



AGENDA
Strategic Priorities Committee

June 18, 2019

9:00 am

Council Chambers, Town Hall
175 Queen Street East, St. Marys

Pages

1. **CALL TO ORDER**
2. **DECLARATIONS OF PECUNIARY INTEREST**
3. **AMENDMENTS AND APPROVAL OF THE AGENDA**

RECOMMENDATION

THAT the June 18, 2019 Strategic Priorities Committee agenda be accepted as presented.

4. **DELEGATIONS AND PRESENTATIONS**

None

5. **STRATEGIC PRIORITIES REVIEW**

- 5.1 **DEV 36-2019 Building Height in St. Marys**

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*Lift report from table prior to consideration

RECOMMENDATION

THAT DEV 36-2019 Building Height in St. Marys staff report be lifted from the table.

RECOMMENDATION

THAT DEV 36-2019 Building Height in St. Marys report be received for discussion and direction to staff for the Official Plan review.

5.2 DEV 40-2019 Town of St. Marys Official Plan Review Population Projections and Residential Land Demand/Supply

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RECOMMENDATION

THAT DEV 40-2019 regarding the St. Marys Official Plan review population projections and residential land demand / supply be received; and,

THAT the Strategic Priorities Committee recommends to Council:

THAT the lands identified and recommended by staff in DEV 40-2019 be included in the Town of St. Marys' residential supply for the purposes of the Official Plan Review and Update; and

THAT Council directs the Planner to create a 'special residential designation' that limits permitted building forms to mid-rise apartments, stacked or back-to-back townhouses and similar medium density development, and/or requires a minimum density of development (e.g. 60 units / hectare) for the purposes of identifying appropriate locations for higher density development in new mixed use areas.

6. NEXT MEETING

July 16, 2019 - 9:00 am, Council Chambers

Planned Topics:

- Employee Handbook (Closed Session)
- HR Policies (Closed Session)

7. ADJOURNMENT

RECOMMENDATION

THAT this meeting of the Strategic Priorities Committee adjourn at _____ pm.



FORMAL REPORT

To:	Chair Stratthdee and Members of Strategic Priorities Committee
Prepared by:	Mark Stone, Planner
Date of Meeting:	18 June 2019
Subject:	DEV 36-2019 Building Height in St. Marys

PURPOSE

As a part of their priority setting, Council has provided staff with clear direction to:

- Take all steps within the Town's authority to create as much supply as possible.
- Through the Official Plan review, review and identify properties that would be appropriate for the creation property specific policies regarding intensification, higher density, and price point for dwelling sales.
- Create an Official Plan that is clean and practical, that supports the creation of attainable housing, and removes the potential for unrealistic barriers to development of attainable housing.

One of the key actions that the Town and Council can take is to establish policies that promote the creation of attainable housing, and policies that encourage a more flexible housing stock. These policies can be established through the Official Plan and through the zoning by-law.

In staff's view, Council may have to carefully consider whether or not some of the Town's existing development policies are causing barriers to achieving Council's goals for attainable housing. Over the next several meetings staff will bring forward various policies for Council to consider through a lens to removing barriers to development and encouraging a flexible housing stock.

The purpose of this report is to provide Committee with an overview and request direction with respect to planning for and regulating building heights in the Town. Issues related to building heights have been identified through the ongoing Official Plan review, the review of development proposals, and the day to day administration of the Official Plan and Zoning By-law. Staff has prepared this report to discuss this issue and request direction from SPC and Council.

RECOMMENDATION

THAT DEV 36-2019 Building Height in St. Marys report be received for discussion and direction to staff for the Official Plan review.

REPORT

The Residential section of the current Official Plan speaks to a steady increase in population over a number of decades and an expected future growth rate of 1.0 percent per annum. However, on September 25, 2018, Council endorsed an annual growth rate of 1.5 percent for the 20-year planning period for the Official Plan update. Some of the factors considered in endorsing this increased growth rate include:

- recent and higher anticipated future building permit rates in the Town; and,

- more aggressive growth expectations for the Town as a result of a number of policy initiatives approved or being considered (e.g. encouraging appropriate infill and intensification development to increase choices in unit types and affordability, permitting standalone residential buildings in the downtown, permitting secondary units in residential dwellings as-of-right, and intensification/mixed use on Highway Commercial properties).

However, in considering these more aggressive growth initiatives, it is also important to consider any potential impacts on the character and charm of St. Marys.

The Residential designation in the Official Plan permits a wide range of dwelling types from single detached to walk up type apartments and residential infilling is generally permitted “where such development is in keeping with the attributes of the neighbourhood in terms of building type, building form, and spatial separation” (Section 3.1.2.3). In reviewing proposals for residential development with a net density greater than 18 units per hectare, Council is to consider a number of factors such as servicing and roadway capacity as set out in Section 3.1.2.7. However, Section 3.1.2.7 (a) states that “development will not involve a building in excess of three full stories above average finished grade and designed to be in keeping with the general character of the area”.

In a few instances, the Town has approved multi-storey residential buildings exceeding the 3-storey maximum including the Kingsway Lodge (3.5 storeys) and the Trillium Apartments (4 storeys). In addition, there is an active Official Plan and Zoning By-law Amendment Application before the Town for a seniors’ apartment complex with buildings ranging from 3 to 5+ storeys (151 Water Street).

In the Central Commercial designation of the Official Plan, development and redevelopment is subject to specific policies including a 4-storey height limitation for new commercial buildings.

This report is intended to provide background information to assist in the discussion of options in considering a vision for building heights in St. Marys going forward, and implementation and regulatory options.

Considerations

When considering this issue, it is important to first identify Provincial and Town policy requirements with respect to intensification requirements, affordable housing, compatibility, building height and design, etc. The following are some of the key considerations in determining if maximum permitted building heights should be increased in the Town.

a) Provincial Policy Statement

- The PPS promotes efficient development and land use patterns that include intensification and redevelopment opportunities, including brownfields, to achieve a more compact form. The goal of promoting such form is to increase the availability, and minimize the cost of various housing options, and increase the efficiency and sustainability of existing and future infrastructure.
- The PPS defines intensification as “*the development of a property, site or area at a higher density than currently exists through: a) redevelopment, including the reuse of brownfield sites; b) the development of vacant and/or underutilized lots within previously developed areas; c) infill development; and d) the expansion or conversion of existing buildings*”.

b) Community Character and Compatibility

- “*Council also recognizes and reinforces its desire to maintain the charm and attractiveness that are fundamental to the character and lifestyle of St. Marys*” (Official Plan - Section 2 – Goals and General Principles).

