



City of Orillia

Technical Evaluation for Settlement Area Boundary Expansion

Planning Justification and Implementation Report // November 2025

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Executive Summary

The City of Orillia began a process in 2018 to determine where and how the community would grow to the year 2051, then known as a Municipal Comprehensive Review (MCR). A Land Needs Assessment (LNA) completed by Hemson Consulting in 2020 and revised in 2023 confirmed that the City has enough land to meet the forecasted population and job growth through the mid-2030s. The MCR process was started under the former Provincial Growth Plan policy regime, which required the City to plan for sufficient land to meet forecasted population and job growth to 2051. In 2021, the Settlement Area Boundary Expansion (SABE) process was initiated to determine the best location to expand the City's urban development boundaries to accommodate this growth to 2051. The City retained the services of WSP Canada Inc., in conjunction with Colville Consulting Inc. and Emergency Management Group Inc., to undertake this work, known as the Technical Land Evaluation process.

The Technical Land Evaluation and associated technical reports provide a comprehensive analysis of Focused Study Areas comprising lands adjacent to the City's current municipal boundary. The Focused Study Area has been iteratively refined through public and collaborator consultation and initial reviews of planning and infrastructure conditions in the City and surrounding municipalities. The Focused Study Area was scoped to two large areas in the Township of Severn and Township of Oro-Medonte.

A detailed Technical Land Evaluation of the Focused Study Area was completed in 2023 and the findings summarized in the [Summary Report](#) of the technical studies:

- Agricultural Impact Assessment Report
- Community Connectivity Report
- Fire and Emergency Services Assessment Report
- Municipal Servicing Report
- Natural Heritage System Report
- Water Resources Report

A Fiscal Impact Analysis prepared in November 2025 found that development in the North FSA would be preferred from a municipal finance perspective.

In April 2023, a map identifying 290 developable hectares of land (356 hectares total) in the Township of Severn and Oro-Medonte was released for review and comment by the public.

The Land Needs Assessment (2023) tested five scenarios – each based on different intensification targets, for the area of land that may be needed as part of the SABE. On February 4, 2025, City Council endorsed a density target of 47 units per hectare for Strategic Growth Areas and requested that 195 hectares of land be brought into the City through the SABE process to supply the lands needed to accommodate population and job growth to 2051 and beyond.

This Planning Justification and Implementation Report identifies and provides planning justification for the preferred location of a 195-hectare SABE, and outlines recommended next steps for consideration.

1. Setting the Stage

The City of Orillia is undertaking a comprehensive review of its Official Plan to plan for where and how to accommodate population and job growth to the year 2051. This process includes two streams of work:

1. **Settlement Area Boundary Expansion** – Determining the best lands for future greenfield growth outside of the current municipal boundaries.
2. **Official Plan Review** – Updating the City’s long-range guiding document for land use planning and development which serves as a road map for Orillia to the year 2051, in alignment with Provincial policies and community priorities.

This section provides an overview of the Settlement Area Boundary Expansion process, work completed to-date, and how it intersects with the City’s concurrent Official Plan Review.

1.1. Background

The City of Orillia Official Plan (2011) guides decisions on long-term growth, environmental protections, infrastructure investment and development – providing policies to plan for the health, safety, and well-being of current and future residents. In addition, the Provincial Planning Statement, 2024 (PPS, 2024) guides and manages growth to create compact, complete communities across the Province, including the City of Orillia. Under Section 26 of the *Planning Act*, there is a legislative requirement to review the Official Plan on an ongoing basis to ensure it conforms or is consistent with Provincial plans and policies.

The Settlement Area Boundary Expansion (SABE) process was commenced under the former “Municipal Comprehensive Review” process outlined by the now-repealed Growth Plan for the Greater Golden Horseshoe, 2020 (2020 Growth Plan), and now guided by the in-effect PPS, 2024. The *Planning Act* and PPS, 2024 are the two provincial mandates which are driving the SABE and Official Plan Review processes.

1.2. Land Needs Assessment Overview

Growth in a community is accommodated through two main ways. The first is through intensification and infill, which adds new homes and jobs in existing built-up areas, making use of existing infrastructure and services. The second is through development on currently vacant lands, known as greenfield development, typically on the periphery of a municipality where new infrastructure and services are required to be extended.

A Land Needs Assessment (LNA) is a key component of the SABE process, providing the technical analysis to inform where and how the City’s forecasted population and job growth can be accommodated to 2051 through both intensification and greenfield development.

In December 2020, the City of Orillia completed its initial LNA to determine whether the City had sufficient land to accommodate the 2020 Growth Plan’s forecasts for population and employment growth to 2051.

At the time, the City's 2020 LNA determined that the City's existing settlement area boundary did not contain enough land to accommodate the City's population and employment growth to 2051.

Given that the City's settlement area boundary is the same as its municipal boundary, an analysis is required to determine how the City can accommodate this growth – either through a Settlement Area Boundary Expansion (SABE), an increase in density and intensification within existing City limits, or a combination of both. For this reason, the City is undertaking the Technical Evaluation project to identify potential SABE locations to accommodate some of their expected growth to the year 2051.

On April 25, 2022, City Council provided direction to update the LNA to reflect the changes that have occurred over the previous two years and to determine the City's additional SABE land needs if higher intensification rates and greenfield densities were to be pursued in the new Official Plan.

The revised LNA was issued in April 2023 (the 2023 LNA) and tested five different intensification scenarios and associated boundary expansion requirements. All scenarios require the City to expand its boundary to accommodate additional employment land jobs, major recreation facilities, and schools. The 2023 LNA forecasted that Orillia would be home to 49,420 residents and 26,200 jobs by 2051, which represents a growth rate of approximately 1.2% per year. The growth requires 7,300 new homes and 1,500 new jobs on designated employment lands. The 2023 LNA tested intensification scenarios ranging from 50-69%. As the intensification rate increases (i.e., growth within existing areas), the amount of new land required for residential growth decreases.

1.3. Technical Land Evaluation Overview

The Technical Evaluation in support of the Settlement Area Boundary Expansion was started under the requirements of Section 26 of the *Planning Act* and Policy 2.2.1 of the former 2020 Growth Plan. The SABE process is now guided by the policies of the PPS, 2024, as detailed in this Report.

What does the Technical Evaluation include?

The main objective of the Technical Evaluation is to identify a potential location, or locations, surrounding the City of Orillia that are suitable for expanding the City's settlement area. The Technical Evaluation process generally includes:

- Inventorying and reviewing available background information that will need to be considered when identifying the SABE lands;
- Developing evaluation criteria to inform the determination of a Focused Study Area (FSA), based on provincial and local planning policy;
- Identifying an FSA based on the established evaluation criteria;
- Technical studies to determine the feasibility of the FSA; and,
- Identifying SABE lands within the FSA based on the results and recommendations of the technical studies.

The Technical Evaluation project is being conducted in three phases as shown in **Figure 1**:



Figure 1: Technical Evaluation Project Timeline

Phase 1, completed in 2021, consisted of consultation with the public, agencies, the County of Simcoe and impacted Townships, First Nations, and Council and a review of background information. The key outcome of Phase 1 was the development of Evaluation Criteria that were used to delineate a Focused Study Area which would ultimately be subject to the Technical Evaluation.

The work completed during Phase 1 was summarized in a Background Memo and presented to the community in December 2021 at a virtual Public Open House.

Phase 2 involved the completion of various technical studies to determine suitable locations for future growth and provide recommendations for identifying suitable lands within the FSA to be considered for inclusion in the SABE. These technical studies evaluate the following:

- Municipal Servicing
- Community Connectivity
- Fire and Emergency Services
- Water Resources
- Natural Heritage System

- Agricultural Impact

A draft SABE concept was released at the conclusion of Phase 2 to identify 356 hectares of the most suitable areas for a future boundary expansion to meet growth needs to 2051 and informed by the technical studies (**Figure 2**).

Phase 3, the current and final phase of the SABE, will finalize a new settlement area boundary concept for the community and Council's consideration.

On February 4, 2025, City Council endorsed an intensification target of 47 units per hectare and provided Council direction that 195 hectares of land be brought into the City through the SABE process to supply the lands needed to accommodate growth to 2051 and beyond, building on the work of the 2023 LNA.

This Report has been prepared to justify and recommend the best 195 hectares from a planning perspective for inclusion in the settlement area boundary through a future municipal restructuring.

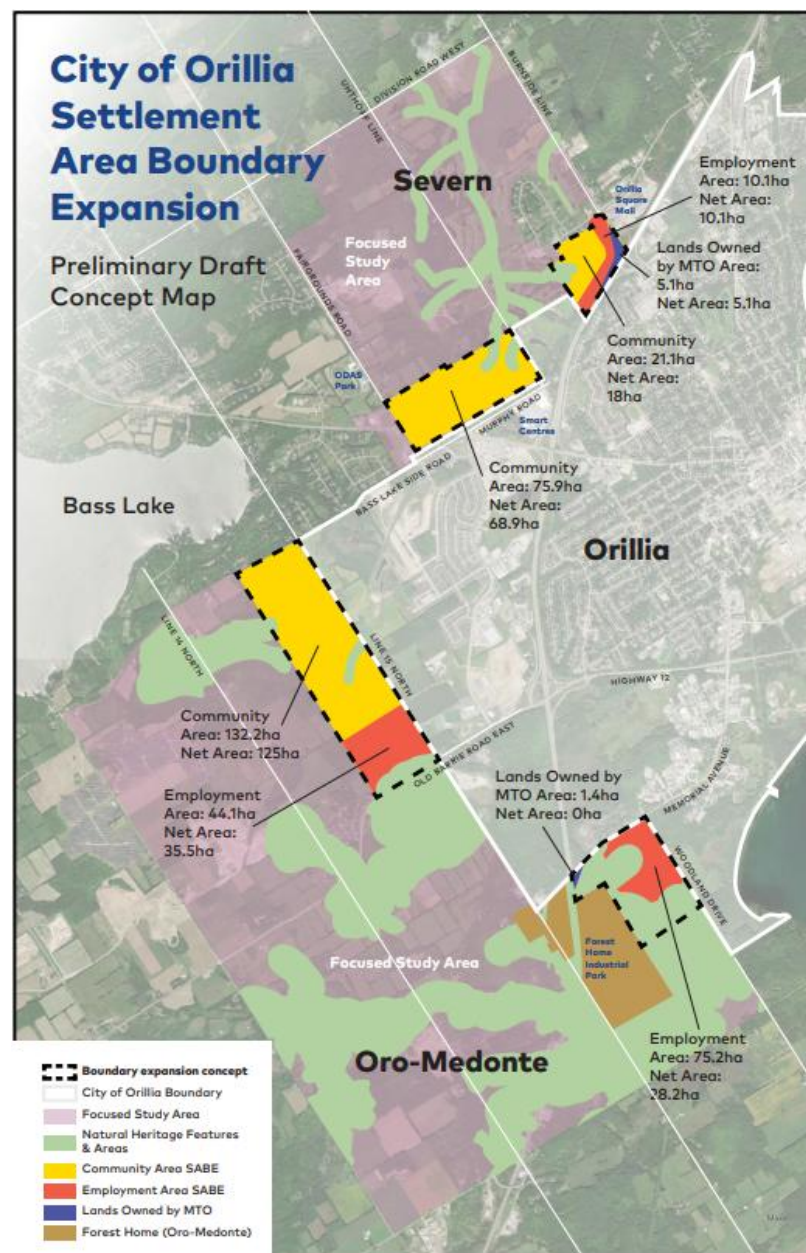


Figure 2: Preliminary Draft Concept Map (2023)

