approved throughout the City.

Table 5

Housing Unit Potential (remaining to be built) in Approved Plans To Year End 2019					
Development	Housing Units				Policy Area
	Single/Semi	Rowhouse	Apartment	Total	
Built Up Area (BUA)					
Matchedash Lofts			67	67	BUA
Rexton Developments	23	302	574	899	BUA
228 James St.E		65		65	BUA
19 Orchard		23		23	BUA
80.90.100 Orchard			138	138	BUA
Forest Heights		30		30	BUA
Heritage Square	22		22	44	BUA
75 Barrie Rd			164	164	BUA
395 Barrie Rd.			65	65	BUA
75 Queen St.			20	20	BUA
399 Barrie Rd			24	24	BUA
Designated Greenfield Area (DGA)					
Stone Ridge	416	57	907	1,380	DGA
Inch farm	169			169	DGA
Sub-Total Built Up Area	45	420	1,074	1,539	BUA
Sub-Total DGA	585	57	907	1,549	DGA
Total	630	477	1,981	3,088	

Source: Hemson Consulting based on City of Orillia Planning Department data

ii. Housing Supply on Vacant Lands

Determining the housing supply on vacant, designated lands available for development requires estimating the units by type on such lands based on density permissions in the Official Plan and the density of recently constructed subdivisions.

Table 6 summarizes the residential supply on land designated for residential and mixed uses in the Built Boundary and DGA. The gross land area represents developable lands after removal of lands designated as Environmental Protection Area.

The net land area represents land for housing after removal of publically owned lands such as roads, parks, stormwater management and other infrastructure. A net-to-gross ratio of 65% is applied to gross land area parcels larger than 0.5 hectares to determine net land areas.

Table 6

Vacant Residential and Mixed Use Land Supply		
Area	Gross ha	Net ha
<u>Built Up Area Residential</u>		
Neighbourhood	6	5
Intensification Area	13	9
Residential Infill	8	8
<u>Mixed Use</u>		
Downtown	14	10
Living Area		
Intensification Area	28	19
Neighbourhood	3	2
Total Built Up Area	72	53
Total Designated Greenfield Area	80	46
Total Vacant Residential Land Supply	152	99

Source: Hemson Consulting, based on City of Orillia data

Within the BUA, there is a supply potential for 1,901 units at varying densities depending on the location and mix of land uses (see Table 7). The potential housing unit mix in each area is based on:

- 20% singles/semis at 18 units per hectare, 80% rows at 23 units per hectare, and no apartment units on residential lands with an overall unit density potential of 22 units per hectare; and
- 10% singles/semis at 18 units per hectare, 45% rows at 23 units per hectare, and 45% apartments at 100 units per hectare, on mixed use lands with an overall unit density potential of 42 units per hectare, assuming the mix of uses is 75% residential (at 58 units per hectare) and 25% commercial or institutional.

The estimate of the unit supply potential in the BUA assumes that Orchard Point, the waterfront development area at the eastern edge of the City, does not develop further as an intensification area but rather as a Stable Neighbourhood designation. This development assumption has no material bearing on the overall Community Area land needs analysis.

Table 7

Unit Potential on Vacant Lands in Built Up Area						
	Net ha	Average Density (units/ha)	Total Unit Potential	Typical Unit Mix		
				Single/Semi	Row	Apt.
<u>Residential Lands</u>						
Neighbourhood	5.1	22	112	22	90	0
Intensification Area	8.7	42	366	37	165	165
Residential Infill	7.5	22	165	33	132	0
<u>Mixed Use Lands</u>						
Downtown	9.8	42	412	41	186	186
Living Area						
Intensification Area	18.7	42	784	78	353	353
Neighbourhood	2.7	22	60	12	48	0
Total Built Up Area	52.6		1,901	224	973	703

Source: Hemson Consulting

The year-end 2019 vacant supply in the DGA is 46 net hectares (see Table 8). At an average density of 26 units per hectare this equates to 1,205 potential new units. The assumed density is based on the observed density of recently constructed Stoneridge subdivisions in west Orillia (excluding the large apartment parcel) which has developed at an approximate housing mix of 75% single/semi-detached units and 25% rowhouse units over time.