- *“The Town will endeavour to provide stable, attractive residential areas for all its residents” (Official Plan - 2.1.2).*
- Maintaining and improving the existing housing stock and character of residential areas (Official Plan - Residential Objective 3.1.1.3).
- Preventing the location of non-compatible land uses in residential areas (Official Plan - Residential Objective 3.1.1.4).
- Encouraging and promoting additional housing through intensification and redevelopment (Official Plan - Residential Objective 3.1.1.7).
- *“The consistent building heights, pedestrian scale, massing and setbacks along the principal commercial streets give the Town a distinctive feel and establish a coherent and cohesive appearance to the downtown” (Heritage Conservation District Plan - 2.3).*

c) Intensification and Compact Development

- A short-term initiative in the Town’s Strategic Plan involves the Town investigating *“the prospect of medium density housing in the downtown and surrounding areas (infill and new development spaces: ‘building in and building up’)”* (Strategic Pillar 6, Housing).
- The Official Plan supports and encourages the development of a compact development form in order to encourage and facilitate active transportation (Official Plan - Section 2.6).

d) Providing Housing Choices for Residents – Form and Affordability

- The Town’s Strategic Plan states that *“the recent County labour market survey indicates an acute shortage of skilled workers, particularly in the ‘blue collar’ and agricultural sectors. The one barrier to supplying that labour is housing options. There need to be housing options that are affordable, attainable and even include rentals. This solution might also partially encourage youth and cultural practitioners to consider St. Marys as the place to live, work and play”* (Strategic Pillar 6, Housing).
- *“Residential areas in St. Marys shall provide a range of housing accommodation suitable for all age groups and household incomes”* (Official Plan - Goal 2.1.1)
- Official Plan encourages *“the provision of an adequate supply and choice of housing for the existing and future residents of St. Marys in terms of quality, type, location and cost”* (Official Plan - Residential Objective 3.1.1.1).
- Encouraging a diversification and inter mixing of different housing types and forms (Official Plan - Residential Objective 3.1.1.8).

e) Heritage Conservation District

- *“New buildings in the District should generally be compatible with other buildings in their immediate area with respect to building height and footprint on the site, setback from the street, overall size, massing and building width, exterior materials selected, and the size, shape, proportion and number of windows and doors”* (Heritage Conservation District Plan - 4.4).
- *“Typically, new buildings should be 1-1/2 to 2 stories for residential buildings, and 2-3 stories for commercial buildings”* (Heritage Conservation District Plan - 4.4).

f) Building Code and Emergency Services

- The Ontario Building Code was updated in June 2008 to require full sprinkler systems in residential building over two stories in height.

- The Fire Chief has commented that although dealing with a multi-storey building can prove challenging, there is nothing in the Fire Department's operational capabilities that should prevent the construction of buildings with greater than 3 storeys in height in St. Marys. The Fire Chief has indicated that there would be the need for the Fire Department to procure some equipment upgrades and that a new 75' aerial will help with these rescues, fire fighting, etc.. The Fire Chief has also indicated that there will be the need to undergo some in-house training with respect to dealing with fires and rescues in taller buildings.

Options

The considerations in the previous section emphasize the need to examine options to encourage intensification and the provision of affordable housing, while maintaining the overall character of St. Marys as well as the character of smaller areas and neighbourhoods in the Town.

Based on these considerations and review of best practices in other municipalities, the following options are presented.

1. Status Quo

This option would maintain the current policy approach for buildings in Residential areas identified in the Official Plan, thus requiring an Official Plan Amendment for any proposal exceeding the 3-storey maximum. A benefit of the status quo approach is that it requires an Official Plan Amendment (OPA) and the associated planning review and public consultation with any proposal that exceeds 3 storeys. However, the requirement for an OPA can be viewed as a barrier to the development community due to the additional time and effort required into securing this additional approval. Also, limiting new development to a maximum of 3 storeys may make certain projects less financially viable (as compared to the return on development that allows for a greater number of residential units on a lot).

2. Increase the Maximum Permitted Height for all Residential Areas from 3 to 4 storeys

To implement this option, Section 3.1.2.7(a) of the Official Plan would be amended to read *"development will not involve a building in excess of ~~three~~ four full stories above average finished grade and designed to be in keeping with the general character of the area"*. However, such proposals would still be subject to the policies of the Official Plan which require the Town to consider a number of factors before approving such development.

In addition, staff has included a series of new policies in the preliminary draft of the new Official Plan to provide additional policy direction to ensure that potential impacts on adjacent properties and the surrounding neighbourhood are considered (including shadowing, access and circulation, and privacy). New policies to specifically address higher density development proposals (townhouses, multiples and apartments) have also been added to the preliminary draft of the Official Plan, including policies to ensure:

- there is a transition between areas of different development intensity and scale, achieved through appropriate setbacks or separations of buildings and/or appropriate changes in densities and/or the stepping down of building heights;
- potential shadowing impacts, views onto adjacent lower density lots and abrupt changes in scale are considered in relation to the height and massing of proposed buildings;
- sites have adequate land area to incorporate required resident and visitor parking, recreational facilities, landscaping and buffering on-site; and,
- proposed buildings are designed following consideration of the materials and characteristics of existing buildings in the neighbourhood.

This approach would allow for more intensive development provided such development meets the policies addressing compatibility, urban design, etc. There could be concerns that there is less public consultation since an OPA would no longer be required however, there would still be a public process related to a Zoning By-law Amendment application. There may also be concerns due to a lack of uncertainty on future development or redevelopment is established neighbourhoods since there is only a single Residential designation in the Official Plan which applies to all residential areas.

3. Increase the Maximum Permitted Height Based on Location, Character and/or Planned Function

Council has provided direction that, through the Official Plan review, staff should review and identify properties that would be appropriate for the creation of property specific policies regarding intensification, higher density, and price point for dwelling sales. This option is presented in keeping with that direction.

The City of Stratford and the Town of Cobourg regulate the heights of residential development based on designations or areas identified in the Official Plan as follows:

- 3 storeys in Stable Residential Areas
- 4 storeys in New Residential Areas
- 6 storeys in High Density Residential Areas (3 storey minimum height)