1.4. Consultation Overview

Throughout all phases of this Technical Evaluation, consultation with the public, agencies, Council, staff, and First Nations have been integral to inform project outcomes and provide opportunities for the community to get involved in this process. Outreach to First Nations was undertaken by the City to understand their preferred engagement preferences and means of involvement throughout this process.

Consultation to-date included the following major milestones:

- **Special Meeting of Council** (October 22, 2021) to introduce the Technical Evaluation process
- **Kick-off Virtual Public Open House** (December 1, 2021) to introduce the Technical Evaluation process, the findings of the Background Memo, and the preliminary FSA
- **Meeting with Chippewas of Rama First Nation** (January 2022) to introduce the Technical Evaluation and seek input into the process
- **Meetings with Landowners** (February 2022) to meet with landowners within the FSA to introduce the process and understand their interests
- **Meetings with the County of Simcoe and Adjacent Townships** (July 2021, September 2021, March 2022, May 2023) to review draft deliverables and seek input on the FSA boundaries
- **Virtual Public Open House** (June 2023) to present and seek input on the 2023 LNA and draft SABE concept

The City has also developed a comprehensive [project website](#) where reports, project updates, background information, and consultation opportunities are posted.

1.5. Policy and Legislative Basis

The Province establishes rules for land use planning and growth across Ontario. The Technical Evaluation process was shaped and commenced in 2021 under the statutory planning requirements and policies, set out in the *Planning Act* and former 2020 Growth Plan and 2020 Provincial Policy Statement.

In the time since the SABE process began, there have been changes to the Planning Act – notably changes to the definition of “area of employment” (Bill 97), and the introduction of the 2024 Provincial Planning Statement and subsequent repeal of the 2020 Growth Plan and 2020 Provincial Policy Statement.

These key documents and changes are discussed in **Section 3** of this Report.

1.6. Establishing a Focused Study Area

The Focused Study Area (FSA), for the purposes of this project, is a broad area of interest that needed to be examined further to identify the most suitable lands from a technical perspective for inclusion in the City’s SABE. The studies undertaken through the Technical Evaluation have been used to identify those specific lands within the FSA which should be considered for Orillia’s settlement area boundary.

Upon project initiation, the study area included a broad land area adjacent to Orillia within the Townships of Severn, Oro-Medonte, and Ramara. A Preliminary FSA, which delineated a preliminary study area around the City of Orillia, was presented in the Fall of 2021 for consultation and input (**Figure 3**). Following further consultation through Spring 2022, the Refined FSA (**Figure 4**) was delineated and used for the purposes of the Technical Evaluation.

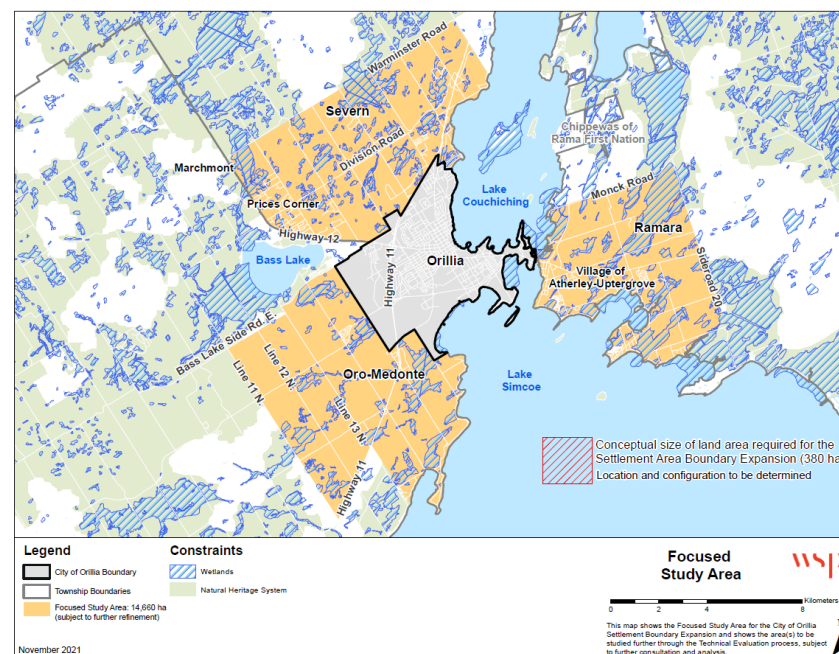


Figure 3: Preliminary Focused Study Area - November 2021 (shown in orange)

In refining the FSA, the Township of Ramara and the lands south of the City of Orillia in the Township of Oro-Medonte along Lake Simcoe were removed from the FSA, recognizing the physical and environmental constraints of accommodating future urban growth in these locations. Specifically, within the Township of Ramara, community connectivity across the narrows would present challenges related to infrastructure, servicing, and transportation. Further, any lands included as part of the SABE in Ramara would impact future development in the Township's principal community area in the Village of Atherley-Uptergrove.

The Refined FSA (**Figure 4**) consists of two areas, one located within the Township of Severn to the north and the other within the Township of Oro-Medonte to the west. For reference purposes, the lands located in Severn are described in this report as the North FSA, and the lands located within Oro-Medonte are described as the West FSA.

These two areas were studied jointly as a single FSA to determine the most appropriate location(s) for growth – in either or both of Severn and Oro-Medonte. The FSA includes more land than required to accommodate growth as identified, recognizing that many constraints will be identified that make certain lands unsuitable for inclusion in the City's settlement area boundary.

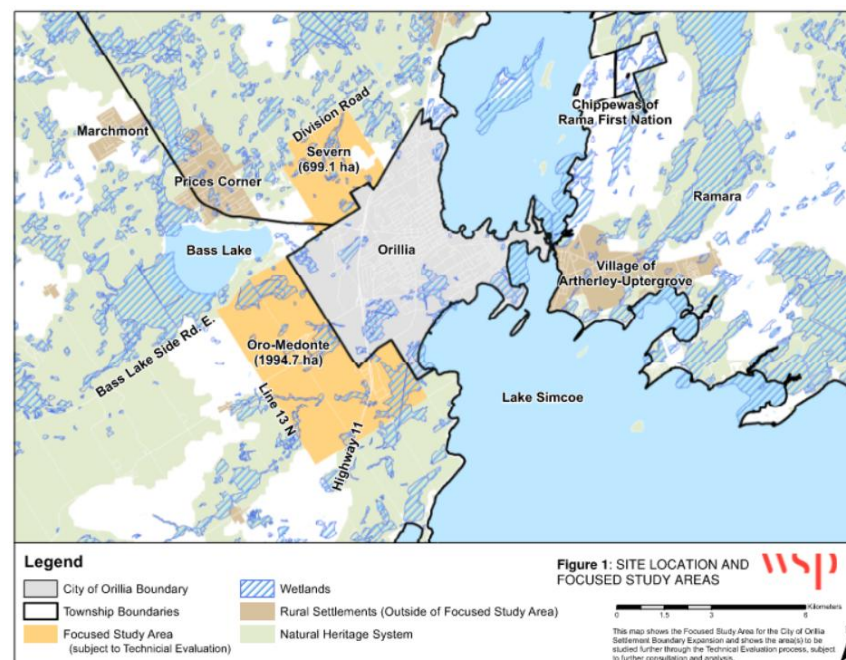


Figure 4: Refined Focused Study Area (shown in orange)

In undertaking the evaluation of lands within the FSA, it was important to consider Orillia's need for both community and employment lands to accommodate population and job growth to 2051. As community and employment land uses have very different needs, including access and compatibility requirements, it is reasonable to consider multiple different SABE areas that are contiguous with existing uses in the City and FSA.

1.7. Our Orillia: Official Plan Review

In May 2023, the City began the process of reviewing and writing the its new Official Plan. The City is updating its Official Plan to meet Provincial requirements and guide Orillia's growth to the year 2051. The updated plan will include innovative and proactive policies to address evolving demographics, manage growth, and tackle key issues such as housing, employment, and the protection of community values.

The writing of the new Official Plan is occurring over the course of four distinct stages:

- **Stage 1:** Establish Vision & Planning Principles (Complete)
- **Stage 2:** Issues & Options Report & Policy Directions Report (Complete)
- **Stage 3:** First Draft of Official Plan (Underway)
- **Stage 4:** Statutory Consultation and Final Official Plan for submission to the Ministry of Municipal Affairs and Housing

Stage 1 concluded with Council endorsing the Vision and Guiding Principles for the new Official Plan at its meeting on March 25, 2024.

Stage 2 involved circulating the Issues & Options Reports to the public for comment in Fall 2024. An online survey was released to

seek community input on the Issues & Options Reports. The results of the community's feedback informed the Policy Directions Report which provides high-level policy direction on the full range of planning issues from permitted uses to building heights to natural heritage protection to increasing the supply of all types of housing to planning for a changing climate. In February 2025, the Policy Directions Report was endorsed by City Council for use in preparing the draft Official Plan.