Table 8

Unit Potential on Vacant Lands in DGA						
	Net ha	Average Density (units/ha)	Total Unit Potential	Typical Unit Mix		
				Single/Semi	Row	Apt.
DGA Vacant Lands	46	26	1,205	904	301	0

Source: Hemson Consulting

iii. Summary of Housing Supply

A final adjustment to the year-end 2019 housing supply is required to account for the estimated number of units completed up to mid-2021, the baseline for the 30 year housing demand to 2051 (see Table 9). The adjustment assumes that unit starts between January and September 2020 will be completed by mid-2021.

Table 9

Supply to Accommodate New Units to 2051					
Policy Area	Identified Supply for New Unit Constuction			Less Jan-Sep 2020 Unit Starts	Vacant Land Supply at a Mid-2021 Base
	Approved Plans	Vacant Lands	Total Current Supply		
Built Up Area	1,539	1,901	3,440	(80)	3,360
Designated Greenfield Area	1,549	1,205	2,754	(50)	2,704
Total	3,088	3,106	6,194	(130)	6,064

Source: Hemson Consulting based on CHMC Housing Market data

The total adjusted housing unit supply in the City is estimated at 6,064 units, including 3,360 units in the BUA and 2,704 units in the DGA.

D. HOUSING REQUIREMENT BY POLICY AREA BASED ON 50% INTENSIFICATION RATE

Growth Plan policy 2.2.2.1 a) requires that the City achieve a minimum intensification target of 50 per cent of all residential development occurring annually within the delineated built-up area. Table 10 shows the location of housing:

- constructed between 2006 and 2014, before the intensification target came into effect;
- constructed between 2015 and 2018, during the first three years of the intensification target (when it was 40%); and
- in currently approved plans of subdivision.

The table shows that the City’s intensification target is eminently achievable as 50% of all units constructed between 2015 and 2018 were within the built-up area and 50% of all units in approved plans are within the built-up area.

Table 10

Location of Units Built Since 2006 Plus Plans in Progress			
	Built Up Area	Designated Greenfield Area	Total
Units Built			
2006-2014	1,080	460	1,540
2015-2019	600	600	1,200
Approved Plans	1,540	1,550	3,090
Total Units	3,220	2,610	5,830
Share of Units			
2006-2014	70%	30%	100%
2015-2018	50%	50%	100%
Approved Plans	50%	50%	100%
Total Units	55%	45%	100%

Source: City of Orillia building permit and vacant supply data

Table 11 accordingly allocates the occupied household forecast between the BUA and DGA under the prescribed 50% intensification rate. The theoretical unit growth in each policy area is 3,640 units.

Table 11

Forecast 2021-2051 Housing Unit Growth by Policy Area				
	Total Unit Growth	Intensification Rate	Built Up Area	Designated Greenfield Area
2021-2051	7,280	50%	3,640	3,640

Source: Hemson Consulting

An adjustment to the allocation of housing in Table 11 is required in order to remove accessory units as these units are constructed within existing buildings on existing lots and therefore do not consume any of the land supply. The adjusted unit growth for each policy area—3,360 units in the BUA and 3,590 units in the DGA—is set out in Table 12.

Table 12

Forecast 2021-2051 Accessory Unit Growth in the Built Up Area			
Policy Area	2021-2051 Unit Growth	Less Accessory Units 2021-2051	Net New Construction Units
Built Up Area	3,640	280	3,360
Designated Greenfield Area	3,640	50	3,590
Total	7,280	330	6,950

Source: Hemson Consulting

E. ADDITIONAL COMMUNITY AREA LAND NEED

The analysis above demonstrates an overall unit demand, based on the “market” forecast, of 3,360 units in the BUA. This is almost equivalent to the housing supply of 3,440 units in the BUA. In the DGA, the overall unit demand under the market forecast is 3,590 units. This represents 836 more units than are available in the DGA housing supply.