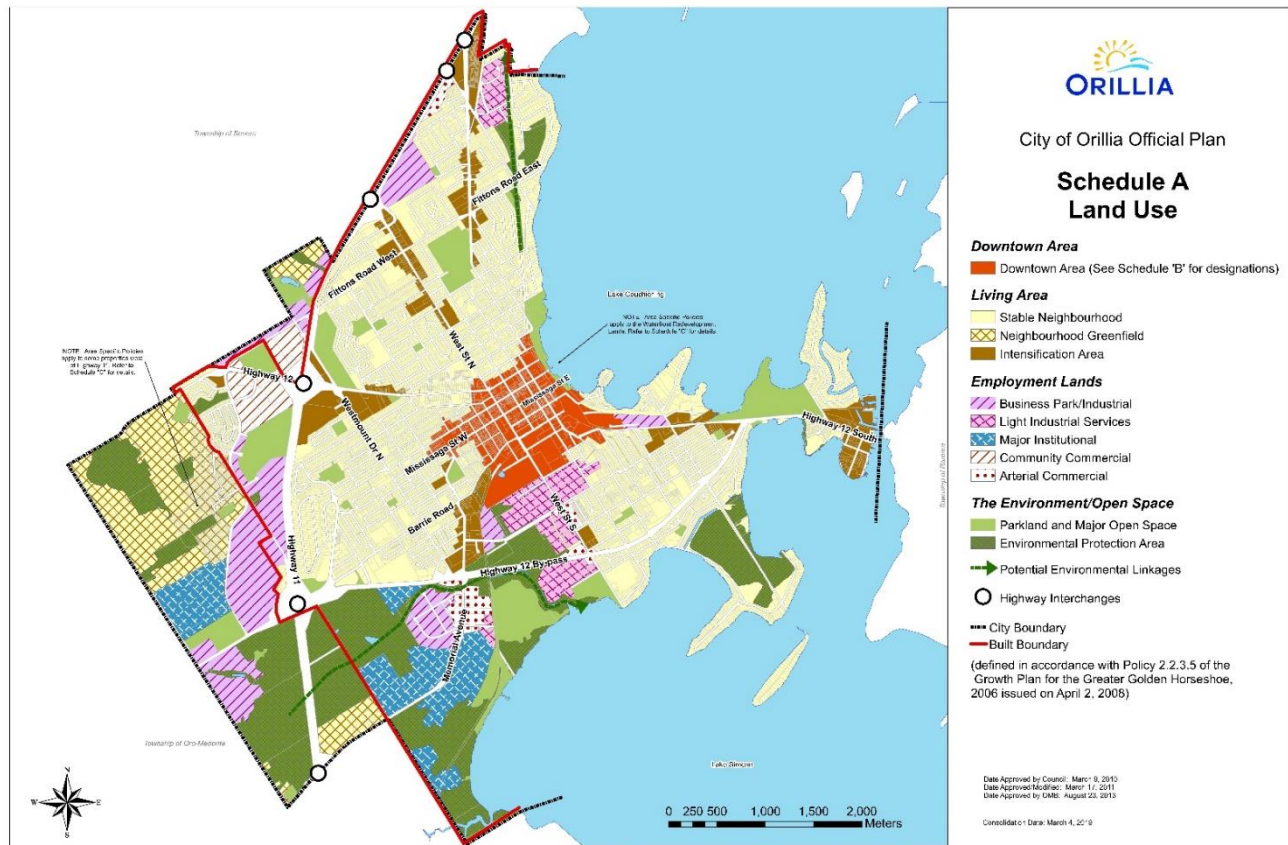
To implement this in St. Marys, there may be the need for an analysis to identify what areas should continue to have a 3 storey maximum and identify properties and/or areas where 4+ storey buildings and/or higher densities may be appropriate. For example, the 4-storey maximum could apply to Greenfield areas such as the undeveloped land in the Thames Crest Farms area. A six-storey maximum could apply to these same Greenfield areas with specific locations being identified based on certain criteria or area characteristics such as:

- existing abutting land uses;
- view and shadowing impacts; and,
- appropriateness of lands for residential development based on the characteristics of the neighbourhood.

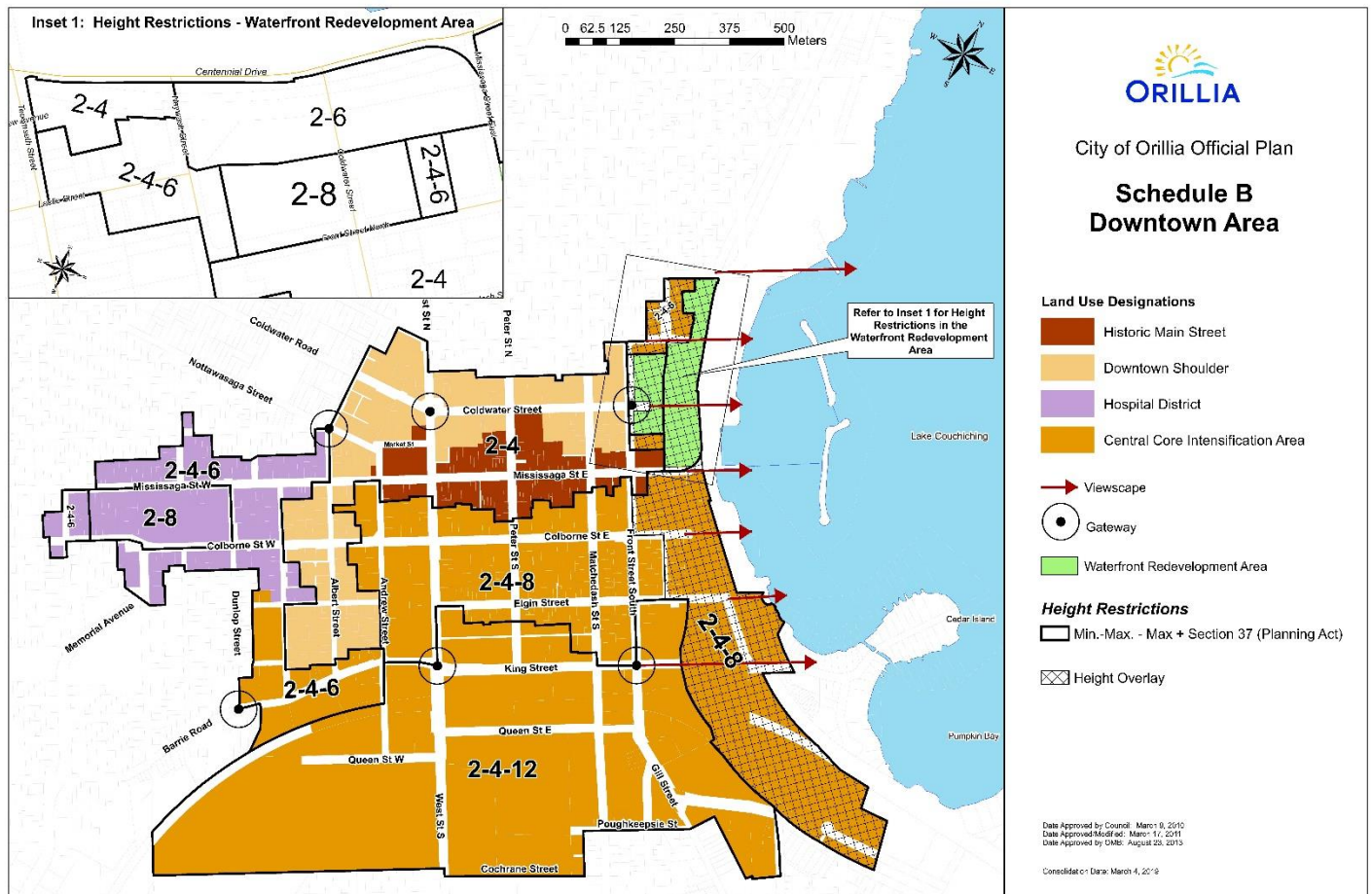
In the City of Orillia Official Plan, specific height restrictions are identified as follows:

- Stable Residential
 - maximum height of 3 storeys

- the implementing Zoning By-law may provide more restrictive height limits based on the specific context of a neighbourhood or area within the City



- Historic Main Street and Downtown Shoulder
 - building heights are identified on a Schedule to the Official Plan
 - other than small scale development within or attached to existing buildings, building heights restricted to between 2 and 4 storeys
- Central Core Intensification Area
 - Example Area 1: 2 to 4 storeys + height bonus up to 6 storeys
 - Subject to angular planes for lands abutting Historic Main Street, Downtown Shoulder and Stable Residential



SUMMARY

The key question for Council to consider is whether or not the Town should revisit the restriction on building heights in St. Marys. Out of this report staff is seeking direction from the Committee that can be incorporated into the Official Plan review.

