



Simcoe County Land Budget Data Collection and Analysis Phase 1: Population Growth

Prepared by
Simcoe County Planning Department



In consultation with Hemson Consulting Ltd.

HEMSON
Consulting Ltd.

Simcoe County Land Budget Data Collection Methodology and Analysis

1.0 – Background

The County of Simcoe recognizes the importance of ensuring an appropriate supply of land for development in support of responsible growth management practices. The County, in partnership with its member municipalities, has compiled data for land budgeting purposes. The land budget is being prepared within the context of the *Growth Plan for the Greater Golden Horseshoe, 2013* (the *Growth Plan*) which provides policy direction for managing growth. Schedule 7 of the *Growth Plan* provides the population and employment forecasts that the County, and local municipalities within Simcoe, must use as a basis for planning to 2031.

The County's land budget is structured in three distinct, but inter-related phases. Phase 1 focuses on population growth and provides a preliminary overview of each member municipality's residential land supply in the context of Schedule 7 demand. Phase 2 will evaluate employment growth and the lands designated for such uses within each member municipality. Phase 3 will synthesize the demand-supply analysis for both population and employment growth undertaken in Phases 1 and 2 for each of the County's member municipalities to provide an overall land budget.

The County retained Hemson Consulting Ltd. to prepare a residential land budget template. This template is used to determine if the allocated population in each member municipality under Schedule 7 can be accommodated with the existing supply of designated residential lands.

1.1 Purpose

The purpose of this document is to describe the methodology and data considered in the Phase 1 residential land budget analysis and how these data were collected and quantified. The residential land budget will assist the County and its municipal partners in assessing the capacity to meet Schedule 7 as well as monitoring progress towards density and intensification targets as set out in the *Growth Plan*.

In addition, the County land budget was also developed to support the review and analysis of various development applications throughout the County. The residential land budget is a planning tool intended to be used in combination with employment land budget analysis, Provincial and County policies, as well as local and site-specific data, to assist with decision-making processes related to growth management.

The County, in partnership with the local municipalities, will use the land budget to monitor the pace of growth and available land supply. Moreover, the Final County Land Budget will assist with the review and updating of local municipal Official Plans.

1.2 – Methodology Introduction

The following describes how the residential development data used in Phase 1 of the County Land Budget was collected and analysed. It is intended to assist in the interpretation of the information contained within the land budget template. A Glossary of Terms, found in Section 5, defines the words in **bold** print.

The land budget template, prepared for the County by Hemson Consulting, is based on best practice methods for *Growth Plan*-related land budgeting in the Greater Golden Horseshoe (GGH). Typically, other upper-tier GGH land budgets are based on Region- or County-wide analyses, as the Schedule 3 forecasts apply to the upper-tier. However, in Simcoe County, the municipality specific population allocations outlined in Schedule 7 of the *Growth Plan* require a separate land budget be prepared for each lower-tier municipality.

The specific characteristics of Simcoe County also create the need to consider demand for seasonal and recreational dwellings within the land budget; many municipalities in Simcoe County have a significant number of seasonal and recreational units which generate land need, but may not contribute to the permanent population.

The land budget takes the local municipal distribution of population growth, under Schedule 7 of the *Growth Plan*, and converts it into housing unit demand. It is the construction of new housing units to accommodate the Schedule 7 population growth that generates land demand for each of the local municipalities. The land budget identifies differences, if any, between the amount of available land supply and the amount of land needed to meet planned residential growth under Schedule 7. The land budget was prepared so that it can be consistently applied to each lower-tier municipality. The budget will be regularly reviewed and updated by the County in the context of new published data, such as the Census, and land supply and development application information provided to the County by member municipalities.

The analysis of the land budget in each case assists with estimating an appropriate range and mix of land uses to meet projected needs within the planning period to 2031, while meeting relevant *Growth Plan*, Provincial Policy Statement, Simcoe County Official Plan and local official plan policies.

