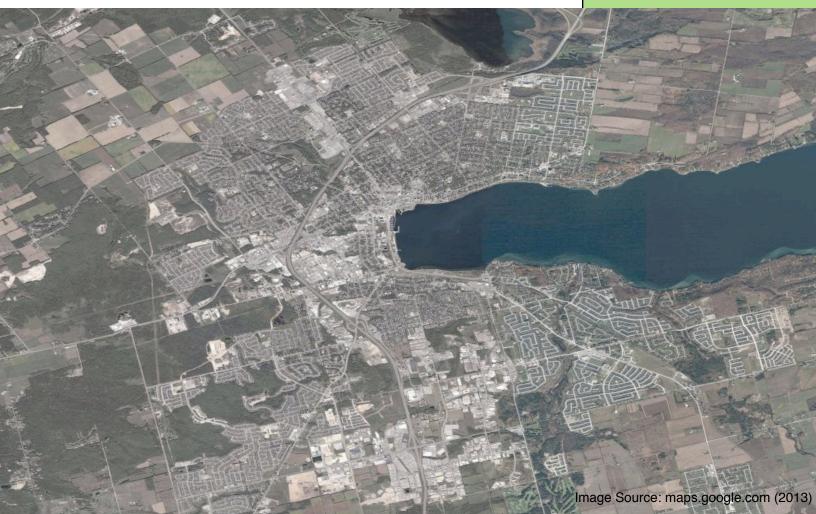
Barrie at a Crossroad:

Dilemma of a Mid-Size City

Working Paper: Trends in the Canadian Suburbs

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<u>Purpose of Report</u>

This Working Paper reports on part of a larger study of changes occurring in Canada's suburbs led by Dr Jill Grant at Dalhousie University¹. The report summarizes historical trends, census data collected from Statistics Canada, planning documents, and information collected from interviews conducted in Barrie, Ontario, in 2010. In total, 23 people were interviewed: five politicians, three planners, and fifteen residents². Gillad Rosen conducted and recorded the semi-structured interviews, which were then transcribed for analysis.

Introduction

Barrie is located next to Kempenfelt Bay on the shores of Lake Simcoe 90km north of Toronto. The city grew during the War of 1812, when it served as a supply depot for the British. It remained a largely rural outpost until the 1950s when Highway 400 connected it to Toronto. The city was incorporated in 1959 and enjoyed moderate growth until 1981, when it had a population of 43,452. Beginning in the 1980s, growth accelerated quickly and the population doubled between 1991 and 2011. As one of Canada's fastest growing cities in recent decades, Barrie has experienced nine rounds of municipal boundary expansions since 1954. The most recent expansion involved the annexation of approximately 5,700 acres of land from the neighbouring Town of Innisfil in 2010. The city has quickly transformed from a small municipality to a mid-size city: the regional centre of Simcoe County has been identified as an Urban Growth Centre in Ontario's Places to Grow Act.

Barrie faces different challenges from growth than Toronto or any other large city. Although Barrie is not a suburb of Toronto, development



Toronto Area Source: maps.google.com (2013)

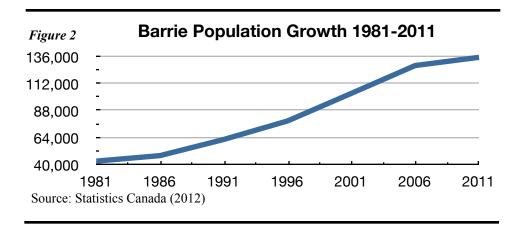
¹ Visit <u>http://theoryandpractice.planning.dal.ca/html/suburbs_project/suburbs_index.html</u> for information on the project.

 $^{^2}$ The research team is indebted to the many community residents and professionals who took time from their busy schedules to talk with us. This research was funded by the Social Sciences and Humanities Research Council of Canada. Only the authors are responsible for the content.

trends, prices, and conditions in the metropolis one hour's drive to its south influence Barrie's development. Growth has leapfrogged over the greenbelt which surrounds the Greater Toronto Area to independent municipalities such as Barrie. Barrie's challenge is how to continue developing a mid-size city with all the consequent implications, where growth sometimes exceeds the ability to provide infrastructure and public services, such as education and health care.