It is noted that permitting increased building heights will assist the Town in meeting its intensification and housing affordability objectives. Permitting additional units to be built on smaller footprints can make it more likely that a development is financially viable. There can also be negative impacts resulting from increased building heights and densities if potential issues are not addressed, such as shadowing or development that is not in keeping with neighbourhood or streetscape character.

FINANCIAL IMPLICATIONS

Not known at this time.

SUMMARY

It is noted that permitting increased building heights will assist the Town in meeting its intensification and housing affordability objectives. Permitting additional units to be built on smaller footprints can make it more likely that a development is financially viable. There can also be negative impacts resulting from increased building heights and densities if potential issues are not addressed, such as shadowing or development that is not in keeping with neighbourhood or streetscape character.

STRATEGIC PLAN

Refer to Considerations section of this report.

OTHERS CONSULTED

Jason Silcox, Building Inspector
Jed Kelly, Director, Public Works
Jeff Wolfe, Engineering and Asset Management Specialist
Dave Blake, Environmental Services Supervisor
Richard Anderson, Director, Emergency Services / Fire Chief
Brian Leverton, Fire Prevention Officer

ATTACHMENTS

None.

REVIEWED BY

Recommended by the Department

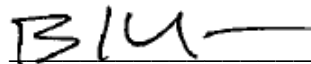


Mark Stone
Planner



Grant Brouwer
Director Building and Planning

Recommended by the CAO



Brent Kittmer, CAO / Clerk

FORMAL REPORT

To:	Chair Stratthdee and Members of Strategic Priorities Committee
Prepared by:	Mark Stone, Planner
Date of Meeting:	18 June 2019
Subject:	DEV 40-2019 Town of St. Marys Official Plan Review Population Projections and Residential Land Demand/Supply

PURPOSE

The purpose of this report is to:

- Provide revised population projections for the Town;
- provide an overview of the updated land inventory and how much additional residential land is required to accommodate future growth; and,
- identify opportunities and constraints to accommodating additional residential units on specific properties in the Town.

Staff is seeking direction from Council with respect to the selection of additional lands to provide residential supply.

RECOMMENDATION

THAT DEV 40-2019 regarding the St. Marys Official Plan review population projections and residential land demand / supply be received; and,

THAT the Strategic Priorities Committee recommends to Council:

THAT the lands identified and recommended by staff in DEV 40-2019 be included in the Town of St. Marys' residential supply for the purposes of the Official Plan Review and Update; and

THAT Council directs the Planner to create a 'special residential designation' that limits permitted building forms to mid-rise apartments, stacked or back-to-back townhouses and similar medium density development, and/or requires a minimum density of development (e.g. 60 units / hectare) for the purposes of identifying appropriate locations for higher density development in new mixed use areas.

BACKGROUND

On September 25, 2018, St. Marys Council endorsed an annual growth rate of 1.5 percent for the 20-year planning period, for the purposes of the Town's Official Plan review. On the basis of this growth rate, there was the need to update the population growth projections for the Town and determine if there is the need for additional residential land to accommodate this growth.

In addition, as a part of their priority setting, Council has provided staff with clear direction to:

- Take all steps within the Town's authority to create as much residential supply as possible.

- Through the Official Plan review, review and identify properties that would be appropriate to contribute to this supply, including properties for intensification and/or higher density development.
- Create an Official Plan that is clean and practical, and that supports the creation of attainable housing, including removing barriers to the provision of this type of housing.

REPORT

Population Projections

The Town has identified an average annual growth rate of 1.5 percent for the Official Plan 20-year planning period. Some of the considerations leading Council to select this growth rate include:

- a) St. Marys' growth rate of 1.14% between 1986 and 2016, and 1.81% between 2011 and 2016.
- b) Since draft Population Discussion Paper 1 was first presented to Planning Advisory Committee in 2013, Ministry of Finance projections for long term growth in the Province have increased from 1.1 to 1.8 percent in 2018 (reference projection). Also, the long-term projections for Perth County have increased from the 1.2 percent projected decline between 2012 and 2036 (2013 Ministry update) to a projected 11.4 percent increase between 2017 and 2041 (2018 Ministry update). In addition, long term population projections for Middlesex County remain very strong and the projections for Oxford County have dramatically increased.
- c) Increasing residential development activity based on Town building permit data.
- d) More aggressive growth expectations for the Town as a result of a number of policy initiatives approved or being considered (e.g. encouraging more infill and intensification development, increasing the maximum permitted height of residential buildings from three storeys, permitting secondary units in residential dwellings as-of-right, intensification/mixed use on some Highway Commercial properties, policies that will encourage updates to the Town's Zoning By-law to permit more intense development).

Staff has updated St. Marys Official Plan Review Population Paper #1 for the 2019 to 2039 planning period based on the 1.5 percent growth rate, and to also reflect the adjusted (lower) 2011 and 2016 population figures for the Town from Census Canada (2016 population: 6,951).

An annual growth rate of 1.5 percent will result in a projected 2039 population of 9,790 – an increase of 2,522 people from the projected 2019 population of 7,268.

Residential Supply/Demand

Residential Paper #4 has been updated based on the lower 2016 population figure and the revised growth projections to 2039.

In total, 1,462 new units (73.1 units per year) will be required to meet the needs for the 2039 population (see Table 4 below from the updated Residential Paper).

In addition, Paper #4 has been updated based on the latest information including the addition of Stoneridge Phase 2 registered in the Fall of 2018, increased density assumption for calculating development potential on lands designated Residential (15 units per gross hectare), and adjusting the potential infill lots by removing the Stan Fraser lands (assessed separately later) and including an estimated 40 new accessory apartments to be created over the planning period.