The Methodology requires that, in assessing the need for additional Community Area land, the City consider housing supply and demand for *each dwelling unit type*. Table 13 accordingly compares the housing supply in each policy area with the housing demand by unit type that can reasonably be anticipated in each area:

- a mix of 10% singles and semis, 45% rows, and 45% apartments in the BUA;
- a mix of 75% singles and semis, 20% rows, and 5% apartments in the DGA, recognizing that there is a significant supply of apartments in approved plans in the DGA.

Within the BUA, the identified supply is relatively in balance with anticipated demand, though there are potential supply shortfalls for ground-related units. However, the supply total only accounts for units in approved plans and on vacant lands. It does not factor the potential for intensification on sites that are currently occupied and may be redeveloped over the next 30 years. As an example, the townhouse development on 50 Penetang Street was never included in the City’s housing supply as the previous building on the property was demolished shortly before construction of the new development. Similar additional development opportunities will be identified through the Intensification Strategy to be prepared as part of the MCR. When completed, the BUA housing supply may have to be increased.

The DGA exhibits a supply shortfall equivalent to 1,204 single/semi-detached units and 360 rowhouse units and a potential excess equivalent to 728 apartments. Unlike intensification sites in the BUA, greenfield land beyond known vacant parcels cannot be readily redeveloped. As such, additional land for housing within the DGA can only be created by converting land from Employment Area to Community Area use. In Orillia, this is likely impractical given the scale of the supply shortfall shown in Table 13. Additional DGA lands are required.

Table 13

Housing Unit Supply and Demand by Housing Unit Type, 2021 to 2051				
Policy Area	Single/Semi	Row	Apartment	Total
Built Up Area				
Mix of Demand and Delivered Supply	10%	45%	45%	100%
Unit Demand	336	1,512	1,512	3,360
<u>Supply Potential by Type</u>				
Plans	45	420	1,074	1,539
Vacant Land	<u>224</u>	<u>973</u>	<u>703</u>	<u>1,901</u>
Total	269	1,393	1,777	3,440
Unit Potential Excess (Shortfall)	(67)	(119)	265	
Designated Greenfield Area				
Typical Mix of Demand and Delivered Supply	75%	20%	5%	100%
Unit Demand	2,693	718	180	3,590
<u>Supply Potential by Type</u>				
Plans	585	57	907	1,549
Vacant Land	<u>904</u>	<u>301</u>	<u>0</u>	<u>1,205</u>
Total	1,489	358	907	2,754
Unit Potential Excess (Shortfall)	(1,204)	(360)	728	

Source: Hemson Consulting

In order to determine the additional Community Area land required to address the DGA shortfall the net land must be “grossed up” to account for local roads, stormwater management facilities, utilities, and parks and open space, as well as community area jobs in local retail and institutions (such as schools). Table 14 shows that, based on the assumed unit mix that includes 75% singles and semis and 20% rows, and a DGA net density of 26 units per hectare, 62 hectares of additional land would be required.

Applying a net-to-gross ratio of 50% to the net land need increases the total developable Community Area requirement to 120 hectares.

Table 14

Additional Greenfield Community Land Need		
Estimated Units in Additional Lands	1,563	units
Net Density (per Stoneridge)	26	units per ha
Net Land Need	60	ha
Net to Gross Ratio	50%	
Gross Community Land Area Required	120	ha

Source: Hemson Consulting

An important component of the Methodology is to ensure that the City is able to deliver a “market-based” supply of housing in determining its Community Area land needs. To satisfy this provision, the housing unit mix assumed in Table 13 is compared to the “market” housing mix that reflects recent market preferences (see Table 4).