Stage 3 of the new Official Plan will involve the preparation of the Draft Official Plan for community consultation, building on the work completed in Stages 1 and 2, to present an innovative and contemporary Official Plan for Orillia.

The final stage, Stage 4, involves revisions to the Draft Official Plan based on input from the community and stakeholders, prior to bringing the new Official Plan forward for City Council adoption.

The new Official Plan will not include or apply to any new SABE lands identified through the Technical Evaluation process. Following adoption and approval of the new Official Plan and future municipal restructuring process, the City will undertake a separate planning exercise to incorporate the SABE lands into the Official Plan and determine appropriate and specific land uses.

2. Understanding Orillia's Land Needs

The City of Orillia has only enough land to accommodate growth until the 2030s, but Provincial policy requires municipalities to plan for a minimum of 20-years of future growth. The City's initial 2020 Land Needs Assessment determined that the City's existing settlement area boundary did not contain enough land to accommodate the City's population and employment growth to 2051. This section explains Orillia's long-term land needs to accommodate future growth.

2.1. 2023 Land Needs Assessment

The revised 2023 Land Needs Assessment (2023 LNA) prepared by Hemson Consulting developed scenarios for how the City could accommodate growth to 2051 through a mix of intensification and greenfield growth. The 2023 LNA considers Orillia being home to 49,000 residents and 26,000 jobs by 2051. The assessment uses the methodology prescribed by Policy 2.2.1.5 of the former 2020 Growth Plan and considers regional and local market trends, the demand for housing, lands required for employment functions, the City's current land supply, and Provincial policies.

Land needs were classified for different types of overarching categories of land use, as follows.

Residential Lands

The 2023 LNA tested five different intensification scenarios for Orillia's community area growth, with the goal of accommodating 7,300 new units by 2051. The first scenario followed a 50%

intensification rate, as contemplated by Provincial policy, of building 3,665 units in each of the Built-Up Area and Designated Greenfield Areas. The subsequent four scenarios increased the intensification rate (i.e., the number of units added to the Built-Up Area vs. the Designated Greenfield Area) to 55%, 60%, 65%, and 69%, respectively. This allowed the City to understand different ranges of SABE land required to accommodate growth, based on different levels of intensification.

Employment Areas

The 2023 LNA identified that an additional 49.2 gross developable hectares of Employment Area are required to meet the City's 2051 job forecast. This amount of land is fixed across the five Residential Lands Scenario and reflects the base amount of Employment Land that is needed to 2051. There are challenges with employment intensification, such as land use compatibility and the need for larger lots, which drive the need for a settlement area boundary expansion to accommodate "employment land" job growth.

Public Service Facilities

To help meet the needs of a growing City, the 2023 LNA considers future requirements for recreation land to accommodate facilities such as:

- Athletic fields;
- Recreation centre amenities;
- Outdoor net sports (e.g., tennis and pickleball); and

- Outdoor amenities (e.g., trails, splash pads, dog parks).

A total of 40.2 hectares of future recreation land is required. Future developments within the SABE will also be required to contribute lands for parks as part of the development approval process.

School Facilities

The Simcoe Muskoka Catholic District School anticipated two new elementary schools and one new secondary school. Each elementary school requires 2.4 ha of land, and the secondary school requires 6.0 ha of land. The Simcoe County District School Board anticipated four new elementary schools and one new regional secondary school which are expected to be located within a full-service community on municipal services. The elementary schools require 2.4 ha of land, and the secondary school requires 8.0 ha of land.

The LNA concluded the total land need for both public and catholic schools over the next 30 years is 28.6 ha.

Summary

All scenarios require the City to expand its boundary to accommodate additional employment land jobs, recreational lands over and above those commonly secured through the development approval process, and lands that would be required by the School Boards. **Table 1** provides a summary of land need requirements in Orillia:

Table 1: Summary of Orillia's land needs

Intensification Scenario	Residential SABE	Employment SABE	Recreation SABE	School SABE
	<i>Variable</i>	<i>Fixed</i>		
1 (50%)	81.9 ha.	49.2 ha.	35.3 ha.	28.6 ha.
2 (55%)	61.9 ha.	49.2 ha.	35.3 ha.	28.6 ha.
3 (60%)	41.9 ha.	49.2 ha.	35.3 ha.	28.6 ha.
4 (65%)	21.8 ha.	49.2 ha.	35.3 ha.	28.6 ha.
5 (69%)	0.0 ha.	49.2 ha.	35.3 ha.	28.6 ha.

2.2. 2025 Council Direction

At a Special Council meeting held on February 4, 2025, Orillia City Council provided the following direction to the Project Team:

- That a minimum average density target for Strategic Growth Areas in the City's new Official Plan be established at 47 units per net hectare (consistent with Scenario 3 of the 2023 LNA); and
- That the size of the proposed SABE be set at 195 gross developable hectares through the municipal structuring process (i.e., annexation) to expand Orillia's municipal boundary to accommodate growth to 2051 and beyond (consistent with Scenario 1 of the 2023 LNA).

Council's decision reflects a desire to pursue a moderate level of residential intensification (60%) to 2051, while pursuing a higher amount of land to minimize the needs for future expansions post-2051 (consistent with the amount of land required for Scenario 1).

3. Boundary Expansion Concept

At the conclusion of Phase 2 in June 2023, a draft SABE concept was released for the purposes of engagement and further refinement. The draft SABE concept identified 356 gross hectares of the most suitable areas for a SABE to occur to meet Orillia's 2051 land needs as identified in the 2020 Land Needs Assessment.

In February 2025, Council set the size of the SABE at 195 net developable hectares based on the 2023 Land Needs Assessment, which now requires a reduction of approximately 95 net hectares from the June 2023 version of the SABE concept.

The purpose of this section is to summarize key considerations from the Technical Land Evaluation process and input received which inform refinements (i.e., reductions) to the SABE concept.

3.1. Key Considerations from Technical Land Evaluation

A detailed Technical Land Evaluation of the Focused Study Area was completed in 2023 and the findings summarized in the [Summary Report](#) of the technical studies.

For full details, please click on the name of each Report, below, to access the document.

- [Agricultural Impact Assessment Report](#)
- [Community Connectivity Report](#)
- [Fire and Emergency Services Assessment Report](#)

- [Municipal Servicing Review Report](#)
- [Natural Heritage System Report](#)
- [Water Resources Analysis Report](#)

Following Council's February 2025 direction on the amount of land to be contemplated in the SABE, a [Fiscal Impact Analysis](#) was prepared by WSP in August 2025 to understand the financial benefits and costs of growth and development within the SABE to the City – including the incremental costs of new capital infrastructure required to service growth, informed by the 2023 Technical Evaluation Reports.

The following provides a summary of key technical findings which have informed the refinements to the June 2023 draft SABE concept, alongside input from the community and collaborators.

Agricultural Impact

The Agricultural Impact Assessment comparatively evaluated the North FSA and West FSA based on 15 criteria. The assessment found that the North FSA is the preferred area for growth based on overall potential impact, ranking higher than the West FSA on 11 of 15 criteria, with two other criteria ranking equally.

- Overall, growth in the locations shown in the June 2023 draft SABE concept in the North FSA will have the lowest impact on agricultural lands when compared to the locations shown in the West FSA.
 - There are no prime agricultural lands in the North FSA locations. There are some prime agricultural

lands and candidate prime agricultural lands identified within the June 2023 locations in the West FSA.

- The North FSA locations have lower agricultural priority than the West FSA locations given the presence of more rural designated lands.
- No elements of the agri-food network, which are the infrastructure and services to support agriculture, are located within the North FSA or West FSA.
- The impacts resulting from a settlement area boundary expansion within either of the North FSA or West FSA are expected to be direct impacts involving the loss of farmland, crop land, and retirement of farm operations.

Community Connectivity

Land Use

The Community Connectivity Report reviewed existing land use designations and constraints within the FSA, as well as the City of Orillia, to understand opportunities and constraints for a SABE:

- Lands within the Restricted Rural Designation in the Township of Oro-Medonte Official Plan may be considered for inclusion in the SABE, as the Township's Official Plan contemplates future urban uses adjacent to Orillia's settlement area boundary.
- In the West FSA, constraints include existing developed areas in Forest Home and significant environmental features west of Line 14 North, including Langman Marsh.
- In the North FSA, constraints include active aggregate operations, and the existing Hawk Ridge golf course and associated residential development.

- In the North FSA, there are opportunities to build new housing in proximity to existing commercial and service amenities at the Smart Centres Plaza, Orillia Square Mall, and West Ridge Plaza, including trips which can be completed by active transportation.
- In the West FSA, residential growth would be further away from existing commercial and service amenities.
- The South of Division Road Secondary Plan requires full municipal servicing (provided by the City of Orillia) for residential development to occur in "Area 3" of the Secondary Plan Area. There is a logical opportunity to consider the inclusion of these lands as part of the SABE concept.

Transportation

The Community Connectivity Report reviewed existing and planned transportation networks in Orillia and the Townships, to understand opportunities and constraints

- The West FSA would allow for connections to Line 15 North, an existing Arterial Road under City of Orillia jurisdiction. It would also connect to the long-term cycling and pedestrian network shown in the City's Multi-Modal Transportation Master Plan (MMTMP) in West Orillia, with connections to Line 15 North.
- The MMTMP identifies a new roadway within the North FSA which would run parallel to Highway 11 between Murphy Rd. and Brodie Dr. This arterial road is currently under construction (known as Brook Trout Dr.) as part of the Inch Farm Subdivision and could be extended eastward. Completion of this roadway would also achieve the long-term cycling and pedestrian networks north of Highway 11.

- Future growth in both the West FSA and North FSA will increase movements across the Highway 11 overpasses for trips into Orillia's core and interchanges, requiring regular monitoring and coordination with the Province.

Community Services and Facilities

The Community Connectivity Report reviewed existing and planned community services and facilities in Orillia to understand opportunities to service future growth in the FSA:

- Existing community services and facilities such as the West Orillia Sports Complex and parks are in proximity to the West FSA, while few are located or planned in the City's current Master Plans in proximity to the North FSA.
- Growth within the West FSA may be able to better use existing facilities in the short-term, while growth within the North FSA may require additional new facilities.
- The need for future recreational facilities has been reflected in the inclusion of new recreation lands in the City's overall 2051 land needs, supporting both current and future residents.