Updated Table 10 from Paper #4 reveals that there is a 16.7 year supply of residential land today (1,222 units ÷ 73.1 units required per year) based on the current supply in final approved (registered) plans of subdivision, approved site plan applications, potential residential development areas (undeveloped lands

Year	Low (0.5%)	Medium (1.0)	High (1.5)
2016	6951	6951	6951
2017	6986	7021	7055
2018	7021	7091	7161
2019	7056	7162	7268
2020	7091	7234	7377
2021	7127	7306	7488
2022	7163	7379	7600
2023	7199	7453	7714
2024	7235	7528	7830
2025	7271	7603	7948
2026	7307	7679	8067
2027	7344	7756	8188
2028	7381	7834	8311
2029	7418	7912	8436
2030	7455	7991	8563
2031	7492	8071	8692
2032	7530	8152	8822
2033	7568	8234	8954
2034	7606	8316	9088
2035	7644	8399	9224
2036	7682	8483	9362
2037	7720	8568	9502
2038	7759	8654	9645
2039	7798	8741	9790

Table 4. Number of Dwellings to Meet Demand

	Persons	Persons per Dwelling	Number of Dwellings Required to House Population	Current Number of Dwellings	Number of New Dwellings Required to House the Population
Current (projected)	7268	2.34	3106	3092*	14 [#]
Decreased Persons per Dwelling Rate	7268	2.15	3381	3092*	289
Projected Population Increase (to 2039)	2522	2.15	1173	0	1173
Total Projected Population (2039)	9790	2.15	4554	3092*	1462

*projected number of dwellings based on 2,955 dwellings (2016 Census adjusted) + 137 (actual and projected number of building permits for dwellings issued 2017 to 2019)

rounded value

Table 10: Assessment Summary

	Units Available
Final approved plans of subdivision	153
Draft approved plans of subdivision	0
Final approved plans of condominium	0
Final approved site plan development	15
Potential residential development areas	939
Potential infill units/lots (next 20 years)	115
Total	1,222

designated Residential in the Official Plan), and potential infill units via consent and accessory apartments.

A total of 240 dwelling units are required over the planning period to meet the Town's population projections.

Residential Land Inventory

A comprehensive review under the Provincial Policy Statement (PPS) may allow for the expansion of a settlement area boundary if there are insufficient opportunities for growth through intensification, redevelopment and designated growth areas to accommodate the projected needs over the identified planning horizon, and subject to other requirements or test under the PPS. Therefore, there is the need to consider designated growth areas and opportunities for intensification before considering an expansion to a settlement area. According to the PPS, intensification means the development of a property, site or area at a higher density than currently exists through:

- a) redevelopment, including the reuse of brownfield sites;
- b) the development of vacant and/or underutilized lots within previously developed areas;
- c) infill development; and
- d) the expansion or conversion of existing buildings.

To assist in the assessment of opportunities to provide for the required 240 units, Town staff has created an inventory (see Attachment 1) showing:

- PR – Potential residential development areas (designated residential growth areas as identified in Official Plan Review Residential Paper #4);
- PD – Potential development lands are lands with no planning approvals and not identified in the Official Plan Review Residential Paper (includes lands inside the settlement area boundary and designated Residential, and lands outside the settlement area and designated Agriculture); and,
- HC – Potential residential intensification on lands designated Highway Commercial.

Further explanation of how each property was analysed is provided below, with a detailed explanation of each of the property classifications presented above.

The accompanying chart is intended to provide the location, designation and land area (gross and net) for each property or area. The majority of the property assessments was completed through desktop analysis of aerial photography and other Town GIS data, combined with site visits where needed.

When identifying lands for residential development, the analysis assumed that:

- No employment (industrial) lands would be converted to provide for residential supply; and
- Estate type residential lots (for example, Emily Street west near the Town boundary) were generally not considered as available land for intensification or redevelopment.

Constraints

To create an accurate inventory of available land for development, potential constraints have been identified where servicing or physical characteristics can impact the potential for development on portion of or an entire landholding. Constraints can include: floodplain or hazard lands; topographical conditions that make it difficult and/or costly to develop; natural heritage features, including potential significant woodlands; irregular lot sizes or configurations; the need to extend or upgrade municipal water, wastewater or transportation infrastructure; road capacity or access issues; and a lack of landowner interest in developing.

For Committee's information, the location of existing water and wastewater infrastructure in the Town is shown on Attachment 2. In addition to examining the location of existing water and sewer lines, it is important to consider the capacity of treatment systems to accommodate future growth. The raw source water supply for the Town of St. Marys is drawn from three drilled bedrock wells, each equipped with pumping, treating and monitoring components. The system is supplemented by one elevated reservoir (the water tower), the newly commissioned water reservoir, and an emergency booster pumping station located on James Street South. According to the 2018 Annual Summary Report for the Town of St. Marys Water Supply and Distribution System, the maximum combined daily volume of the St. Marys drinking water system for the calendar year of 2018 was 3,487.82 m³/day in July, representing approximately 33.6 percent of the maximum combined allowable usage of 10,368 m³/day. On this basis, there are no concerns with the capacity of Town's water system to accommodate anticipated future growth.

According to the 2018 Town of St. Marys Wastewater Summary Report, the annual average daily flow for the St. Marys Wastewater Treatment Plant was 4,373 m³/day, or 78 percent of the plant's rated design capacity of 5,560m³/day. The total flow treated at the plant in 2018 was 1,591,589 m³ compared to 1,542,384 m³ the previous year. Ministry standards require that once the Wastewater Treatment Plant (WWTP) reaches 90 percent of its average daily capacity, upgrades / expansion(s) are required and therefore, an expansion to the WWTP will likely be required during the 20-year planning period.

Potential significant woodlands identified in the draft Perth County Natural Heritage Study have been identified, although the release of an updated Study is expected soon and additional Town review of that study will be required. Any proponent of development proposed on a property with a potential significant woodland can submit an Environmental Impact Study (EIS) to demonstrate that there will be no negative impacts on natural features or areas and adjacent lands. An EIS typically includes an analysis of relevant policies and previous studies, and is based on field investigations to identify and analyze natural heritage features and functions. An EIS also identifies potential impacts on these features and functions, and provides recommendations with respect to the location of proposed development. An EIS can contain a range of recommendations including conclusions that part or all of an identified feature is or is not significant, and buffer and/or mitigation measures that should be provided as part of the development.

Potential Development Areas (PR)

Potential Development Areas are lands currently designated Residential and are growth areas as identified in Official Plan Review Residential Paper #4. PR lands were further assessed by staff with a focus on potential constraints and opportunities (see Attachment 1), and any specific impacts on land supply are summarized in the chart below.

In undertaking this review, staff were cognizant of the issues related to the rising cost of housing in St. Marys and the need to provide opportunities for higher density housing. However, it appears that traditional forms of affordable housing like townhouses are increasingly not meeting the definition of affordable. The current Residential designation in the Official Plan permits a wide range of housing forms and densities but in many ways leaves it to the development industry to decide what forms of housing should be provided in these areas. While the Town is encouraging higher densities and a broader mix of housing forms to provide current and future residents with more choice in terms of affordability, the Town should consider including policies in the Official Plan that would encourage the provision of more affordable, alternative housing stock such as stacked or back to back townhouses on Greenfield properties.

Stacked townhouses are similar to traditional townhouses but consist of two or three units that are 'stacked'. Front and rear walls are maintained in stacked townhouses and the lower unit typically has rear yard access at or near grade, while units above may have balconies or terraces. Back-to-back townhouses units share rear walls with other units and as a result, there are no backyards. Due to the higher densities / less land required for these types of units, stacked and back-to-back townhouses can provide freehold opportunities at a lower cost - a good alternative to traditional townhouses and apartments.

The Official Plan could include a 'special residential designation' that limits permitted building forms to mid-rise apartments, stacked or back-to-back townhouses and similar medium density development, and/or requires a minimum density of development.