Table 15 demonstrates that the assumed housing mix shifts the “market” mix slightly away from single/semi detached housing types in favour of higher density rowhouses and apartments. This slight shift is in keeping the Growth Plan policies that promote “complete communities” with a more compact urban form and a greater range and mix of housing. The shift is also considered reasonable in the context of the City’s recent pattern of housing construction (see Table 10).

Table 15

Forecast Housing Mix Compared to Market Housing Mix, 2021 to 2051					
Policy Area	Single/Semi	Row	Apartment	Accessory Units	Total
Housing Growth by Unit Type Based on the Policy Mixes and Densities					
Built Up Area	340	1,510	1,510	280	3,640
Designated Greenfield Area	<u>2,690</u>	<u>720</u>	<u>180</u>	<u>50</u>	<u>3,640</u>
Total 2021-2051	3,030	2,230	1,690	330	7,280
Policy Based Housing Unit Mix	41.6%	30.6%	23.2%	4.5%	100.0%
Comparison to "Market" Housing Mix					
"Market" Housing Mix	46.8%	27.5%	21.1%	4.6%	100.0%

Source: Hemson Consulting

In summary, the additional Community Area land need of 120 hectares will enable the City to provide a market-based supply of housing to 2051.

3. EMPLOYMENT AREA LAND NEEDS

The City of Orillia's economy is based around small-scale manufacturing, tourism, and institutional uses, including the main headquarters and training facility of the Ontario Provincial Police (OPP) on Memorial Avenue. The OPP and Orillia Soldier's Memorial Hospital are the City's largest employers, accounting for about 16% of the total employment base.

The determination of Employment Area land need relies on the Schedule 3 employment forecasts and the employment by type forecasts contained in the background report prepared for the Schedule 3 forecasts. As with the Community Area land needs analysis, the step by step approach used generally follows the Provincial Methodology.

A. EMPLOYMENT FORECASTS

After a period of relatively rapid growth, employment in Orillia fell in the aftermath of the 2009 recession and has only recently started to recover. The Schedule 3 forecasts assume stable and steady employment growth in the City to 2051, largely tied to the City's population growth prospects and the continued economic relationship with the County of Simcoe and City of Barrie to the south.

Table 16 shows that growth is anticipated to increase by an average of 1.2% per year between 2021 and 2051, a higher rate of growth than what has been experienced in recent years and a slightly higher growth rate forecast for the City's population (see Table 1).

Table 16

Historical and Forecast Employment Growth			
Year	Total Employment	Growth	
		Net Change	Annual Growth Rate
2001	16,120		
2006	19,325	3,205	3.7%
2011	18,030	(1,295)	-1.4%
2016	18,200	170	0.2%
2021	18,540	340	0.4%
2026	21,360	2,820	2.9%
2031	22,230	870	0.8%
2036	23,250	1,020	0.9%
2041	24,320	1,070	0.9%
2046	25,120	800	0.6%
2051	26,200	1,080	0.8%
2001-2021		2,420	0.7%
2021-2051		7,660	1.2%

Source: Hemson Consulting

Table 17 shows the breakdown of the Schedule 3 employment forecasts into four primary land use categories: major office employment; population-related employment; employment land employment; and rural employment. Almost 70% of all employment growth in Orillia to 2051 is forecast to be population-related: retail, education, health care, local government and urban work-at-home employment that will primarily serve the City’s resident population. Population-related employment is largely accounted for in the Community Area land needs assessment (see above). As such, this section deals with land required to accommodate the employment land employment in the forecasts.

Employment land employment refers to employment accommodated primarily in low-rise industrial-type buildings, the vast majority of which are located within the City’s business parks and industrial areas (or designated Employment Areas). Employment land employment will comprise about 20% of total employment growth.