Fire and Emergency Services

The Fire and Emergency Services Review analyzed the City's ability to provide fire protection to future development on lands within the FSA. The Review found that:

- Growth within the West FSA will require the addition of a staffed fire station to provide fire protection at similar levels of service found elsewhere in the City.
- Growth within the North FSA would have adequate fire response from Orillia's current Fire Station No. 2. As development occurs, a staffing review would be required

to determine if there is adequate staffing to cover additional call volumes.

Municipal Servicing

The Municipal Servicing Review evaluated the impact of growth within the FSA on existing water, wastewater, and stormwater systems and identified considerations for future servicing:

- From a water servicing perspective, growth within the western portion of the North FSA can be serviced by constructing a new well. New well source meeting the requirements of growth area will be required. Fire flow storage may be required or may be available from existing City pressure zones.
- The 2022 Wastewater Master Plan identifies two potential future sewage pumping stations and sewer extensions which would be constructed by developers, which may assist in supporting future growth in the West FSA.
- The James Street West Pumping Station will need to be upgraded in all scenarios.
- Detailed review and analysis of sewage collection system infrastructure (pumping stations and sewers) will be required for any growth outside of the existing municipal boundaries and upgrades are anticipated to be required.

Natural Heritage System

The Natural Heritage System Review assessed natural heritage constraints within the FSA to identify potential development constraints and protect important natural features and functions.

- The Natural Heritage System evaluation identified "high constraint areas" where development and site alteration

would be prohibited (i.e., Provincially Significant Wetlands and watercourses).

- All lands within “high constraint areas” are not included in developable area calculations.
- Detailed Environmental Impact Studies (EIS) will be required as part of future planning for these lands. The mapping of the Natural Heritage System as part of the SABE process is more area-specific than existing NHS mapping than may exist today, when accounting for appropriate buffers/vegetation protection zones.

Water Resources

The Water Resources Report provides a technical evaluation of water resources within the FSA, including groundwater and surface water constraints. The results of the analysis were aggregated into a water resources constraints map.

- The West FSA is predominantly classified as an area where development would be associated with restrictions and additional studies due to the presence of source water protection areas, the natural heritage system, and watercourses.
- The North FSA has large portions of land classified with minimal to no development constraints (primarily east of Fairgrounds Rd.) or areas requiring further study.

Fiscal Impact

The Fiscal Impact Analysis identified the financial benefits and costs of growth and development within the SABE to the City – including the incremental costs of new capital infrastructure required to service growth, informed by the 2023 Technical Evaluation Reports.

- Expansion of Orillia’s settlement area boundary is expected to generate a net operating surplus for the City, including growth in Orillia’s tax base and the contribution of non-tax revenues.
- The North FSA is the preferred option location to focus growth based on initial capital costs. Generally, the West FSA would require more (new and upgraded) arterial road infrastructure, additional vertical infrastructure due to elevation changes in the area, and stormwater management facilities.
- There may be an infrastructure funding gap to build required capital infrastructure.

Summary

The Technical Evaluation provides a comprehensive understanding of constraints and opportunities within each of the North FSA and West FSA. **Table 2** provides a relative comparison of how each FSA performed overall as part of the Technical Evaluation.

Table 2: Summary evaluation of the West FSA and North FSA

Technical Study	West FSA	North FSA
Agricultural Impact		Preferred
Community Connectivity		
Land Use		Preferred
Transportation	Equal	
Community Services & Facilities	Preferred	
Fire & Emergency Services		Preferred
Municipal Servicing	Equal	

Technical Study	West FSA	North FSA
Natural Heritage System	Equal	
Water Resources		Preferred
Fiscal Impact		Preferred

The comparison demonstrates that overall, the North FSA is the preferred location for growth in five categories, with three categories having equal opportunities and constraints between the West FSA and North FSA. The West FSA is the preferred location for growth in one category.

3.2. What We Heard

As summarized in Section 1.4 of this Report, several opportunities for engagement have been provided throughout each stage of the SABE process to-date, with further engagement planned regarding the findings of this Report. The following provides a high-level summary of key feedback received to-date which has been considered in developing the proposed SABE concept.

- Approximately 35 written submissions were received in spring and summer 2023 regarding the settlement area boundary expansion process.
- Comments were received from the Township of Oro-Medonte Staff expressing concerns regarding boundary expansions west of Line 15.
- Comments were received from TransCanada Pipeline Ltd. regarding their existing pipelines which run through northwest Orillia and into the North FSA in the Township of Severn. Detailed planning within the SABE lands will

need to consider and implement appropriate setbacks and planning along the alignment.

3.3. Proposed Boundary Expansion Concept

The proposed settlement area boundary expansion concept has been informed by the Technical Evaluation process, consultation completed to-date, and Council direction. The proposed concept will be presented to the community prior to Council deciding on the concept, which will serve as the basis for a subsequent municipal restructuring process.

Council's direction to include more land than needed to meet the Council-approved intensification target reflects the complexities of municipal restructuring and a desire to plan for the longer-term (i.e., beyond 2051). It is proposed that excess lands brought into the SABE be placed in an employment land use designation with area specific policies requiring appropriate phasing, reflecting that they are intended for future urban development, but not yet needed for immediate growth. This will help allow the City to manage growth and infrastructure in a controlled and fiscally sustainable way and is permitted by the PPS, 2024.

For the purposes of the proposed SABE concept, the residential, recreational, and school site land needs are grouped into a general "Community Area SABE". Future planning and engineering analysis will be required to determine the precise location of different land uses within the Community Area lands.

Figure 5 presents the proposed boundary expansion concept which includes the following land areas, summarized in **Table 2** and described below. Section 4 of this Report provides a detailed planning justification in support of each area.

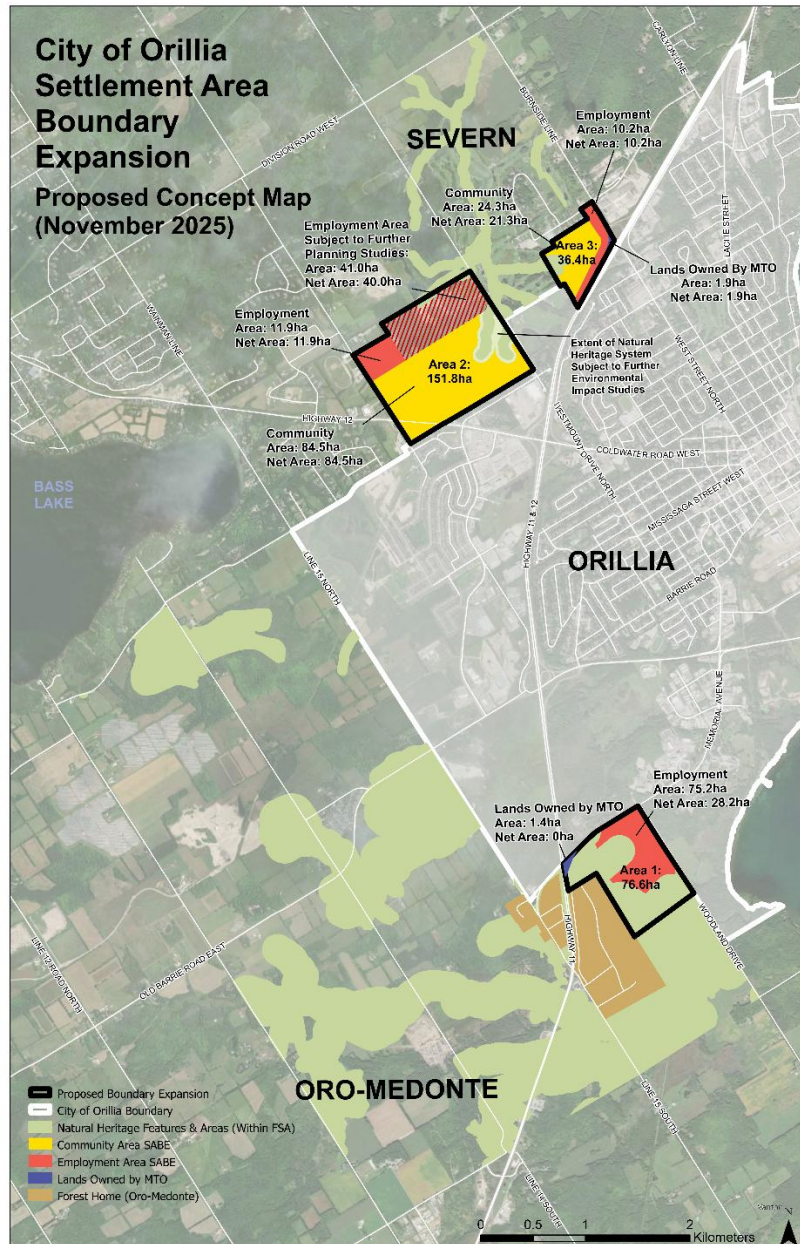


Figure 5: Proposed Settlement Area Boundary Expansion

Table 3: Summary of proposed SABE concept land

Uses	Area 1 (Oro-Medonte)	Area 2 (Oro-Medonte & Severn)	Area 3 (Severn)	Sub-Total
Community SABE	-	84.5 ha.	21.3 ha.	105.8 ha.
Employment SABE	28.2 ha.	11.9 ha.	10.2 ha.	50.3 ha.
Future Employment SABE	-	40.0 ha.	-	40.0 ha.
Sub-Total Net Developable Area	28.2 ha.	136.4 ha.	31.5 ha.	196.1 ha.
Other Lands (NHS + MTO)	48.4 ha.	15.4 ha.	4.9 ha.	68.7 ha.
Total Land Area *	76.6 ha.	151.8 ha.	36.4 ha.	264.8 ha.

* The **Total Land Area** reflects the amount of land that would be subject to municipal restructuring (including developable and non-developable lands) and accounts for adjustments to align with existing property boundaries and minor rounding adjustments.

The land use classifications shown in this Report are conceptual and are expected to be refined in the City's Official Plan following more detailed study and analysis.