Each municipal land budget compares the demand for new development land with the currently available supply of land. The data used for this supply-demand analysis is provided by each of the County's sixteen municipal partners, and reflects the most recent housing completions, units remaining to be developed in registered and draft approved plans, units proposed in pending/complete development applications, the supply of vacant lands within settlement areas, and the supply of vacant lands designated for residential development outside settlement areas.

2.0 – Population Growth Land Budget: Methodology Principles

Phase 1 of the County Land Budget is based on housing and land supply data that were provided by each lower-tier municipality. The land supply data includes:

- (1) Draft Approved/Registered Units;
- (2) Complete Application Units;
- (3) **Designated Greenfield Areas (Lands for Urban Uses/Lands Not for Urban Uses)**;
- (4) Intensification potential (on lands inside Delineated Built Boundaries and Undelineated Built-Up Areas); and
- (5) Unit potential on Lands Designated for Residential Development Outside Settlement Areas.

The data supplied by the local municipalities is intended to capture all units in the residential development pipeline, as well as estimate residential development potential on vacant lands in **settlement areas** and rural lands designated for residential use. The County works with each of its municipal partners to create and maintain a residential development database for the land budget template. The land supply data is attached to each municipal land budget in a table labelled 'Residential Supply'.

The land budget calculations, in a table labelled 'Residential-Detailed', involve the following seven key steps. These steps answer a series of questions that ultimately assist in determining whether the municipality has an appropriate land supply that can accommodate its Schedule 7 population distribution.

1. How many units are needed?

This first step identifies how many housing units will be needed to accommodate forecast population growth under *Growth Plan* Schedule 7, as a basis for determining land need.

Schedule 7 provides the population forecasts to 2031 that each local municipality in Simcoe County must use for planning. The 2011 to 2031 housing demand resulting from anticipated population growth is identified as follows:

First, population is converted into housing unit demand.

- The Schedule 7 forecasts are translated to **household population** by deducting a **Census Net Undercoverage** factor and a **non-household population** factor; these figures are attached to the land budget in a table labelled 'Data-Pop'. The result is the permanent 2031 **household population** that will need to be accommodated in new housing units over the forecast horizon.
- This **household population** figure is then respectively multiplied by the 2011 (actual) **persons per unit** (PPU) and the 2031 (forecast) PPU to identify the number of **occupied households** in each year. A key consideration in this regard relates to the declining PPU's over time. An aging population results in a declining average **household** size because there are fewer children, more empty nesters and elderly person households.

- Next, an adjustment is made to account for units not occupied by permanent residents (mostly seasonal and recreational dwelling growth). Seasonal unit development increases land need but does not contribute to permanent population in the context of the Growth Plan Schedule 7. This adjustment, based on 2011 Census data, is made on a municipality-specific basis as it does not affect all Simcoe municipalities equally.
- Municipal-specific seasonal adjustments are based on 2011 Census data calculating the increment between occupied **households** and **total private dwellings**. Based on comparisons with 2006 Census data, the proportion of units have not varied significantly and are subject to be updated to reflect subsequent Census statistics. These figures are attached to the land budget template in the table labelled 'Data-Hsg'.

Once the overall housing demand has been established, the next step is to determine where the units will be accommodated by *Growth Plan* land use policy area.

Persons Per Unit (PPU)

The land budget is structured to maintain a fixed overall PPU for the Census Division in each Census year. Therefore, if there are County-wide shifts in housing mix, these shifts would cause the unit-specific PPUs to change in order to maintain the total PPU.

The results of the 2006 Census and of the 2011 Census indicated that **household** formation rates have continued to fall resulting in only very slow longer-term declines in PPU. This basic assumption on **household** formation rates is reflected through all levels of geography in the GGH. As a result the forecast average household size in all municipalities in Simcoe County is now expected to decline more slowly over the coming decades than had previously been anticipated

The forecast PPUs shown in the 'Data - PPU' tab are derived from one possible housing mix to achieve Schedule 7 of the *Growth Plan* in each member municipality. The ultimate housing mix may adjust the PPUs. However, such changes, if any, are likely to be minor.