Table 17

Forecast Employment Growth by Type Schedule 3 Reference Forecast					
Year	Major Office	Population Related	Employment Land	Rural	Total
2021	2,620	10,260	5,660	0	18,540
2026	2,620	11,280	7,460	0	21,360
2031	2,730	12,130	7,370	0	22,230
2036	2,850	13,010	7,400	0	23,260
2041	2,970	13,880	7,470	0	24,320
2046	3,200	14,670	7,250	0	25,120
2051	3,440	15,530	7,220	0	26,190
2021-2051	820	5,270	1,560	0	7,650
Growth Mix	10.7%	68.9%	20.4%	0.0%	100%

Source: Hemson Consulting

Like the population forecasts, the Schedule 3 forecasts are minimums and the City is permitted to establish higher forecasts through its MCR.

B. EXISTING EMPLOYMENT AREA POTENTIAL

In this step, the employment potential on existing land designated for employment area type employment is estimated. This is done by preparing an inventory of employment area lands and determining the amount of land that can be developed for employment uses accounting for non-developable and underutilized lands.

Map 2 illustrates the location of current vacant and underutilized industrial lands in the City. The majority of lands are located west of Highway 11 outside the Built Boundary.

Map 2

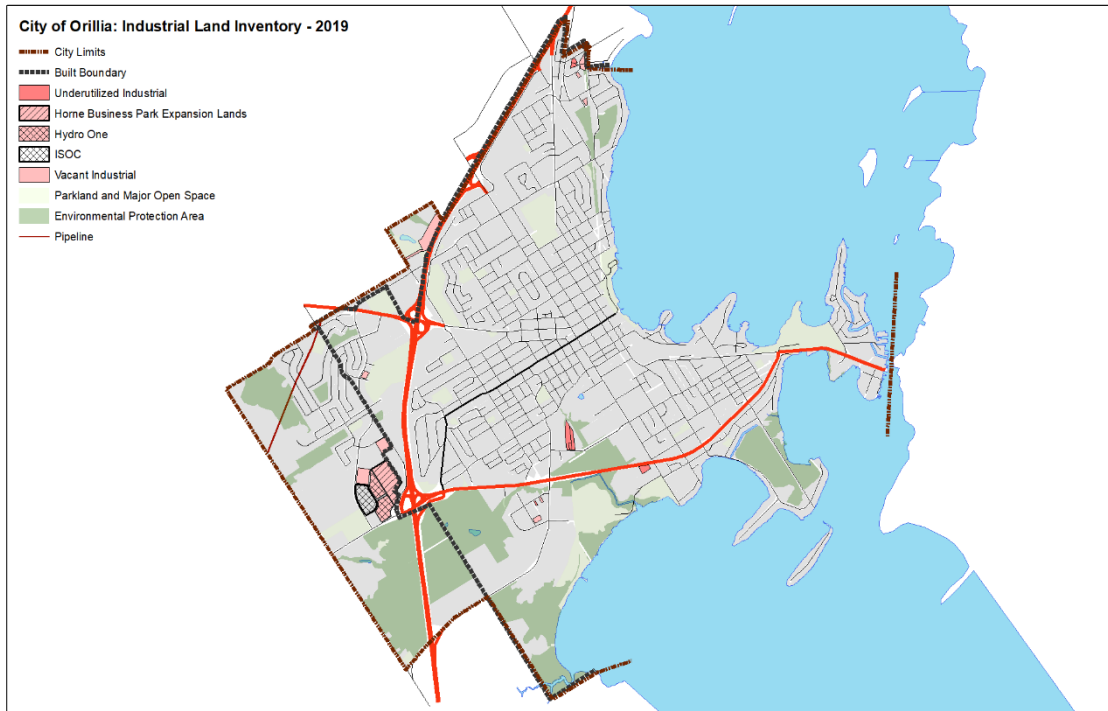


Table 18 shows that the total current developable employment land supply in the City is 27.3 hectares. It is noted that Hydro One lands, including those located at the Integrated System Operation Centre (ISOC) site, have been excluded from the supply calculations (see Map 2). The following adjustments are made to the supply in order to determine the lands that can reasonably be expected to sustain employment growth:

- A gross to net adjustment of 80% is applied to land parcels larger than 5 hectares to account for new local roads and related local infrastructure.
- A reduction of 4.7 hectares is made to reflect the long-term underutilization of some industrial lands.
- A reduction of 5% of the net land supply is made to reflect long-term vacancies.