Census Snapshot

Barrie has shown consistent growth as one of Canada's fastest growing cities over the past decade. Due to the many boundary changes over the years, and the shift from city to census metropolitan area statistics, it is difficult to compare census data over a long period. In 2011, the City of Barrie had a population of 135,711, while the Census Metropolitan Area, which includes the nearby towns of Innisfil and Springwater, had 187,013. The city grew by 5.7% from its 2006 population of 128,430, which is on par with Ontario's growth but significantly lower than the 9.2% growth that occurred in Toronto over the same period.



The city has a relatively young median age of 36.7, compared to Ontario's median age of 39. This may be due in part to the attraction of Barrie to young families moving to the area to take advantage of a cost of living that is significantly lower than in the Greater Toronto Area. In "Toronto cannot go south unless they fill in the lake. It can't go east, it can't go west. Where is it going to come? It's coming north."

Innisfill Councillor C21

2011, Barrie had 53,185 census families, of which 68% were married couples, 14.5% were common-law couples, and 17.5% were lone-parent families. The 2005 median income in the Barrie CMA was \$72,516 for all census families, which was slightly higher than the Ontario median of \$69,156. (Statistics Canada 2012)

Barrie's housing market has traditionally been dominated by single-detached homes. This trend continues, with single-detached housing accounting for 70.6% of dwellings in 2011. This is remarkably higher than the Ontario average of 55.6%. However, the pattern is changing as the city continues to add density and alternative forms of dwellings such as row-houses and apartment buildings. The city has a high percentage of home ownership, with 81% of homes being owned. This is significantly higher than the Ontario average of 71%. (Statistics Canada 2012).

"It's a community, because of the housing prices, that has pretty well stayed detached... I would guess 75% of the housing that is being built is still detached."

Barrie Planner P22

| Year | | Population (Excluding Census Undercount) | Population (Including Census Undercount) ² | Housing Units | | | | | |
|------|----------|---|--|-----------------------------|------------------------|-------------|-------|---------------------|--------------------------|
| | | | | Singles & Semi- Detached | Multiple Dwellings³ | Apartments⁴ | Other | Total Households | Person Per Unit (PPU) |
| | Mid 1996 | 79,191 | 82,500 | 18,110 | 3,290 | 6,805 | 215 | 28,420 | 2.79 |
| | Mid 2001 | 103,710 | 108,000 | 25,400 | 4,130 | 7,195 | 130 | 36,855 | 2.81 |
| | Mid 2006 | 128,430 | 133,700 | 31,090 | 7,200 | 8,085 | 130 | 46,505 | 2.76 |
| | Mid 2011 | 135,711 | 141,300 | 33,075 | 7,635 | 9,105 | 130 | 49,945 | 2.72 |
| | End 2012 | 136,775 | 142,400 | 33,385 | 7,758 | 9,417 | 130 | 50,689 | 2.70 |
| | End 2017 | 142,872 | 148,800 | 34,666 | 8,640 | 10,950 | 130 | 54,385 | 2.63 |
| | End 2022 | 149,663 | 155,900 | 34,995 | 10,071 | 14,073 | 130 | 59,268 | 2.53 |
| | End 2027 | 157,961 | 164,500 | 35,197 | 11,791 | 17,769 | 130 | 64,886 | 2.43 |
| | Mid 2031 | 164,350 | 171,100 | 35,382 | 13,215 | 20,292 | 130 | 69,019 | 2.38 |

Figure 3: Population forecast including housing type Source: City of Barrie (2012)

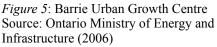


Figure 4: Apartment complex in Barrie Source: Gillad Rosen

Planning and Policy Context

The Growth Plan for the Greater Golden Horseshoe (2006), part of Ontario's Places to Grow Act (2005), has had a significant impact on Barrie's growth. A large greenbelt has curbed growth within the GTA, while development has increased in areas lying outside the greenbelt. In 2012, the Simcoe Sub-area was included in the plan for the Greater Golden Horseshoe; the plan identified Barrie as the primary settlement area within the Simcoe region, with downtown Barrie as the only urban growth centre within the sub-area. The intent of the provincial policy is to direct additional growth toward Barrie in order to create a more compact, sustainable community while reducing the intrusion of





development into green-field areas and maintaining the rural character of surrounding municipalities.