What has changed?

The following is a summary of key changes that have been made to the proposed SABE concept since June 2023 based on input received and further refinements informed by the Technical Evaluation process, and further summarized in Section 4:

- The originally proposed Community Area west of Line 15 North and north of Old Barrie Rd. E. in Oro-Medonte has been removed in considering:

- The presence of higher quality agricultural lands (when compared to the North FSA) as determined through the Agricultural Impact Assessment;
 - The area's proximity to important natural areas, including the Langman Sanctuary; and
 - That less Community Area expansion is required in response to Council's February 2025 direction.
- The originally proposed Employment Area west of Line 15 North and north of Old Barrie Rd. E. in Oro-Medonte has been moved to the North FSA in consideration of existing land permissions in the South of Division Road Secondary Plan (i.e., predominantly rural and aggregate designations) and to avoid only a small boundary expansion west of Line 15 North, reducing the number of overall expansion locations from four to three.

What has stayed the same?

The following is a summary of SABE areas that have been carried forward from the June 2023 concept, based on input received and recommendations of the Technical Evaluation process:

- Lands north of Highway 11 and west of Burnside Line, and currently used as part of the Hawk Ridge Golf Course in Severn;
- Lands north of Murphy Rd., east of Fairgrounds Rd., and west of Uhthoff Line in Severn, with additional Community and Employment Areas added to reflect the removal of expansion areas west of Line 15 North; and,
- Lands south of Memorial Ave. and west of Woodland Dr. in the Oro-Medonte.

Area 1

Area 1 (**Figure 6**) is in the Township of Oro-Medonte south of Memorial Ave. and west of Woodland Dr., near the Forest Home Industrial Lands. Area 1 lands are largely vacant, with a small agriculture operation including buildings on the north end of the property.

Area 1 would provide for 28.2 ha. of developable Employment Area and would add approximately 47 ha. of natural heritage system lands and 1.4 ha. of lands owned by the Ministry of Transportation along Highway 11 into the City of Orillia.

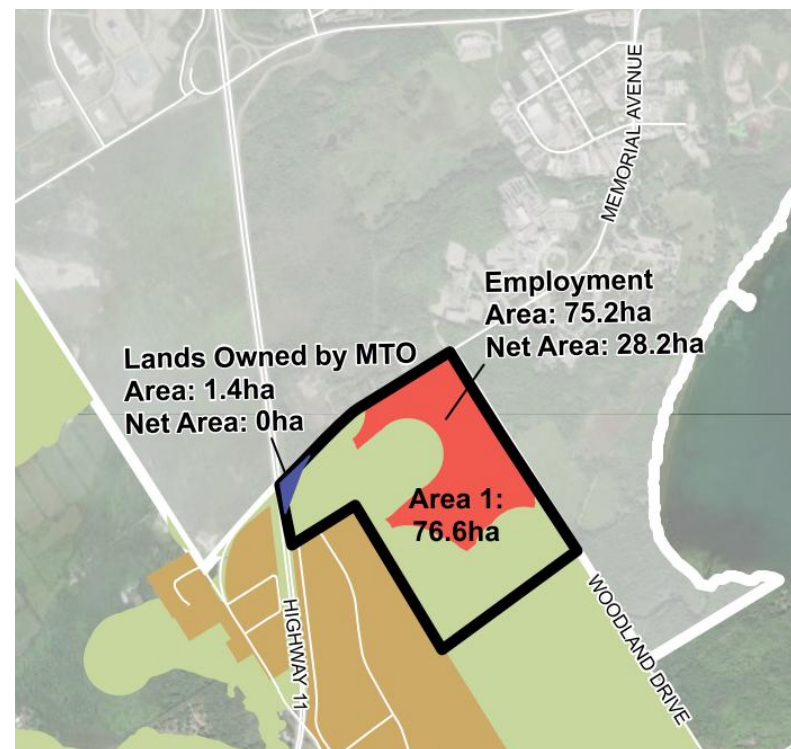


Figure 6: Proposed Settlement Area Boundary Expansion Concept – Area 1

Area 2

Most of Area 2 is in the Township of Severn north of Murphy Rd., west of Uhthoff Ln., and east of Fairgrounds Rd. A small portion of Area 2 is in the Township of Oro-Medonte, south of Highway 12, east of Atlantis Dr. and north of Bass Lake Side Rd. E. The portion of Area 2 lands in Oro-Medonte contain a strip of existing residential dwellings, a place of worship, and woodlots. The portion of Area 2 in Severn is characterized by vacant rural lands, woodlots and environmental features, rural residential uses, and a portion of an aggregate operation.

Area 2 (**Figure 7**) would provide for 84.5 ha. of developable Community Area, 11.9 ha. of developable Employment Area, 40 ha. of future Employment Area, and 15.4 ha. of natural heritage system lands into the City of Orillia.

Adjacent to the Natural Heritage Features and Areas located in Area 2, further study will be required to confirm the extent of the feature(s) and any associated buffers which may refine developable limits and provide opportunities for enhancement and linkages within the Natural Heritage System.

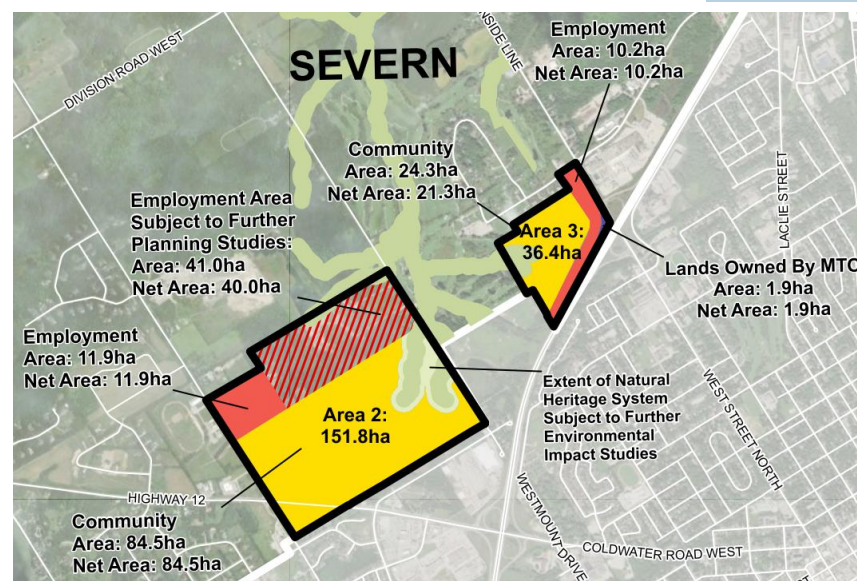


Figure 7: Proposed Settlement Area Boundary Expansion Concept – Areas 2 & 3

Area 3

Area 3 (**Figure 7**) is in the Township of Severn west of Burnside Ln., north of Highway 11, and east of Orillia's municipal boundary. Area 3 lands are used for a portion of the Hawk Ridge Golf Course, along with other environmental features.

Area 3 would provide for 21.3 ha. of developable Community Area, 10.2 ha. of development Employment Area, 3 ha. of natural heritage system lands, and 1.9 ha. of lands owned by the MTO into the City of Orillia.

4. Planning Justification

The determination of specific land uses within the SABE lands will be implemented through an Official Plan Amendment to the City of Orillia Official Plan, following completion of a municipal restructuring process. Further planning justification will be required in support of the implementing Official Plan Amendment, which will determine specific land uses within the SABE lands.

This Report focuses on the land use planning rationale of the overall SABE lands, with the goal of identifying the most suitable SABE lands from a planning perspective. This section also reviews other studies and guiding documents which are relevant to the determination of the SABE lands and future development of land use policies.

The purpose of this Section is to provide an analysis and justification for the proposed SABE concept lands.

4.1. Planning Act

The *Planning Act* is the primary governing statute for land use planning within the province of Ontario. The *Planning Act* provides the legal basis for the preparation and updating of land use planning documents, including Official Plans. The Act states that all municipal planning decisions must be consistent with the Provincial Planning Statement and Provincial Plans and shall have regard to provincial interests such as protection of natural heritage features, public health and safety, and the adequate provision of housing, employment, transportation, energy, and water.

The *Planning Act* provides tools to planning authorities like the City of Orillia to direct and control growth. Specifically, the City may implement the following tools to guide growth and development in the SABE lands:

- Official Plans, which may include area-based secondary plans (Part III);
- Zoning by-laws (Section 34);
- Holding provision by-laws (Section 36);
- Site plan control (Section 41);
- Conveyance of land for park purposes (Section 42); and
- Land division (Part VI).

In recent years, the *Planning Act* has been amended multiple times.

On April 6, 2023, the Province changed the definition of “area of employment” in the *Planning Act* as part of Bill 97 (the *Helping Homebuyers, Protecting Tenants Act*, 2023) by narrowing the scope of uses to manufacturing, warehousing, and research and development in connection with manufacturing, retail and office uses associated with the above, and facilities ancillary to all of the above. The new definition excludes commercial – including retail and office not associated with the primary employment uses, and institutional uses. This amended definition of “area of employment” came into effect when it was proclaimed into force on October 20, 2024.

Through a future Official Plan Amendment, the City will need to confirm the appropriate employment land use designation(s) to be applied on lands needed to accommodate jobs, as determined through the 2023 LNA. The 2023 LNA plans for over 1,500 new employment land jobs by 2051, including over 800 jobs to be located on new SABE employment lands. Some key considerations include:

- Employment lands in Area 2 may be an appropriate “area of employment” under the definition of the *Planning Act* as they are in proximity to existing aggregate operations and can be adequately buffered to Community Lands to the south and provide transition to aggregate uses;
- Employment lands north of Highway 11 in Area 3 serve as may be appropriate “area of employment” under the definition of the *Planning Act*, provided appropriate land use compatibility can be addressed; and
- Employment lands west of Woodland Drive and south of Memorial Ave. in Area 1 may be appropriate “area of employment” under the definition of the *Planning Act* given their proximity to the Forest Home Industrial park and Memorial Ave. employment lands.

4.2. Provincial Planning Statement, 2024

The Provincial Planning Statement, 2024 (PPS, 2024) came into effect in October 2024, providing direction on matters of Provincial interest related to land use planning and development. The *Planning Act* requires that decisions affecting planning matters shall be consistent with the PPS, 2024.