After these adjustments, the net effective supply of employment land is 24 hectares.

Table 18

Employment Land Supply - Vacant Lands						
	Gross ha	Net ha ¹	Underutilized Land Available for Development	Total Net ha	Less Long Term Vacancy	Net Effective Supply (ha)
City of Orillia	27.3	20.5	4.7	25.2	5%	24.0

Source: Hemson Consulting

C. ADDITIONAL EMPLOYMENT AREA LAND NEED

The amount of land needed to accommodate the employment forecast is then estimated based on an assumed employment density in employment areas of 25 jobs per net hectare. The density assumption is based on observed density levels in Orillia and typical densities found in similar and surrounding jurisdictions.

Based on this assumption the estimated 2051 employment area land need is 62.4 net hectares (see Table 19).

Table 19

Land Needs Assessment Result Employment Areas 2021-2051			
	Employment Growth in Employment Areas	Employment Density (jobs per net ha)	Land Need (net ha)
Employment Land Employment	1,560	25	62.4

Source: Hemson Consulting

Table 20 demonstrates that the net employment area land need of 62.4 hectares exceeds the net effective supply of 24.0 hectares by 38.4 hectares.

Table 20

Net Employment Land Need Employment Areas 2021–2051			
	Land Need	Less Supply	Excess (Shortfall)
Net ha Employment Land	62.4	24.0	(38.4)

Source: Hemson Consulting

The final determination of the developable employment land need involves:

- Upwardly adjusting the land shortfall of 38.4 hectares by 5% to reflect long-term vacancy.
- Upwardly adjusting the land shortfall of 38.4 hectares by an additional 10% to ensure that there is a sufficient supply of land parcels to accommodate land extensive uses and other factors that ensure the City provides a suitable range of sites.
- Adjusting the net land need upwards to account for local roads, local stormwater management facilities, and other local infrastructure to establish the total developable Employment Area land need of 56.5 hectares (see Table 21).

Table 21

New Developable Land Required Employment Areas 2021–2051						
	Net Land Need	Long Term Vacancy	Contingency for Range and Choice of Parcels	Adjustments	Adjusted Net Land Need	Developable Land Need
Employment Land	38.4	5%	10%	15%	45.2	56.5

Source: Hemson Consulting

In summary, an additional 56.5 hectares of Employment Area land is required to meet the long-term needs of Schedule 3 employment growth to 2051.

4. SUMMARY OF LAND NEED

Based on the Land Needs Assessment set out above the City of Orillia requires additional land to accommodate long-term population and employment growth to 2051 established by Schedule 3 to the Growth Plan.

The Community Area Land Needs Assessment demonstrates that the City requires an additional 120 hectares of developable land as designated greenfield area in order to meeting the needs associated with housing growth to 2051. This land need will enable the City to provide a market-based supply of housing while achieving Growth Plan housing policies.

The Employment Area Land Needs Assessment demonstrates that the City requires an additional 56.5 hectares of developable land in order to meet the long-term needs of Schedule 3 employment growth to 2051.

A. COMMUNITY AREA LAND NEEDS FOR ANNEXATION PURPOSES

The Schedule 3 forecasts are minimums and the City is permitted to establish higher forecasts through its MCR. Given the likely need for the City to annex land the Community Area and Employment Area Land Needs Assessment also analyzes long-term land needs under a “high growth” scenario. This scenario represents much higher growth than anticipated by Schedule 3. However, given the potentially lengthy and complex process required to annex land, the City should understand the long-term growth associated with new lands that could exceed the land requirements to accommodate the Schedule 3 forecasts.