While the Places to Grow Act certainly affected development trends, the City of Barrie Official Plan (2011) is the municipality's main planning document. With the intended horizon of 2031 in mind, it sets out defining principles on which the city hopes to base its future growth. The Plan anticipates a 2031 population of approximately 180,000, which represents a 33% population increase in the city proper. To accommodate this continued growth within the current municipal boundaries, the city is focused on promoting intensification and guiding density to several key areas. While green-field development is expected to continue in the lands annexed from Innisfil, Barrie has set a goal of directing 40% of new residential development to areas that are already built up and serviced by public transit.

Downtown has been identified as a major intensification area, with the aim of creating new multi-unit dwellings and reinvigorating the commercial sector. The Next Wave Community Improvement Plan aims to increase commercial, residential, and cultural diversity within the downtown by providing financial incentives such as tax grants and building restoration loans to entice developers to invest in the area.

Lake Simcoe is a burgeoning tourist and recreational area, but in recent years development near Lake Simcoe has raised concerns about the environmental impacts of unrestrained development. The Lake Simcoe Protection Plan (2009), included in Barrie's Official Plan, aims to protect the vegetation and wildlife in and around the lake by creating development buffers and restricting new sewage disposal facilities around the water.

A Developing Commuter Hub

Planners, councillors, and residents interviewed expressed a sense of awe at the rate of growth occurring in Barrie. Most growth is taking place in the city's south end, which has seen the largest concentration of new housing construction in recent years. In part growth occurred in the south because established residential neighbourhoods farther north were built to capacity decades ago. However, a more significant factor is the "What the province is basically saying is we want you to demonstrate a form of development, an amount of development, a rate of development that is more sustainable than it was before."

Barrie Planner P22

availability in the south end of large swaths of undeveloped land acquired in previous boundary expansions towards Innisfil.

A major driving force for south end growth is the increasing number of residents leaving Toronto for Barrie's slower pace of life, lower housing costs, and generally lower cost of living. Many of these new residents are families with school-aged children. They see Barrie as a place that offers an opportunity to own their own home close to nature, become part of a community, and give their children a lifestyle they feel is unattainable in a city the size of Toronto.

While these residents have decided to plant roots in Barrie, many continue to work in the GTA, especially in employment zones to the north of the metropolis (such as the airport area). The south end of the city offers easy connections to Highway 400 and the Barrie South GO Train, which makes the suburbs an appealing location for those travelling to Toronto on a regular basis. Many Barrie commuters said that while the city may be physically further from Toronto than other popular commuter locations such as Mississauga, the commuting time is similar due to less traffic on the highway. What's more, they find that the overall lifestyle of Barrie proves attractive. Suburban residents are used to



Figure 6: Single-detached development Source: Gillad Rosen

"Now it's changing where it's almost like Mississauga used to be where people buy their houses to sleep here but they work in Toronto. Any day of the week when you go to Toronto in the morning, the 400 going to Toronto is packed. And on the way back, it's packed."

Barrie Resident R01B

"In Toronto, you can get a shack for \$700,000. The prices dipped. In Barrie, you can get a castle for \$300,000"

lengthy commutes and do not see the distance as a burden when weighed against the quality of life they feel Barrie offers. Some residents who only commute on a semi-regular basis, such as pilots who only need to get to the airport a few times a month, and Barrie doctors who work parttime in Toronto clinics, noted that Barrie affords them a quieter lifestyle for a better value than they could find in the GTA.

Growing Pains

Though many residents identified a peaceful lifestyle and less traffic congestion as key reasons they chose Barrie, the south end's rapid residential development has led to a booming commercial sector as well. Large box stores and new industrial areas have begun populating the previously empty lands south of downtown, which creates increased traffic congestion not just along Highway 400, but along arterial roads throughout the south end as well.

Many of those interviewed suggested that the current development model in Barrie is unsustainable. Several saw the rapid transformation of the city as contributing to urban sprawl. Some indicated that planning has been too focused on moving auto traffic and not pedestrians. While the unprecedented growth has led to increased tax revenues and new businesses setting up shop, the road network has become too clogged, particularly in the south end, to move people and goods efficiently.

There is a consensus among those interviewed that Barrie's current public transit system does not adequately serve the community. Most residents interviewed reported using the city bus system infrequently, and some claimed to have never used the bus at all. Respondents cited infrequent schedules and inconvenient, indirect routes as reasons to drive rather than take the bus. The downtown GO Station was not operational at the time of research, but the Barrie South Station was popular among respondents. During 2010 when interviews were conducted, GO Train service was limited to two or three trips a day. Many residents found the train inconvenient to use as a means of commuting to work due to its schedule being incompatible with working hours. However, they saw it as a valuable service for recreational trips

"So that south end retail development has put huge stresses on our interchanges and our arterial roads which are very expensive to upgrade and expand. And that's been a problem. With the growth, we haven't been able to keep up with that."