The PPS, 2024 consolidates and replaces the previous 2020 Growth Plan and 2020 Provincial Policy Statement. The SABE

process was commenced under the previous Provincial planning framework, including Phases 1 and 2 of the SABE process. Policy 2.1.1 of the PPS, 2024 permits municipalities to continue forecast growth using population and employment forecasts previously issued by the Province for the purposes of land use planning. The following provides a planning justification for the recommended SABE under the policies of PPS, 2024.

Policy 2.1.3 directs planning authorities, at the time of creating a new official plan or updating an official plan, to make sufficient land available to accommodate an appropriate range and mix of land uses to meet projected needs for a time horizon of at least 20 years, but not more than 30 years. When planning for infrastructure, public service facilities, strategic growth areas and employment areas, the PPS, 2024 permits planning authorities to extend the time horizon beyond the 30-year limit.

The proposed SABE includes land beyond the City’s 2051 residential land need requirements, reflecting that land is required for public service facilities, schools, and employment areas. Further, there may be an opportunity for the City to identify a new Strategic Growth Area within the SABE lands through future planning exercises. Policy 2.1.4 requires that the City to provide for a range and mix of housing options and densities to meet projected residential demand. Specifically, it requires that the City:

- a) maintain at all times the ability to accommodate residential growth for a minimum of 15 years through lands which are designated and available for residential development; and
- b) maintain at all times where new development is to occur, land with servicing capacity sufficient to provide at least a three-year supply of residential units available through

lands suitably zoned, including units in draft approved or registered plans.

The proposed SABLE would add sufficient lands into Orillia's land supply to accommodate future residential growth, including a range of mix of housing options which achieve an average density of 47 units per hectare.

Additional lands which exceed the requirements of the 2023 LNA and Orillia's 30-year land need, as directed by Council to minimize the need for future annexations, are recommended to be placed in an appropriate employment land use designation. This will protect for a longer-term supply of land for future urban expansion, allow the City to phase future growth and undertake planning studies, and provide flexibility to re-evaluate lands needs and policies over-time. Policy 2.1.3 permits planning for employment areas beyond the 30-year planning horizon.

Policy 2.2.1.c) promotes densities for new housing which efficiently use land, resources, infrastructure, and public service facilities and the use of active transportation. The proposed SABLE concept will plan for an average density of 47 units per hectare, and contemplates a range and mix of housing types including medium and high density housing, to achieve the overall housing target.

Section 2.3.1 sets out general policies for settlement areas. Policy 2.3.1.2 directs that land use patterns within settlement areas be based on densities and a mix of land uses which efficiently use land and resources, optimize existing and planned infrastructure and public service facilities, and support active transportation, transit, and freight movements. Policy 2.3.1.3 requires that the City support general intensification and redevelopment to support the achievement of complete communities. The proposed SABLE

concept brings in sufficient land to accommodate forecasted residential growth, alongside recreation facilities, schools, and supporting community uses. Areas 2 and 3, which includes Community Area growth, are in proximity to stores and commercial amenities west of Highway 11.

Policy 2.3.1.4 requires that the City establish and implement minimum targets for intensification and redevelopment within built-up areas. Orillia's Official Plan will establish this minimum target, which will apply within the SABLE lands.

Section 2.3.2 sets out policies for settlement area boundary expansions. Policy 2.3.2.1 requires that the City consider the following in allow a settlement area boundary expansion:

- The need to plan for additional land to accommodate an appropriate range and mix of land uses;
- Capacity in existing or planned infrastructure and public service facilities;
- Impacts to specialty crop areas and avoidance of prime agricultural areas, and where avoidance is not possible, identifying lower priority agricultural lands;
- Minimum distance separation formulae;
- Impacts to the agricultural system; and
- The phased progression of urban development.

The Technical Evaluation process and findings have addressed the requirements of Policy 2.3.2.1, as summarized in Section 3 of this Report. The 2023 LNA has demonstrated the need to plan and designate additional land to accommodate an appropriate range and mix of uses. Council's decision to re-evaluate the LNA has resulted in less SABLE land being required for Community Area growth, while a fixed amount has been identified for

Employment Area growth. The Agricultural Impact Assessment generally found that a SABE into the North FSA would have a lesser impact on agricultural lands and operations. The proposed SABE concept places the majority of growth in the North FSA, with only a small portion of growth contemplated in the West FSA in a portion of land with constrained agricultural potential. The proposed concept is contiguous with the City of Orillia boundary and limits the potential for “leapfrogging” of development into Oro-Medonte and Severn.

Section 2.8.1 sets out policies to support a modern economy. Specifically, Policy 2.8.1.1 requires the City provide for an appropriate mix and range of employment uses to meet long-term needs, provide opportunities for a diversified economic base, and encourages intensification of employment uses. Policy 2.8.2.2 directs employment areas to be located to major goods movement facilities. The proposed SABE concept will allow the City to meet its forecasted employment targets, direct new employment growth to locations easily accessible by Provincial highways and considers land use compatibility matters. The City’s concurrent Official Plan Review process will address land policies which support a diversified economic base, and which can be applied to the SABE lands following municipal restructuring.

Section 3.1 establishes policies related to infrastructure and public service facilities. Policy 3.1.1 directs these works to be provided in an efficient manner, and Policy 3.1.2 requires that they be coordinated with land use planning and growth management to support financial sustainability and meet current and projected needs. The Municipal Servicing Review identified opportunities and constraints to accommodating growth within the FSA and the proposed SABE concept builds on existing and

planned infrastructure, while minimizing the need for new major infrastructure. The Fiscal Impact Analysis found that

Policy 3.2.2 indicates that efficient use of existing and planned transportation infrastructure should be considered and Policy 3.2.3 notes that transportation should be planned to address cross-jurisdictional boundaries. Area 1 of the proposed SABE concept provides direct access to existing roads in south Orillia. Area 2 of the proposed SABE provides close access to Highway 11 and 12, and Fairgrounds Road. Area 2 would also provide for dual frontage on Murphy Rd., maximizing use of this existing City roadway. Area 3 would allow for the logical extension of the under-construction Brook Trout Dr., providing for a contiguous east-west route north of Highway 11 serving both Orillia and Severn.

Section 3.5 sets out policies related to land use compatibility between major facilities and sensitive land uses, requiring that adverse effects be avoided, minimized, or mitigated. The future Official Plan Amendment will need to consider appropriate policies for Areas 2 and 3 to address land use compatibility including use of public road rights-of-way and berms. The Province’s D-6 Series Guidelines should be reviewed to identify appropriate classes of employment uses that may be appropriate.

Section 3.6 establishes policies related to planning for sewage and water services, requiring that forecasted growth promote the efficient use of municipal sewage and water services. Section 3.7 sets out policies related to stormwater management. All lands within the proposed SABE concept will be serviced by future full municipal sewage and water services. Future Master Plan updates undertaken by the City will need to identify appropriate servicing solutions within the SABE lands. Appropriate land use controls including area-specific policies and holding provisions in the Zoning By-law may be considered to ensure the orderly

development on the SABE lands in conjunction with the provision of full municipal services. Future development applications will be required to identify appropriate stormwater management solutions considering technical and environmental constraints.

Section 4.1 provides policies for the protection of natural heritage, including natural features and areas. Policy 4.1.4 prohibits development and site alteration in significant wetlands, while Policy 4.1.5 prohibits development and site alteration with other natural features unless it has been determined that there will be no negative impacts to features or functions. The Natural Heritage System Review prepared as part of the Technical Evaluation identified those “high constraint” areas within the FSA where development would be prohibited, and “medium constraint” areas where development may be prohibited. All high-constraint areas have been excluded from land area calculations in the proposed SABE concept and will be protected from future development. Future area-specific Environmental Impact Studies should be conducted prior to future development to confirm the boundaries of each feature and any required buffers. It is acknowledged that refinements to the extend of the Natural Heritage System on the SABE lands will be required, subject to an Environmental Impact Study.

Section 4.2 outlines policies to protect the quality and quantity of water by minimizing impacts, identifying water resource systems, and maintaining linkages. Specifically, Policy 4.2.2 prohibits site alteration and development in or near sensitive surface water features and ground water features. The Water Resources Review completed as part of the Technical Evaluation found that the FSA was not located within any Wellhead Protection Areas or Intake Protection Zones. Portions of lands within the proposed SABE concept are within Significant Groundwater Recharge Areas. Through the future Official Plan Amendment, appropriate policies

should be applied to these lands to address ground water recharge. Overall, portions of lands within Area 2 and 3 have no water resource constraints, while Area 1 is constrained. Almost all lands elsewhere in the West FSA were also constrained, along with portions of the North FSA.

Section 4.3 establishes policies for agriculture. The proposed SABE concept includes lands which are designated agricultural and rural, alongside other land uses, in the respective Township Official Plan. The Agricultural Impact Assessment prepared by Colville Consulting as part of the Technical Evaluation found that a SABE within the North FSA would have the lower impact on agriculture, compared to the West FSA as it removes less Class 1-3 lands, there are no prime agriculture lands in the North FSA, and no elements of the agri-food network.

4.3. Lake Simcoe Protection Plan

The Lake Simcoe Protection Plan (the “LSPP”) was established under the *Lake Simcoe Protection Act*, 2008 and seeks to protect and restore the ecological health of Lake Simcoe through measures such as the restriction of land use and managing the locations of sewage systems. The LSPP is considered a ‘Provincial Plan’ under Section 1(1) of the *Planning Act*, meaning all planning decisions within its regulated area must conform to the designated policies of the plan.

Area 1 is located within the Lake Simcoe Protection Plan area. The policies of the LSPP and Orillia’s Official Plan will apply to future development in these areas. Lands immediately adjacent to and in proximity to Lake Simcoe within Oro-Medonte have been removed from the proposed concept. Area 1 lands are further

than 120 metres from the Lake Simcoe shoreline, which excludes the lands from many policies of the LSPP and Orillia Official Plan.