The high growth scenario is predicated on the City requiring 257 hectares of additional developable land in the DGA, slightly more than double the land needed to meet housing needs under Schedule 3 population growth. The population growth required to accommodate such a land need is shown in Table 22. The annual growth rate under the high growth scenario is 1.7% and results in approximately 9,300 more people in the City by 2051 than under the Schedule 3 forecast (see Table 1).

Table 22

High Growth Scenario Population Growth			
Year	Total Population	Growth	
		Net Change	Annual Growth Rate
1986	24,890		
1991	26,800	1,910	1.5%
1996	28,780	1,980	1.4%
2001	30,140	1,360	0.9%
2006	31,310	1,170	0.8%
2011	31,390	80	0.1%
2016	32,010	620	0.4%
2021	35,090	3,080	1.9%
2026	40,748	5,658	3.0%
2031	44,321	3,574	1.7%
2036	47,913	3,591	1.6%
2041	51,648	3,735	1.5%
2046	54,814	3,166	1.2%
2051	58,749	3,935	1.4%
1991-2021		8,290	0.9%
2021-2051		23,659	1.7%

Source: Hemson Consulting

Table 23 compares the adequacy of the housing supply in each policy area to meet the housing demand by type required to achieve the 257 hectare additional land need. The housing mix has been adjusted for the built-up area (from Table 13) to account for the higher demand.

Within the built-up area, the identified supply is insufficient to satisfy the anticipated demand for rowhouses and apartments. However, the potential for intensification on sites that are currently occupied and may be redeveloped over the next 30 years may offset the supply shortfall.

The DGA exhibits a shortfall of supply equivalent to 2,616 single/semi-detached units and 728 rowhouse units.

Table 23

Housing Unit Supply and Demand by Housing Unit Type, 2021 to 2051				
Policy Area	Single/Semi	Row	Apartment	Total
Built Up Area				
Typical Mix of Demand and Delivered Supply	5%	45%	50%	100%
Unit Demand	262	2,356	2,618	5,235
<u>Supply Potential by Type</u>				
Plans	45	420	1,074	1,539
Vacant Land	<u>224</u>	<u>973</u>	<u>703</u>	<u>1,901</u>
Total	269	1,393	1,777	3,440
Unit Potential Excess (Shortfall)	7	(962)	(840)	
Designated Greenfield Area				
Typical Mix of Demand and Delivered Supply	75%	20%	5%	100%
Unit Demand	4,226	1,127	282	5,635
<u>Supply Potential by Type</u>				
Plans	585	57	907	1,549
Vacant Land	<u>1,025</u>	<u>342</u>	<u>0</u>	<u>1,367</u>
Total	1,610	399	907	2,916
Unit Potential Excess (Shortfall)	(2,616)	(728)	625	

Source: Hemson Consulting

Table 24 shows that, based on the assumed unit mix that includes 75% singles and semis, 25% rows, and a DGA net density of 26 units per hectare, 129 hectares of additional land would be required. Applying a net-to-gross ratio of 50% to the net land need increases the total developable Community Area requirement to 257 hectares.

Table 24

Additional Greenfield Community Land Need		
Estimated Units in Additional Lands	3,345	units
Net Density (per Stoneridge)	26	units per ha
Net Land Need	129	ha
Net to Gross Ratio	50%	
Gross Community Land Area Required	257	ha

Source: Hemson Consulting

B. EMPLOYMENT AREA LAND NEEDS FOR ANNEXATION PURPOSES

The high growth scenario for Employment Areas is predicated on the City's employment growing at a rate corresponding to the high growth scenario population. The annual growth rate under the high growth scenario is 1.7% and results in approximately 4,300 more jobs in the City by 2051 than under the Schedule 3 forecast (see Table 25).