Barrie Councillor C14

"In the absence of a decent bus system, we are paying lip service to a policy but we are playing out a 1970s sort of living style."

Barrie Planner P26

"Unsustainable. Totally unsustainable. We grew so much and so fast in the last 10 years that it's unsustainable for Barrie."

Barrie Councillor C24



"I think there has been an emphasis on engineering, getting cars through, but really not on community."

Barrie Planner P26

Figure 7: Highway 400 and South End development Source: City of Barrie (2013)

into the city for shopping and cultural attractions. (As of 2012, the GO Train offered service into Toronto five times each morning, with five return trips in the afternoons.)

Another challenge respondents connected to the population boom is a shortage in health and education services. Barrie's Royal Victoria Regional Health Centre is the Simcoe region's major health care provider and has recently undergone a major expansion. Several residents pointed out that there is a severe lack of family doctors in Barrie. Many stated they have to travel to nearby towns, and some travel as far as Toronto to receive care from a general practitioner. Construction of new schools is also unable to keep up with the pace of demand from the new families moving to the area. Residents with school-aged children were often dismayed with the lack of programming, overfilled classrooms, and the distance needed to travel to get their children to school. Though new schools continue to be built in developing areas of Barrie, they often open long after the need for them arises. "But things I don't like? No playground. No nearby schooling. You are paying more for property taxes than a lot of people and yet you get shipped off to a far school."

Barrie Resident R06B

"They need more doctors. There aren't enough physicians in Barrie. I go to the next city. I go to Bradford."

Economic Uncertainty

The economic downturn that began in 2008 has affected most segments of Canadian society, and few municipalities have been spared. Barrie, however, seems to have fared better than other regions that suffered high numbers of job losses. Most residents claimed to have not been affected by the downturn, and many said they had not perceived any effect on the city's growth. However, since a large number of the residents we spoke with worked outside of Barrie, their replies may not represent the full scope of Barrie's economic story.

City councillors, for example, painted a different picture of the city's economic status. They pointed out that while the commercial sector is growing in the south end as a result of big box stores, the jobs being created are typically low-paying and part-time. In addition, many permanent jobs in the small business and industrial sectors were lost during the recession.

While major employers such as the Royal Victoria Regional Health Centre, Georgian College, and some regional financial offices help bolster the local economy, councillors agree that the city needs to attract a diverse array of quality employment opportunities. Some councillors identified the job market as their primary concern for Barrie. They believe that the city is becoming too commuter-reliant and that too many people are forced to leave the city to find work. Councillors agreed that attracting viable employment is imperative to creating a live-work balance in Barrie and retaining young residents looking for work.

<u>Downtown Barrie</u>

Like many mid-sized cities, Barrie has seen its downtown decline in the past few decades as more people choose to live and shop in suburban areas outside the core. As businesses and residents moved toward the city's edges, the city's downtown experienced an increase in crime, homeless shelters, soup kitchens, and other social support services. The city's core is home to many heritage buildings that became "I think residents want jobs, especially younger ones that have to do the commuting... they are not looking for residential growth; they are looking for commercial and industrial growth that will allow them to get a job here."

Barrie Councillor C11

"People do have to drive to Toronto, still. That is a problem. There needs to be better infrastructure as far as employment is concerned."

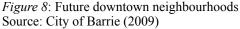
Barrie Resident R12

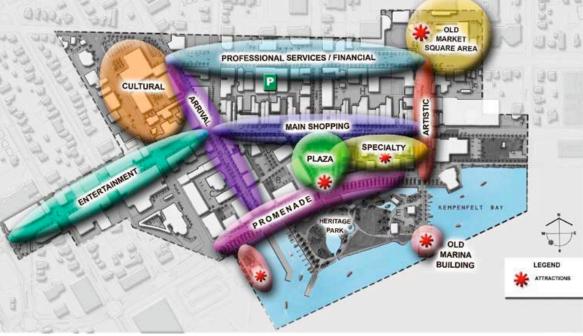
"Downtown in Barrie, people have the perception that it is not a safe place to live, that it's not a safe place to go."