The chart below pulls specific properties from Attachment #1 for discussion. These are existing potential residential development areas (designated residential growth areas as identified in Official Plan Review Residential Paper #4) which are affected by existing constraints on the property. Staff bring this to the Committee's attention because the effect of these constraints is a net reduction in the developable land available on these properties. Because of this reduction, additional lands need to be found and added to the residential supply:

Map Identifier and Address	Description/Constraints	Notes
PR-1	Currently there is a single road access to these lands and Public Works staff have indicated that sewer servicing could be challenging/costly.	The property is generally surrounded by existing residential uses or vacant/rural lands and is in close proximity to Queen Street West. This property may be a good location for a special residential designation to be applied to part of the land to ensure there is a higher density block. This additional density/yield may also help offset any increased costs to service this property. A 1.0 hectare special residential block at 60 units/hectare would increase the unit supply on these lands by 45 units (60 instead of 15 units/ha).
PR-2 (0 Elgin W)	Constraints on this property include potential significant woodlands.	Reduce land supply by 0.61 ha
PR-3 (121 Carrall, 0 Carrall & 0 Long)	Constraints on these properties include potential significant woodlands.	Reduce land supply by 3.8 ha
PR-4 (300 Thomas)	Constraints on these properties include potential significant woodlands and hazard lands.	Reduce land supply by 5.37 ha

Based on the above analysis, the total number of dwelling units required over the planning period is increased from 240 units to 342 units (based on a reduction of 9.78 hectares of PR land x 15 units/hectare, and the addition of a 1.0 ha special residential block).

Potential Development Lands (PD)

Potential Development Lands are lands with no current planning approvals and were not identified in the Official Plan Review Residential Paper. PD includes lands inside the settlement area boundary and designated Residential, and also lands outside the settlement area and designated Agriculture.

The chart below pulls specific properties from Attachment #1 for discussion. The properties identified below are those that staff are recommending be added to the residential supply:

Map Identifier and Address	Description/Constraints	Additional Land Supply (ha or units)
PD-2 (188 Victoria)	Irregularly shaped internal lot surrounded by existing low density residential	0.3 ha
PD-3 (555 Emily)	Potential to contribute comprehensive planning with PD-4, landowner interest and could help address potential issues with lack of water looping in area.	1.03 ha
PD-4 (570 Emily)	Logical to apply Residential designation along with southern half of property (PR-9) already designated Residential, landowner interest and could help address potential issues with lack of water looping in area. Potential significant woodland – EIS submitted concluding that woodland is not significant	2.9 ha
PD-6	Unusual lot configuration may make infill development challenging but property has access to James Street North and could connect to municipal services	1.16 ha
PD-10	Infill lot generally surrounding by existing single detached dwellings	0.89 ha
PD-12 (275 James S)	Site plan or condominium approval not in place however, zoning approved in January of 2019 to permit 24 townhouse units.	24 units
PD-14	Property owned by Perth and Stratford Housing, and located south of existing Perth and Stratford Housing complex to the north and existing single detached dwellings to the west, east and south.	0.32 ha

The only potential lands located outside of the settlement area in the above chart are PD-3 and PD-4. The Town has received requests for redesignation from Agriculture to Residential (and inclusion in the Town's settlement area) from the owners of these properties.

The southern half of the 570 Emily Street lot (PD-4) is located inside the settlement area boundary with a Residential designation, and the northern half is located outside of the settlement area. Bringing the remainder of the 570 Emily Street lot into the settlement area and applying a Residential designation would allow for better design, planning and buildout of these lands as compared to a partially designated property. The property also has access to an existing municipal road and water and sanitary services and servicing this area would address potential issues with lack of water looping in area. The

owner has indicated that, if his remaining lands were redesignated to Residential, he plans to pursue development via a plan of subdivision.

The owner of PD-3 has indicated a desire to develop the property and bringing this property into the settlement area and applying a Residential designation would allow for additional rounding out of this area and if included, would allow for additional land to be comprehensively planned in conjunction with the 570 Emily Street property.

Based on the above analysis, the total number of dwelling units required over the planning period is reduced from 342 units to 219 units (based on the addition of 6.6 hectares of PD land x 15 units/hectare, and the addition of 24 units from PD-12).

PD-13 (433 and 465 Widder) is designated Residential and water and sanitary lines are located partially along the frontage of 433 Widder in close proximity to 465 Widder however, there is only one public road access to this area. Further discussion regarding this property is required.

Potential Residential Intensification on Highway Commercial (HC)

As discussed in a report to Council in August 2018, staff is recommending that the Town include policies in the Official Plan to allow for some mixed-use development in the form of residential apartment units in commercial buildings and low-rise apartment buildings on some properties designated Highway Commercial. Vacant or underutilized properties designated Highway Commercial, mainly along the Queen St., Corridor, have been identified as potential sites for intensification in the land inventory provided as Attachment 1.

Constraints have been identified and removed from the land base, and potential residential unit yields have been calculated based on a site by site review of each property. An estimate of the percentage of land available for intensification was determined based on lot size, configuration and location, and the extent and layout of existing development on each property. Then, a 25 percent building coverage assumption was applied to the amount of land available, and based on an assumption of 90 square metres per dwelling unit, an estimated yield for 3 and 4 storeys of apartment units was provided (see below). A conservative estimate of 25 percent was then used in predicting the percentage of units that would be constructed during the 20 year planning period.

The chart below pulls specific properties from Attachment #1 for discussion. The properties identified below are those that staff are recommending be added to the residential supply through the new highway commercial designation:

Potential Highway Commercial Intensification Sites

Map Identifier	Address	Land Area - ha				ha	Land Area for Residential Intensification at 25% Coverage*	m ²			Number of Storeys	
		Gross	Constraints (natural heritage or hazards)	Net (constraints removed)	% of Net Land Area for Residential Intensification			Apartment Floor Area (3 storeys)	Apartment Floor Area (4 storeys)	Floor area per unit	3	4
HC - 1	385 Queen West	0.53		0.53	25%	0.13	0.03	994	1,325	90	11	15
HC - 2	365 Queen West	0.5		0.50	20%	0.10	0.03	750	1,000	90	8	11
HC - 3	780 Queen East	4.24		4.24	10%	0.42	0.11	3,180	4,240	90	35	47
HC - 4	940 Queen East	3.88		3.88	20%	0.78	0.19	5,820	7,760	90	65	86
HC - 5	895 Queen East	4.5	2.00	2.50	20%	0.50	0.13	3,750	5,000	90	42	56
HC - 6	323 Queen West	0.22		0.22	25%	0.06	0.01	413	550	90	5	6
HC - 7	665 James N	0.42		0.42	100%	0.42	0.11	3,150	4,200	90	35	47
HC - 8	478 Water S	0.53	0.53	0								
TOTALS											201	268

* 35% maximum lot coverage in R5 Zone - 25% used based on review of other low rise projects in Ontario with similar community context as St. Marys

Assuming 25% of potential units will be built in next 20 years

50

67

Based on the above analysis, the total number of dwelling units required over the planning period is further reduced from 219 units to 169 units (based on the addition of at least 50 residential intensification units on Highway Commercial properties).