Table 25

High Growth Scenario Employment Growth			
Year	Total Employment	Growth	
		Net Change	Annual Growth Rate
2001	16,120		
2006	19,325	3,205	3.7%
2011	18,030	(1,295)	-1.4%
2016	18,200	170	0.2%
2021	18,540	340	0.4%
2026	21,840	3,300	3.3%
2031	23,600	1,760	1.6%
2036	25,350	1,750	1.4%
2041	27,150	1,800	1.4%
2046	28,630	1,480	1.1%
2051	30,480	1,850	1.3%
2001-2021		2,420	0.7%
2021-2051		11,940	1.7%

Source: Hemson Consulting

Table 26 shows the breakdown of the High Growth Scenario employment forecasts into the four primary land use categories. Employment land employment will comprise about 23% of total employment growth; 2,700 additional jobs out of 11,940 total additional jobs to 2051.

Table 26

Forecast of Employment Growth by Type High Growth Scenario					
Year	Major Office	Population Related	Employment Land	Rural	Total
2021	2,620	10,260	5,660	0	18,540
2026	2,620	11,930	7,290	0	21,840
2031	2,750	13,210	7,640	0	23,600
2036	2,890	14,520	7,940	0	25,350
2041	3,100	15,850	8,200	0	27,150
2046	3,380	17,070	8,180	0	28,630
2051	3,670	18,450	8,360	0	30,480
2021-2051	1,050	8,190	2,700	0	11,940
Growth Mix	8.8%	68.6%	22.6%	0.0%	100%

Source: Hemson Consulting

At an employment density of 25 job per net hectare, the net land requirement to accommodate the 2,700 additional jobs on employment land set out in Table 26 is 108 hectares. This land need exceeds the current effective land supply of 24 hectares by 84 hectares (see Tables 19 and 20).

The final determination of the developable employment land, adjusting for long-term vacancy and other additional employment area land requirements, as well as local road and infrastructure needs, results in a total developable Employment Area land need of 123.6 hectares (see Table 27).

Table 27

New Developable Land Required Under High Growth Scenario Employment Areas 2021-2051						
	Net Land Need	Long Term Vacancy	Contingency for Range and Choice of Parcels	Adjustments	Adjusted Net Land Need	Developable Land Need
Employment Land	84.0	5%	10%	15%	98.8	123.6

Source: Hemson Consulting

C. CONCLUSION

The purpose of the Land Needs Assessment is to determine whether the City has sufficient land to accommodate the Schedule 3 population and employment growth to 2051. Should the analysis reveal a deficiency in land, the City will need to consider whether there are opportunities for accommodating a higher amount of development as intensification or whether any lands in Employment Areas may be appropriate for conversion to non-employment uses to satisfy Community Area land needs. Where appropriate, a settlement area boundary expansion may be warranted.

Given that all land in the City is currently designated for urban use, the only practical option for the City to expand its settlement area boundary under the Growth Plan is by way of land annexation from neighbouring municipalities. Based on the above analysis the City would be justified in seeking to annex approximately 176.5 hectares of land, including 120 hectares of Community Area and 56.5 hectares of Employment Area, to accommodate population and employment growth to 2051 under Schedule 3 to the Growth Plan. In terms of timing, the analysis indicates that, without annexation, the City's current land supply for housing will be exhausted by the early 2030s.

Although the Provincial Land Needs Assessment Methodology implicitly acknowledges the necessity to annex land, annexation should be based on criteria that are broader than a strict calculation of land need: for example, the logical extension of municipal boundaries; the feasibility of expansion and most appropriate location for expansion under Growth Plan policies; and the fair allocation of municipal assets and liabilities. Moreover, municipal annexations can be highly consultative and lengthy processes, and are invariably complex.

As such, this report analyzes land needs under a High Growth Scenario. Although it represents much higher growth than anticipated by Schedule 3, this scenario provides the City with an understanding of the long-term growth associated with new lands that, while they exceed the land requirements to accommodate the Schedule 3 forecasts, may be appropriate to consider for annexation purposes.

The total additional land need under the High Growth Scenario amounts to about 380.6 hectares of developable land, including 257 hectares of Community Area and 123.6 hectares of Employment Area.