Barrie Councillor C24

neglected and fell into disrepair. Many suburban residents claimed to rarely go downtown due to the perception that it is unsafe; some said it does not offer anything that can't be found elsewhere in the city. Some south end residents in particular, who are accustomed to travelling to Toronto on a regular basis, tend to ignore downtown in favour of making a recreational or shopping trip to Toronto. Most residents said they only go downtown occasionally to eat and shop; the lack of downtown parking discourages them from going more often. However, our observations of downtown traffic at various times showed no shortage of parking. Public perception may not coincide with what is occurring downtown.

While the south end continues to be the major area for development, downtown Barrie shows signs of resurgence. The city has mandated intensification of development in the downtown and is aiming to bring residents and businesses back to the core. Though the transition has been slow, ventures such as festivals, craft shows, and a farmers' market have begun to bring people back to the waterfront and downtown streets. Barrie has developed a Downtown Commercial Plan (2006), which aims to concentrate amenities downtown and create a diverse business and residential community in the city centre. As part of the plan, "Our downtown would be nice. But they need to support their businesses. The south end is huge. So if you put up a business there, you have a better chance of existing because of the huge amount of traffic from the subdivisions who don't go anywhere else. "





the city has designated neighbourhoods for future cultural, professional, entertainment, and shopping developments.

The Downtown Barrie: The Next Wave plan (2004) targets several key ways to promote downtown revitalization. It highlights the need for increased visibility and marketing to attract people downtown. Suggestions include new signage throughout the municipality and along highways to promote amenities downtown, as well as a marketing campaign directed at new residents who may not know what the downtown has to offer. As well, the plan has developed a comprehensive financial incentive program to attract development. The city implemented a five-year tax increment program where taxes in the first two years after development are waived, and slowly increase over the next three years. Other application and planning fees are also waived, and loan programs now exist for adaptive re-use projects, facade and signage improvements, as well as public artwork and sculptures.

One contributing factor in creating a business and pedestrian friendly downtown is the increase in condominium construction along the waterfront. A recent City of Barrie Development Charge Background Study (2012) recommends uniform development charges throughout the municipality based on dwelling type. The study recommends that singledetached units pay higher development charges than multiple-dwelling units based on projected persons per unit. Though the study does not specifically mention downtown development, it seems likely that new downtown residential units will be primarily apartment and condominium developments, and as such pay lower development charges. The city has offered various incentives to developers to encourage new residential units in the core. This includes waiving large upfront development charges in the hopes of building a solid tax base. Planners and councillors are encouraging higher density development because the cost of servicing downtown residential with roads, water, and sewer is significantly lower than extending services to the suburban fringes because the infrastructure is already in place.

While some of the condos are owned or rented by young couples, most condo units are occupied by older couples and seniors who are downsizing from single-detached homes as they contemplate or enter retirement. The condo owners interviewed stated that they appreciate "The long term challenge is getting those people to work and live and shop within those communities instead of the mentality of driving everywhere."

Barrie Resident R09

"We may get a lot more pressure from young married and young singles for condos downtown, just like Toronto is getting. That is definitely a trend: to live in the core where you can walk to what you want to do."

Barrie Planner P23

condo living because they want a lifestyle that doesn't require the level of maintenance that accompanies a house. Additionally, they felt condos offer an increased sense of security. Many respondents travel during the winter and feel much safer leaving their condos unattended for long periods as opposed to a house that may be vulnerable to break-ins or vandalism.

These condo owners agreed that condo living does not eliminate the sense of neighbourhood they felt in their single-detached homes. Rather, many have formed close social circles with other people in their buildings and have become active volunteers in the community. One resident spoke of the opportunities available to meet other residents in her building. She described numerous condo committees, a swimming pool and fitness centre, as well as a social room used for special events like cocktail parties: she believed such amenities bring residents together. Furthermore, respondents reported that living downtown gives them an incentive to leave the home and go for walks, visit downtown shops, and



Figure 9: Downtown Barrie condos Image Source: barriecondoteam.com (2013)

"[Condos] have all of these facilities. So you really don't have to go anywhere for entertainment. And people are really helpful. If anybody is sick, people go shopping for them. You know, it's almost like a village that looks after each other."

dine out because of their proximity to amenities.