Tables 3.1 – 3.20 labelled "Census Data Inputs to Simcoe County Land Budget – 2014 Update" indicate PPU counts by unit type from 2001 to 2031 for each member municipality within the County of Simcoe, the separated Cities of Barrie and Orillia, and the Simcoe Census Division. The PPUs are based on **household** units and **household** population figures derived from the 2011 Census.

2. Where will these units be accommodated?

In the letter dated July 9, 2012, the Minister of Infrastructure established an alternative minimum intensification target for Simcoe County. This target requires that 32% of new residential development occurring annually (at the upper-tier level) to support the achievement of the minimum intensification target beginning in the year 2015. The *County of Simcoe Official Plan* provides a local municipal intensification target to each lower-tier municipality which work together to achieve the County-wide 32%.

- The *Local Municipal Intensification Target (1)* is applied to the municipality's total housing unit demand. This figure is used to determine the minimum number of new units

that must be accommodated within the **built boundary** and **undelineated built-up areas** to meet the intensification targets as set out in the *Simcoe County Official Plan*. For settlement areas without a **delineated built boundary**, the entire settlement area is considered to be an **undelineated built-up area** as per the Section 3.5.24 of the *Simcoe County Official Plan*. All residential growth occurring within these **undelineated built-up areas** will contribute toward the municipality's intensification target, in accordance with the *Growth Plan*.

- An additional intensification figure, referred to as *Additional share of growth accommodated either within Built Boundaries or within the Undelineated Built-Up Area (2)* in Table 2, may be added to the overall intensification demand. This indicates the municipality's intent to exceed the minimum intensification target, if so indicated.
- A minimal share of residential growth is allocated to the lands outside **settlement areas**, through consultation with the local municipality, based on provincial and municipal-specific planning policy, supply information, and historic development trends.
- The balance of residential growth is assumed to be built on Designated Greenfield Area (**DGA**) lands. These lands include both *Lands for Urban Uses* and *Lands Not for Urban Uses*, where they exist.

Once the 2011-2031 Schedule 7 housing unit demand by *Growth Plan* policy area (**Built Boundary & Undelineated Built-Up Area, DGA**, and outside settlement areas) is determined, with the total demand equaling 100%. The next step in the land budget analysis is to examine the *supply* that is available to accommodate planned growth within all policy areas.

3. Is there sufficient supply within delineated & undelineated built-up areas?

To examine the available supply within the **built boundary** and determine if it can meet anticipated demand, each lower-tier municipality provides development and land supply information to the County. Generally updated on an annual basis beginning in 2015, the land supply information reflects the following development data within settlement areas:

- Housing completions between May 10th, 2011 (or current Census date) and December 2013 (or last supply update),
- Remaining units in registered and draft approved plans,
- Unit potential within complete/pending development applications and, Unit potential on vacant lands inside **delineated boundaries** and **undelineated built-up areas**.

The Province has issued intensification targets for the sixteen member municipalities which are reflected in the *County of Simcoe Official Plan* (Section 3.5.24). Municipalities must plan, as a minimum, to achieve their specific intensification targets by accommodating this share of forecast housing unit growth on lands within **built boundaries** and **undelineated built-up areas**.

- If there is a surplus supply of available land for residential development within delineated built boundaries and undelineated built-up areas, the land budget has demonstrated that there is sufficient unit potential to meet the municipality's intensification target.

If there is a deficit, the municipality, prior to any consideration for designation of additional residential lands, will be required to identify an appropriate range and mix of unit potential through residential intensification to meet the assigned target.

The supply data (e.g. date of approval, types of servicing, draft plan extensions/revisions for Draft Approved/Registered plans with remaining vacant lots of record for all land use policy areas, and unit potential on future development blocks) used in Table 3 are provided by member municipalities. These municipal-specific figures are attached to the land budget template in the table labelled 'Supply'.

Plans of Subdivision/ Condominium which have been fully built-out are not quantified in the unit potential as the population is already captured in the Census and/or building permit data.