4.4. City of Orillia Official Plan

The City of Orillia Official Plan (2011) establishes a vision for the City's future urban structure and serves as a basis for managing growth and change to the year 2031. The Official Plan provides policies related to matters such as land use, transportation, growth management and infrastructure, among others. Within the context of this Report, the City of Orillia's Official Plan offers insight into the existing land use designations (**Figure 8**) and potential compatibility with adjacent uses within the FSA.

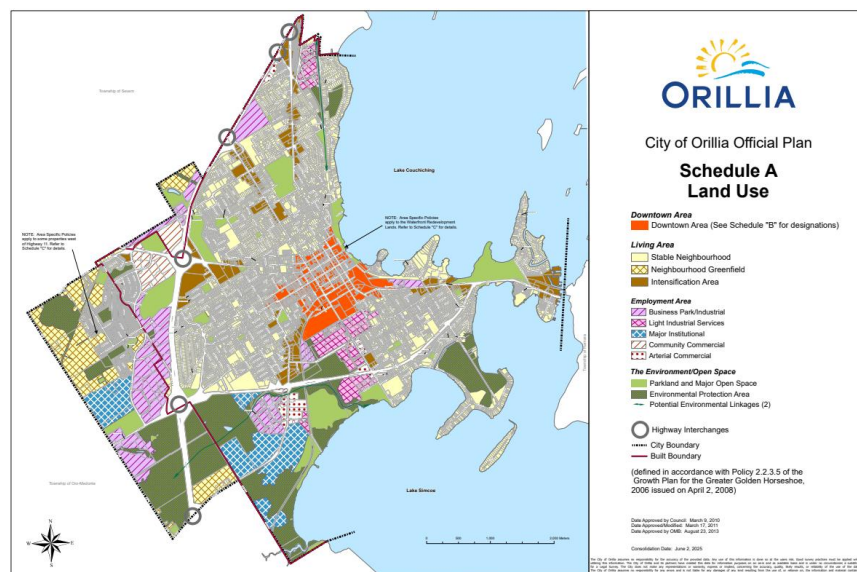


Figure 8: City of Orillia Official Plan (2010) – Schedule A Land Use

- Area 1 will be located on the west side of Woodland Dr., across from lands designated Major Institutional on the east side of Woodland Dr. On the north side of Memorial

Ave., there are existing rural residential dwellings which are designated as Neighbourhood Greenfield. While Memorial Ave. will provide some opportunity to address land use compatibility between sensitive land uses (i.e., Neighbourhood Greenfield lands) and future employment uses (i.e., Area 1), future planning in the area will need to consider appropriate measures to address land use compatibility.

- Area 2 will be located north of lands designated as Business Park/Industrial along Memorial Ave. These lands are subject to an area specific policy which permits a broader range of uses, including limited retail and employment supportive uses. Development opportunities on this strip of land are highly constrained today, and the addition of Area 2 will allow for the orderly development of the lands. The Area 2 concept contemplates the introduction of Community Area uses abutting this strip of land. As part of future planning in the area to include the SABE lands, consideration should be given to the appropriate designation on lands north of Murphy Rd. to address land use compatibility concerns.
- Area 3 will be located north of Highway 11 and east of the Inch Farm Subdivision. The Area 3 concept continues the planned employment area along Highway 11, serving as a transition to future neighbourhood uses to the north.

Further, Schedule E – Parks and Trail System Network of the Official Plan shows a proposed multi-use trail alignment along the Brook Trout Dr. alignment (see Section 4.6 of this Report) and extending eastward towards Burnside Line (and Orillia Square Mall).

Overall, the proposed SABE concept concerns the long-planned function of adjacent lands in the City of Orillia and presents

opportunities for future growth which can address land use compatibility and community connectivity matters.

4.5. County of Simcoe & Township Official Plans

The proposed SABE lands are currently subject to the applicable Official Plans of the County of Simcoe and Townships of Severn and Oro-Medonte. The lands will remain subject to these Official Plans (and applicable Zoning By-laws) until such time as the City of Orillia Official Plan is amended to incorporate the SABE lands, following the municipal restructuring process. This section outlines specific policies which relate to the in-effect County and Township land use policy framework within the proposed SABE.

County of Simcoe Official Plan

The County of Simcoe Official Plan outlines guiding policies and objectives for the growth and development of the County and its local municipalities over a 20-year planning horizon. The Official Plans of all local municipalities within the County, including the Townships of Oro-Medonte and Severn, must be in conformity with the County Official Plan. The City of Orillia is not within the jurisdiction of the County of Simcoe, and is therefore, not subject to the County's Official Plan.

Township of Severn Official Plan

The Township of Severn Official Plan was adopted by Township Council in 2024 and is with the County of Simcoe for approval. The Township borders Orillia to the north.

Areas 2 and 3 of the proposed SABE concept are located in Severn. Schedule A – Settlement and Land Use Structure and Schedule C – Land Use - South indicate that all lands adjacent to Orillia are subject to the South of Division Road Secondary Plan.

No changes to this Secondary Plan were made through the Township's recent Official Plan Review process.

First approved in 1999, the South of Division Road Secondary Plan was established to provide detailed development and land use policies to guide future development – setting out major road systems and future land use patterns. Lands within the Secondary Plan as shown on Schedule D comprise a range of different land uses, including industrial, mobile home residential, rural, and environmental protection (**Figure 9**). Some portions of lands within the Secondary Plan are built out and others remain vacant.

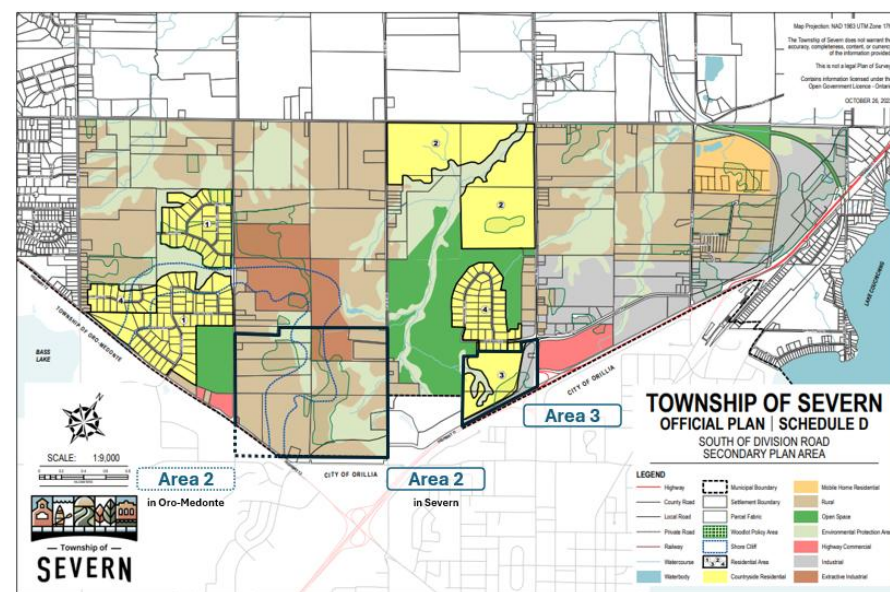


Figure 9: South of Division Road Secondary Plan (Township of Severn)

Area 2 lands are largely designated “Rural” in the Secondary Plan, which permits a range of rural and agricultural uses.

Area 3 is designated for “Industrial” and “Countryside Residential” development in the Secondary Plan. The Industrial

designation permits a wide range of industrial and commercial uses. The Countryside Residential designation permits a range of residential uses. Overall, Area 3 lands have long been contemplated for some form of more urban development through the South of Division Road Secondary Plan. Residential development in Area 3 will provide for appropriate land use compatibility to the Hurlwood residential community to the north. Development in Area 3 would occur on lands already used as part of the Hawk Ridge Golf Course, avoiding further disturbances to agricultural areas and important environmental features.

The Secondary Plan contemplates servicing in the area through either an agreement with the City of Orillia to provide full municipal services, or private communal servicing.

Portions of lands within Area 2 are within the “shore cliff” landform (as shown on Schedule D), which provides for a varied terrain within the area. Specifically, the Secondary Plan encourages residential open spaces to be located within the shore cliff area.

As it relates to the existing aggregate operation within the Secondary Plan area, only a small portion of the operation is within the proposed SABE concept and specifically included in the reserve employment area required beyond 2051.

Development within 150 metres of an active pit is required to demonstrate that it is compatible with existing and future extractive operations.

Township of Oro-Medonte Official Plan

The Township of Oro-Medonte Official Plan was approved by the County of Simcoe in 2023. The Township borders Orillia to the west, generally west of Line 15 South.

Area 1 and a small portion of Area 2, south of Highway 12, east of Atlantis Dr. form part of the proposed SABE concept in Oro-Medonte. Schedule A – Land Use of the Oro-Medonte Official Plan (**Figure 10**) designates the lands as Rural.

The lands within Area 1 and portion of Area 2 of the proposed SABE are subject to Policy 2.6.11 which states that “where lands are designated Rural within one kilometre of a defined boundary of...the City of Orillia, the policies of Section 2.5 (Agricultural) shall apply”. Given that the Rural designation is more permissive than the Agricultural designation, the intent of this policy appears to limit encroachment of development in “rural” areas adjacent to the City of Orillia and reduce pressure for development in the Township adjacent to the City through the application of Agricultural policies.

The use of Area 1 lands for future Employment Area uses would be adjacent to the Forest Home Industrial Park. The Area 1 lands are also surrounded by the City on two frontages and constrained by natural heritage features, limiting possible future connections into Oro-Medonte. The inclusion of Area 1 within the City of Orillia will allow for a limited rounding out of adjacent employment areas in the City, support land use compatibility with adjacent employment areas in the Township.