Suburb or Urban Centre? Defining Barrie's Identity

Though Toronto is an hour's drive away, its effect on Barrie is undeniable. Barrie is currently at a crossroad in its development. Those interviewed have divergent perspectives on the city's current identity and its future. Councillors, planners, and residents have widely different views as to whether Barrie is still an independent city that serves as Simcoe's regional centre, or whether it has become a "big hotel" for commuters. Opinions tend to be split into two camps: those who have lived in Barrie since before its current growth, and recent residents who have relocated from the GTA.

Established residents agree that Barrie has become unrecognizable to them. They speak of the city in the 1970s as a largely rural, self-sustained town surrounded by green spaces and farm land. Many respondents enjoyed living in Barrie specifically because it was not a city. These residents dispute any suggestion that their community is a far-flung 'suburb' of Toronto because the label of suburb ignores the character of the city, its historic roots, and the amenities it offers in its own right. Many vocally opposed the expansion underway in the south end, as well as the annexation of the Innisfil lands. They feel growth merely invites more commuters, more traffic, more sprawl, and fewer economic opportunities.

Above all, long established residents see the current growth as damaging the sense of community that they believe was once central to the city. A common thread suggests that the south end is not being effectively integrated with the rest of the city. They believe south Barrie exists in a bubble that discourages people from becoming part of the community at large. Many respondents opined that new residents continue to see themselves as Torontonians who live in Barrie for the lower housing costs. Though long-term residents see growth as inevitable, they wish to hold on to Barrie's past identity and resist the image of yet another "cookie-cutter" suburb.

The newer south end residents we interviewed shared some of the same concerns, such as the increase in traffic that accompanies growth,

"Barrie has resisted the sort of label as a suburb. And there's some truth to that because we still have 50 miles separation between Toronto and ourselves. There is a green field gap that marks Barrie as an independent community."

Barrie Planner P26

"I don't want Barrie to grow too quickly. I try not to tell people how great it is."

but offered many different insights. They feel that Barrie needs to let go of its former small town identity and embrace the changes that accompany growth. Many stated that if the city wishes to encourage people to work, shop, and connect with the community, Barrie must provide an increased level of services to entice residents to stay. Respondents believe there should be more schools, public parks, and playgrounds spread throughout the city to meet the needs of the new families that are locating in Barrie. They stated that things are slowly changing as the level of service begins to reflect the rate of growth. They point to the construction of the Holly Community Centre in the south end, which features swimming pools, a fitness centre, and childcare, as a step in the right direction.

Many respondents suggested that Barrie's cultural amenities are severely lacking, and frequent trips to Toronto are still necessary to fulfill what residents see as cultural and social necessities. Respondents expressed that a city of Barrie's size should be home to more art galleries, restaurants, and unique shopping opportunities. This presents a paradox, since many of the same respondents stated an aversion to travelling downtown in Barrie due to traffic and lack of parking. Residents also said that while they can find every-day groceries in Barrie, they still travel to Toronto to find specialty foods. In essence, new suburban residents want Barrie to become a city in more than just population, and are asking for more of the services they are used to having at their fingertips in Toronto. While they are living in suburbs far from the city, they have not given up a desire for urban amenities. "There are a lot of opposing forces here. Some people want to keep it as a small old Ontario town. But there are a lot of new people that are trying to push it forward."

Barrie Resident R07

"People are coming from Toronto, people are coming from other cities... they expect more. What was good years ago doesn't go now."

<u>The Way Forward</u>

Barrie's future is still undecided, as it will take time to fully feel the effects of the Growth Plan for the Greater Golden Horseshoe. Though the rate of growth has decreased from its peak in the early 2000s, the population is likely to increase in the coming years. The city has a clear goal of intensified development, and wishes to avoid expanding into the annexed green-field lands until necessary. However, if its housing stock continues to rely on single-detached houses, this necessity may arise sooner than expected. Recent improvements to the GO Train service downtown may help to bring residents back to the core, but there are no signs that the suburbanization of the south end will stop any time soon.

Barrie's challenges are similar to many towns and cities surrounding the Greater Toronto Area where growth is leap-frogging over the green belt into smaller cities within commuting range. No clear solutions emerge. Barrie must find a way to attract business and residents while serving the increasing demands of a growing population that depends less and less on local employment. Though economic and demographic situations have changed over the years, the city remains the regional centre of Simcoe County. It must now decide what kind of centre it wishes to become over the next decades.



Figure 10: Downtown Barrie waterfront Image source: wikipedia.org (2013)

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