ANALYSIS

Therefore, a total of 169 units are required to meet the Town's requirements for the 20-year planning period. Based on an assumption of 15 units per hectare, a total of 11.3 hectares of land is required. The Town has identified supply in existing designated growth areas and redevelopment and intensification opportunities. In order to ensure that there is a sufficient supply of land for anticipated population growth, it is necessary to consider lands currently designated Agriculture and outside of the settlement area.

The chart below pulls specific properties from Attachment #1 for discussion. The properties identified below are those that staff are suggesting Council discuss and select portions of to add to the settlement area to provide the remaining lands needed for residential supply.

Map Identifier and Address	Description/Constraints	Net Land Area and Potential Unit Yield
PD-8	Designated Agriculture and located outside settlement area. Sanitary servicing may be a challenge.	<ul style="list-style-type: none"> - 32.0 hectares - @ 15 units/ha = 480 units with potential for additional units with 'special residential' block(s) @ 60 units/ha
PD-9	Designated Agriculture and located outside settlement area. Sanitary servicing may be a challenge.	<ul style="list-style-type: none"> - 14.86 hectares - @ 15 units/ha = 480 units with potential for additional units with 'special residential' block(s) @ 60 units/ha
PD-13	Lands are already designated Residential but not included in the land inventory due to the current Official Plan restriction related to required number of public road accesses and the need to extend services.	<ul style="list-style-type: none"> - 7.83 hectares - @ 15 units/ha = 223 units with potential for additional units with 'special residential' block @ 60 units/ha

Only portions of these areas will be required to provide the additional unit supply required however, additional Greenfield area(s) may provide important opportunities for the provision of a wider range of housing forms and affordability options to current and future residents.

FINANCIAL IMPLICATIONS

None known at this time.

SUMMARY

Staff is seeking direction from Council with respect to the approach undertaken by staff to assess land needs and supply as part of the ongoing Official Plan review. In addition, staff is seeking direction from Council with respect to the selection of additional lands to provide residential supply.

It is recommended that the Town consider the creation of a 'special residential designation' that limits permitted building forms to mid-rise apartments, stacked or back-to-back townhouses and similar medium density development, and/or requires a minimum density of development (e.g. 60 units /

hectare). This designation would be used to identify appropriate locations for higher density development in new mixed use areas.

STRATEGIC PLAN

- ☒ This report is supported by the following priorities and tactics in the Strategic Plan:
- Pillar #6: Housing - There need to be housing options that are affordable, attainable, and even include rentals
 - In order to get the “right demographic mix” for St Marys, it will be essential to ensure housing stock is flexible and attractive for youth, workers, and immigrants, and persons of all abilities.
 - Identify in the Official Plan development areas that would be key growth areas among targeted demographics.
 - Address infrastructure needs to best ensure development capacity.

OTHERS CONSULTED

Jason Silcox, Building Inspector; Jed Kelly, Director, Public Works; Jeff Wolfe, Engineering and Asset Management Specialist; Dave Blake, Environmental Services Supervisor; Richard Anderson, Director, Emergency Services/Fire Chief; Brian Leverton, Fire Prevention Officer.

ATTACHMENTS

- 1) St. Marys Land Inventory
- 2) Existing Water and Sewer Infrastructure in St. Marys

REVIEWED BY

Recommended by the Department

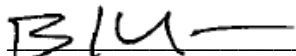


Mark Stone
Planner



Grant Brouwer
Director Building and Planning

Recommended by the CAO



Brent Kittmer
CAO / Clerk

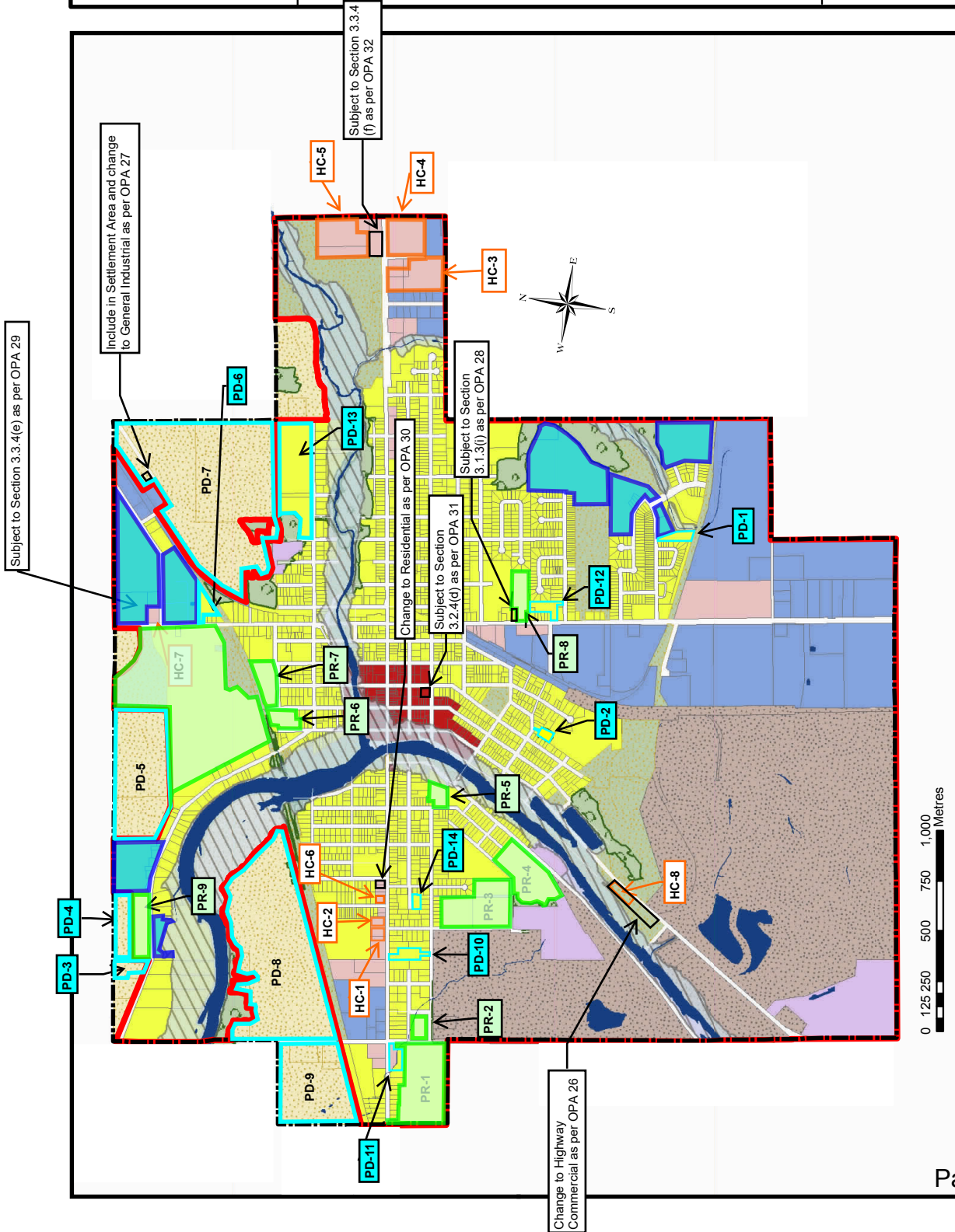
Town of St Marys Official Plan Schedule 'A' Land Use Plan