Municipalities provide building permit figures from May 10th, 2011, or the current Census date, up to the date of the residential development supply update, as indicated on the land budget template. This data is geocoded to spatially determine how many building permits were issued within each of the **delineated boundaries/undelineated built-up area, DGA**, or outside of **settlement areas**.

Each local municipality also provides the total amount of developable vacant land area within the **delineated boundaries/undelineated built-up area**. The criteria used to determine the amount of developable vacant land in **delineated boundaries/undelineated built-up areas** is identical the criteria used to quantify developable **DGA** land in each municipality; this criteria is discussed in section 5 (pages 7-8) below. Environmental constraints (e.g. hazard lands, flood plains, and steep slopes) were also considered when determining the amount of vacant lands available for residential development. Finally, it is assumed that development occurring on lands inside **delineated boundaries** shall be on full municipal services.

4. What is the status of the land supply outside settlement areas?

To examine the available land supply outside **settlement areas**, the County requested each lower-tier municipality to provide development and land supply information. The land supply information reflects the following development data in rural areas:

- housing completions between May 10th, 2011 (or current Census date) and December 2013 (or last supply update);
- remaining units in registered and draft approved plans;
- unit potential within complete/pending development applications; and,
- unit potential on vacant lands outside **settlement area** currently designated for residential use.

Residential development outside of **settlement areas** is, in most cases, anticipated to accommodate a minimal share of population growth. Consideration is given to approved plans, and site specific areas where rural residential development is permitted by County and local policy. Municipality specific assumptions, such as the amount and likelihood of development outside **settlement areas**, provide the basis for determining how much of the anticipated residential development within each municipality will occur outside **settlement areas**.

Historic development trends have been considered in the allocation of growth expected on lands outside **settlement areas**. Municipalities have also provided building permit figures from May 10th, 2011, or the current Census date, up to the date of the residential development data

update, as indicated on the land budget template. This data was geocoded to determine the percentage of annual building permits issued outside of **settlement areas**.

The amount of growth outside **settlement areas** is expected to be updated from time to time to reflect the potential, where permitted, in approved planning documents. The potential housing unit forecast on lands outside **settlement areas** is based on the total amount of land designated for residential development outside **settlement areas** in each municipality.

5. Is there sufficient unit supply in the Designated Greenfield Area (DGA)?

The evaluation of the **DGA** supply considers whether a municipality has an appropriate supply of designated greenfield lands to accommodate a range and mix of housing types to accommodate residential growth over the 2011 to 2031 planning horizon. The **DGA** supply, by unit type, is compared against anticipated demand; that is, the remaining demand once the intensification target is met and residential growth potential on lands outside settlement areas is identified.

The results of the DGA supply-demand analysis are shown in Table 5, Section C, referred to as 'Sufficiency of Supply. The results are split into two groups, one excludes **DGA Lands Not for Urban Uses**, the other including all DGA lands. Each result indicates whether or not a municipality will be able to meet anticipated DGA demand under Schedule 7.

- If there is a surplus in all unit types, the analysis has demonstrated that there is sufficient supply potential identified in the **DGA** to meet the forecast residential demand.
- If there is a shortage identified in one or both DGA categories, the County, in partnership with the local municipality, will comprehensively evaluate opportunities for intensification, housing mix and the available land supply.

Parcel data identifying **lands for urban uses** and **lands not for urban uses** is supplied by each member municipality, and reviewed by the County. To assist in determining the amount of land area needed to accommodate planned growth, the assumed housing mix, which is determined in consultation with each municipality, is also taken into consideration in the land budget template.

Density targets prescribed in local official plans and/or zoning by-laws for specific **DGA** lands are reflected in the unit potential and data supply figures. Where the land budget indicates a land supply deficit to accommodate Schedule 7 *Growth Plan* population, municipal density targets, as issued by the Province, will be expected to be achieved, as a minimum, prior to the designation of additional lands for residential growth. Where local official plans and zoning documents do not prescribe specific unit densities, County staff, in consultation with member municipalities have estimated residential densities. Factors such as size of vacant lands, environmental constraints, and/or servicing availability, were taken into consideration when assigning densities to **DGA** lands.