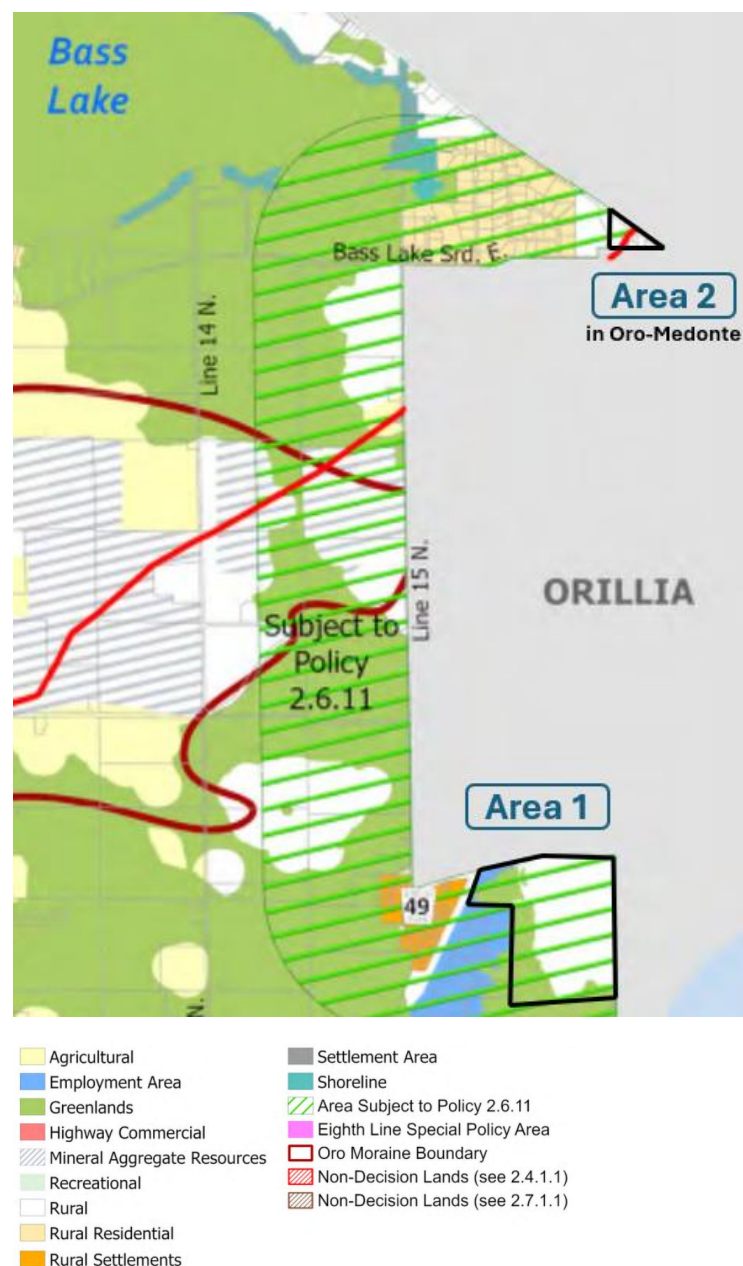


Figure 10: Township of Oro-Medonte Official Plan Land Use Map

4.6. City of Orillia Master Plans and Initiatives

Through the Technical Evaluation process, existing City of Orillia Master Plans and initiatives were reviewed to understand how a potential SABE could benefit from existing and planned infrastructure, services, and initiatives. The following provides a summary of how the proposed SABE concept aligns or is supported by recommendations and initiatives in these existing City documents.

It is important to note that following completion of the municipal restructuring process, the City will need to undertake appropriate updates to Master Plans and initiatives to capture the SABE lands, address the City's overall 2051 growth needs, and address cross-jurisdictional considerations.

City of Orillia Multi-Modal Transportation Master Plan, 2019

The City of Orillia's Multi-Modal Transportation Master Plan, 2019 (the TMP) provides a vision and guiding policies for the City's transportation network and infrastructure over the long-term. Specifically, the proposed SABE concept would:

- A key initiative to improve connectivity to the FSA includes the reconstruction of the Coldwater Rd. and West St. overpasses. This initiative has been identified as a short-term priority by the City together with the Ministry of Transportation and will provide an opportunity to include protected bike lanes and priority transit measures along the overpasses. Introducing these measures will create more efficient and safer linkages between the existing municipal boundary and Areas 2 and 3.

- Area 1 will not directly require improvements to the Memorial Ave. interchange with Highway 11 to accommodate future growth
- The TMP identifies a new roadway within the North FSA which will run parallel to Highway 11 and connect Murphy Rd. to Brodie Dr. This roadway, currently under construction in city-limits as part of the Inch Farm development, will create a connection between Highway 12 and Burnside Dr./West St. and provide an alternative route to crossing Highway 11. This arterial roadway presents an opportunity for further connectivity in Area 3. It is also noted that a road connection in this area is also shown in the Township of Severn's South of Division Road Secondary Plan (Schedule B1). Inclusion of Area 3 will allow for the logical extension of Brook Trout Dr. wholly within the City of Orillia.
- Require identification of appropriate transit connections. Area 1 is in proximity to the terminus of the existing "Georgian Route", whereas Area 2 could be serviced at the existing terminus of the "West Ridge via Coldwater Road" route. Extension of transit services along Brook Trout Dr. may be considered in the future to serve Area 3. Overall, the proposed SABE concept will allow for the timely and sustainable use of transit to service growth.

City of Orillia Parks, Recreation, and Culture Master Plan, 2014

The City of Orillia Parks, Recreation, and Culture Master Plan, 2014 provides a guiding vision for creating a progressive, healthy, and active community that celebrates its cultural history. The Master Plan focuses on the enhancement of community parks, recreation, culture, and trail systems and provides

recommendations and implementation strategies for achieving the community's vision.

- The proposed SABE concept includes 35.3 ha. of land required for public service facilities to support the recreation and leisure needs of new growth in Orillia – for both existing and future residents.
- Area 2 is likely to be the primary location of larger public service facilities due to the size requirements of spaces such as recreation centres and sports fields. This will allow for more facilities to be available broadly in north Orillia.
- Future development applications within the SABE will be required to provide parkland dedication in accordance with the *Planning Act* and City of Orillia Official Plan. Parkland will support the provision of parks within a 400-metre walking distance from where residents live.

City of Orillia Water Master Plan, 2022 and City of Orillia Wastewater Master Plan, 2022

The City of Orillia Water Master Plan, 2022 identifies the infrastructure and studies required to optimize, upgrade, and expand the City's drinking water supply, distribution, storage and pumping to accommodate growth to the year 2050. The Water Master Plan uses a forecast population of 53,456 which exceeds the forecast population of the 2023 LNA. The City of Orillia Wastewater Master Plan, 2022 identifies general requirements for upgrades or expansions to continue to meet the wastewater needs of current and future residents to 2050. Both Master Plans did not include the Settlement Area Boundary Expansion due to the timing of the studies.

A Municipal Servicing Review (MSR) was conducted by WSP as a part of the Technical Analysis for Settlement Area Boundary Expansion. The MSR examined servicing options for the Settlement Area Boundary Expansion lands identified as Areas 1, 2 and 3. The final report for the MSR (March 2023) concluded that to provide adequate municipal water and sewer services to Areas 1, 2 and 3, substantial upgrades to the City's water and wastewater infrastructure will be required. This must include consideration for new well sources and additional fire storage for water and must require a detailed capacity review of the receiving sanitary collection system infrastructure.

4.7. Summary

In summary, the proposed SABE concept presented in Section 3.3 satisfies Provincial and local policy, and supports:

- Growth in Area 1 that is contiguous with lands designated for future development in southwest Orillia and constrained for future expansions by existing development (Forest Home) and the natural heritage system. Growth in Area 1 is supported by existing and planned infrastructure in Orillia.
- Growth in Areas 2 and 3 on lands where some form of future development has been contemplated through the South of Division Road Secondary Plan.

- Growth in Area 2 that allows for the logical extension of the City Boundary north of Murphy Rd. and access to existing infrastructure and commercial amenities
- Growth in Area 3 that allows for the logical and orderly extension of Brook Trout Dr. and development on lands already used for non-rural uses.
- Additional future Employment land in Area 2 to support the City's long-term growth post-2051.
- Protection of the natural heritage system, water resource system, and agricultural system, following the recommendations of the Technical Evaluation

The proposed concept reflects Council's long-term planning direction to minimize the need for future municipal boundary adjustment processes, providing predictability to the City of Orillia, County of Simcoe, and Townships of Oro-Medonte and Severn as they embark on long-term planning in each respective community.

The proposed SABE concept is consistent with the policies of the Provincial Planning Statement, 2024 and represents good planning. Future land use and infrastructure planning will be required following the municipal restructuring process and future Official Plan Amendment for the lands.

5. Next Steps & Implementation

This Planning Justification and Implementation Report represents the culmination of the overall SABE process, which studied a Focused Study Area to determine the most appropriate locations for a settlement area boundary completion.

The following section outlines next steps in Orillia's settlement area boundary expansion process, as well as a summary of implementation considerations following completion of the municipal restructuring process.

5.1. Next Steps

Following consultation with the community, collaborators, and First Nations, this Report and SABE concept will be presented for endorsement by City Council. This decision will initiate a municipal restructuring process under the *Municipal Act* to change Orillia's municipal boundaries to incorporate the proposed expansion lands.

An Official Plan Amendment will then be prepared and consulted on to add the boundary expansion lands into the City's Official Plan and set out planning policies to guide future growth and development.

5.2. Implementation Considerations

Informed by the technical analysis to-date and the planning justification provided in this Report, the following implementation recommendations may be considered by the City in future planning:

- The City's **new Official Plan** should recognize the SABE process and that a forthcoming amendment can be expected.

- The **Official Plan Amendment** will need to apply appropriate land use designations from the City's Official Plan to the SABE lands, including residential, employment, parks, and natural heritage designations. There may be a need to establish a dedicated area-specific or phasing policies that are applied to additional employment lands that are not needed to accommodate growth to 2051, but which have been brought into the City's boundary based on Council's direction.
- The City may consider the application of **area-specific development policies** or requirements for a **Comprehensive Development Plan** in the Official Plan to guide development and achieve city-building objectives including public service facilities and infrastructure.
- Detailed **engineering and functional servicing studies** will be required to determine the appropriate servicing and transportation solutions for the SABE lands, while also considering opportunities to build resiliency into the existing municipal services network (e.g., looping of pipes).
- The City should consider appropriate **phasing and staging policies** within the SABE lands which consider infrastructure needs, timing, and costs, and allow these lands to build out in an orderly and sustainable manner.
- A detailed **Environmental Impact Study** should be required a part of future City- or developer-led planning applications to further refine the delineation of the natural heritage system, including appropriate buffers, linkages, and enhancement areas.