Designation

- Settlement Area Boundary
- Town Boundary
- Water
- Residential
- ~~Central Commercial~~ Downtown
- Highway Commercial
- General Industrial
- Extractive Industrial
- Environmental Constraint
- Recreational
- Flood Plain
- Natural Heritage
- ~~Agriculture~~ Rural



October 2007



HC - Potential Residential Intensification on
Lands Designated Highway Commercial

PD - Potential Development Lands (not
included in inventory in Residential Discussion
Paper)

Registered Plan of Subdivision on
Lands Designated Residential

PR - Potential Residential Development
Lands (included in inventory in Residential
Discussion Paper)

LOCATION		OFFICIAL PLAN		LAND AREA (ha)			Comments / Notes
Map Identifier	Address	Current Designation	Located in Settlement Area	Gross	Constraints	Net (Constraints Removed)	
PD-1	120 Southvale	Residential	✓	0.76	0.76 HAZ	0	<ul style="list-style-type: none"> Town owned land (Southvale Park) Potential hazard constraints?
PD-2	188 Victoria	Residential	✓	0.3		0.3	<ul style="list-style-type: none"> Surrounded by single detached dwellings Irregularly shaped internal lot with potential laneway access between two existing single detached dwelling lots
PD-3	555 Emily	Agriculture		1.03			<ul style="list-style-type: none"> Landowner interest Potential to contribute to land assembly if PD-4 is added Water and sanitary services available Would help address potential issues with lack of water looping in area
PD-4	570 Emily	Agriculture		2.9			<ul style="list-style-type: none"> Water and sanitary services available Would help address potential issues with lack of water looping in area Logical to apply Residential designation along with southern half of property (PR-9) already designated Residential
PD-5		Agriculture		18.1			<ul style="list-style-type: none"> Designating these lands would leapfrog over lands that are currently designated Residential and comprise initial phases of development in Thames Crest that will occur over a number of years
PD-6	349 James N	Residential	✓	1.16			<ul style="list-style-type: none"> Irregular lot configuration may make infill development challenging but property has access to James Street North and could connect to municipal services
PD-7	90 & 95 Carling, 465 Widder, 223 James N, 175 Huron N	Agriculture		50.12			<ul style="list-style-type: none"> Significant landholding located outside of settlement area Extension of water and sanitary sewer services would be required
PD-8	169 Ingersoll	Agriculture		56.01	24.0 HAZ + PWL	32.0	<ul style="list-style-type: none"> Sanitary sewer servicing may have challenges
PD-9		Agriculture		15.36	0.5 - HAZ	14.86	<ul style="list-style-type: none"> Sanitary sewer servicing may have challenges
PD-10		Residential	✓	0.89			<ul style="list-style-type: none"> Water and sanitary services available irregular infill lot with no known constraints Generally surrounded by existing single detached dwellings Existing commercial garage abutting to the north along Queen St. Frontage onto Elgin St. W and Queen St. W

Legend: Potential Significant Woodland (PWL)
Flood or Erosion Hazard (HAZ)

LOCATION		OFFICIAL PLAN		LAND AREA (ha)			Comments / Notes
Map Identifier	Address	Current Designation	Located in Settlement Area	Gross	Constraints	Net (Constraints Removed)	
PD-11	556 Queen W	Highway Commercial & Residential	✓	1.02	0.71 HAZ + PWL	0.14 Highway Commercial & 0.17 Residential	<ul style="list-style-type: none"> Water and sanitary services available Municipal drain through lands – major constraint
PD-12	275 James S	Residential	✓	0.87		0.87	<ul style="list-style-type: none"> Zoning approved for 24 condominium townhouses. Site plan approval pending.
PD-13	433 and 465 Widder	Residential	✓	9.62	1.79 PWL + HAZ	7.83	<ul style="list-style-type: none"> Currently no 2nd road access to area Water and sanitary lines partially along frontage of 433 Widder and in close proximity to 465 Widder
PD-14	0 Jones Street W	Residential	✓	0.32		0.32	<ul style="list-style-type: none"> Owned by Perth and Stratford Housing and located south of existing Perth and Stratford Housing complex at 329 Jones West Water and sanitary services available Surrounded by existing single detached lots to the west, east and south
PR-1		Residential	✓	9.33			<ul style="list-style-type: none"> Sewer servicing will be costly Single existing public road access in north west corner on Queen St. W. - emergency access could come from Elgin
PR-2	0 Elgin W	Residential	✓	1.2	0.61 - PWL	0.59	<ul style="list-style-type: none"> Drain issues Road extension needed
PR-3	121 Carrall, 0 Carrall & 0 Long	Residential	✓	6.62	3.8 - PWL	2.82	<ul style="list-style-type: none"> Water extension from Elgin would be required
PR-4	300 Thomas	Residential	✓	6.06	5.37 PWL + HAZ	0.69	
PR-5	89 Ontario S	Residential	✓	1.45	0.77 - HAZ	0.68	
PR-6	151 Water N	Residential	✓	1.28			<ul style="list-style-type: none"> Water and sanitary services available Applications submitted for seniors apartment complex
PR-7	187 Wellington N	Residential	✓	2.05			<ul style="list-style-type: none"> Brownfield property
PR-8	221 James S	Residential	✓	1.9			<ul style="list-style-type: none"> Water and sanitary services available
PR-9	? Emily	Residential	✓	5.85			
HC-1	385 Queen W	Highway Commercial	✓	0.53			<ul style="list-style-type: none"> Water and sanitary services available
HC-2	365 Queen W	Highway Commercial	✓	0.5			<ul style="list-style-type: none"> Water and sanitary services available
HC-3	780 Queen E	Highway Commercial	✓	4.24			<ul style="list-style-type: none"> Water and sanitary services available

LOCATION		OFFICIAL PLAN		LAND AREA (ha)			Comments / Notes
Map Identifier	Address	Current Designation	Located in Settlement Area	Gross	Constraints	Net (Constraints Removed)	
HC-4	940 Queen E	Highway Commercial	✓	3.88			<ul style="list-style-type: none"> Water and sanitary services available
HC-5	855 Queen E	Highway Commercial	✓	4.5	2.0 - HAZ	2.5	<ul style="list-style-type: none"> Sewer drains to existing lift station and may need upgrades
HC-6	323 Queen W	Highway Commercial	✓	0.22			<ul style="list-style-type: none"> Water and sanitary services available
HC-7	665 James N	Highway Commercial	✓	0.42			<ul style="list-style-type: none"> Water and sanitary services available but services at property line not sized to accommodate higher densities – services would need to be upsized from property line to water and sanitary mains.
HC-8	478 Water S	Highway Commercial	✓	0.53	0.53 HAZ	0	