When determining the amount of developable **DGA** lands in each **settlement area**, the following features/lands are generally excluded: wetlands, coastal wetlands, significant woodlands, valley lands, areas of natural and scientific interest, habitat of endangered species and threatened species, wildlife habitat, and fish habitat as identified in local official plans or Provincial document where development is prohibited in these features (as per Section 2.2.7.3

of the *Growth Plan*). In addition, lands having Lake Simcoe Protection Plan key natural heritage features, Oak Ridges Moraine Conservation Plan Area, and Floodplains are also considered for exclusion.

The *Growth Plan* exclusions listed above result in the gross developable land supply. The net developable land supply – defined as privately held residential parcels once a subdivision is complete – requires the netting out of lands used for local roads, parks, schools, storm water management ponds, local commercial and institutional uses. A conservative 35% of the land area is assumed for these other uses. In the denser new greenfield development areas, in **urban growth centres** for example, figures of 40% or 45% are more common. This is due to increased presence and density of non-residential land uses, such as those listed above, and a combination of increased residential densities and reduced lot sizes. After accounting for these other non-residential uses, the result is the net developable land area which is used to calculate the **DGA** unit potential.

Fragmented **Designated Greenfield Area** parcels designated for residential development - where there is no potential for full municipal services - will be assumed to proceed at a lower density, as determined in consultation with the local municipality.

6. Is there additional population growth in excess of Schedule 7 in accordance with Section 6.3.2 of the *Growth Plan* (i.e. allocation of 20,000 population)?

Section 6 of the land budget provides a total of how much development has been approved in the municipality on lands redesignated from **lands not for urban uses to lands for urban uses** in accordance with Section 6.3.2.3 of the *Growth Plan*.

7. How does the overall housing unit analysis relate to Schedule 7 population?

This final table in the land budget identifies the municipal unit and land supply to meet the *Growth Plan* Schedule 7 population forecasts. This supply-demand calculation is completed by comparing the anticipated residential growth in each *Growth Plan* policy area to the available supply by policy area. The results of this comparison are in Table 7, Section C.

The final analysis considers the total demand of all policy areas relative to the total supply. The result of this analysis is in Table 7, Section D. If the result is a positive figure, the analysis has demonstrated that the municipality has sufficient supply within settlement areas to accommodate residential growth to meet its *Growth Plan* Schedule 7 population allocation. If there is a negative integer showing, the municipality may have a shortage of designated land in settlement areas to meet its *Growth Plan* Schedule 7 forecast.

Finally, the unit potential surplus or shortage is then converted into population by applying a forecast (2031) municipality-specific PPU in order to see how the unit demand and supply relates to Schedule 7 population growth. (municipality-specific PPUs are provided for reference in the 'Data-PPU' tab).

3.0 – Data Collection

3.1 Data Sources:

- Schedule 7 of the *Growth Plan* provides the basis for the County of Simcoe Land Budget
- Simcoe County Official Plan
- Data – population, 2011 Census
- Member municipality development application data
- Local Official Plans and Zoning documents
- Building Permit information
- GIS data layers (as applicable)

4.0 Conclusion

This document describes how municipal data used in the Simcoe County land budget is collected and analysed. The data collection process was conducted in partnership with, and data supplied by, the County's member municipalities. The County land budget is intended to be updated regularly to reflect current residential development and Census data.

Phase 1, the Residential Land Budget component of the County's Land Budget, is intended to inform and support growth management planning in Simcoe County, in particular, planning to meet the Schedule 7 population forecasts. Residential land supply for population growth however, is only part of a comprehensive land budget analysis. The County will continue to work in partnership with the local municipalities to prepare the 'Phase 2: Employment Land Budget'. Through the completion of Phase 3, a comprehensive demand-supply analysis for both population and employment undertaken in Phases 1 and 2 for each of the County's member municipalities will be harmonized and the overall land budget to meet Schedule 7 will be identified.

5.0 – Land Budget Terms – Glossary of Terms

Growth Plan for the Greater Golden Horseshoe, 2006, as amended

Built-up Area

All land within the built boundary.

Built Boundary (delineated)

The limits of the developed urban area as defined by the Minister of Infrastructure in accordance with Policy 2.2.3.5.

Designated Greenfield Area (DGA)

The area within a settlement area that is not built-up area. Where a settlement area does not have a built boundary, the entire settlement area is considered designated greenfield area.

Intensification Areas

Lands identified by municipalities or the Minister of Infrastructure within a settlement area that are to be the focus for accommodating intensification. Intensification areas include urban growth centres, intensification corridors, major transit station areas, and other major opportunities that may include infill, redevelopment, brownfield sites, the expansion or conversion of existing buildings and greyfields.

Lands for Urban Uses

Lands that are not designated for agricultural or rural uses within a settlement area identified in the approved official plan for the municipality.

Lands Not for Urban Uses

Lands that are designated for agricultural or rural uses within a settlement area identified in the approved official plan for the municipality.

Rural Areas

Lands which are located outside settlement areas and that are not prime agricultural areas. (Provincial Policy Statement, 2005)

Settlement Areas

Urban areas and rural settlement areas within municipalities (such as cities, towns, villages and hamlets) where: a) development is concentrated and which have a mix of land uses; and b) lands have been designated in an official plan for development over the long term planning horizon provided for in the Provincial Policy Statement, 2005. Where there are no lands that have been designated over the long-term, the settlement area may be no larger than the area where development is concentrated.

Undelineated Built-up Area

The area within a **settlement area** that does not have a **built boundary** as defined by the Minister of Infrastructure in accordance with Policy 2.2.3.5.

Urban Growth Centres

Locations set out in Schedule 4 of the *Growth Plan*.

Census Dictionary, Statistics Canada, 2011

Household

Household refers to a person or group of persons who occupy the same dwelling and do not have a usual place of residence elsewhere in Canada or abroad. The dwelling may be either a collective dwelling or a private dwelling. The household may consist of a family group such as a census family, of two or more families sharing a dwelling, of a group of unrelated persons or of a person living alone. Household members who are temporarily absent on reference day are considered part of their usual household.

Note(s) Household is generally defined as being composed of a person or group of persons who co-reside in, or occupy, a dwelling. As in the case of dwellings, both collective and private households are identified.

The household universe is divided into two sub-universes on the basis of whether or not the household is occupying a collective dwelling or a private dwelling. The former is identified as a collective household while the latter is a private household.

Private dwellings Occupied by Usual Residents (Occupied Household)

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.

Total Private Dwelling

A separate set of living quarters designed for or converted for human habitation in which a person or group of persons reside or could reside. In addition, a private dwelling must have a source of heat or power and must be an enclosed space that provides shelter from the elements, as evidenced by complete and enclosed walls and roof, and by doors and windows that provide protection from wind, rain and snow.

Target Population

The census enumerates the entire Canadian population, which consists of Canadian citizens (by birth and by naturalization), landed immigrants and non-permanent residents and their families living with them in Canada. Non-permanent residents are persons who hold a work or student permit, or who claim refugee status. The census also counts Canadian citizens and landed immigrants who are temporarily outside the country on Census Day. This includes federal and provincial government employees working outside Canada, Canadian embassy staff posted to other countries, members of the Canadian Forces stationed abroad, all Canadian crew members of merchant vessels and their families. Because people outside the country are enumerated, the Census of Canada is considered a modified de jure census.

2011 Census Net Undercoverage

The 2011 Census required the participation of the entire population of Canada, approximately 34 million people distributed over an area of nine million square kilometres. Although every effort is made to conduct an accurate Census, it is not error free. With every Census, Statistics Canada evaluates its accuracy by identifying errors and measuring them, otherwise known as Census Coverage Studies. There are two types of census coverage error. Population undercoverage refers to the error of excluding someone who should have been enumerated. For example, a student living away from home neglects to include himself on the census form at his new address while his parents don't include him at his old address.