



INTENSIFICATION STRATEGY

June 2021





INTENSIFICATION STRATEGY

TOWNSHIP OF SPRINGWATER

FINAL REPORT (VER 3.0)

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WSP

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TABLE OF CONTENTS

1	INTRODUCTION	1
1.1	Purpose	1
1.2	Strategy Goals & Objectives	1
1.3	Strategy Process	2
2	BACKGROUND	4
2.1	Study Area	4
2.2	Planning Policy Review	6
2.3	2018 Growth Management Strategy Overview	13
2.4	Supply Update Methodology	18
2.5	Application of Intensification Target	20
3	INTENSIFICATION STRATEGY	21
3.1	Updated Baseline Supply	21
3.2	Assessment of Options	25
3.3	Recommended Intensification Option	28
4	IMPLEMENTATION OF THE STRATEGY	33
4.1	Land Use Policies	33
4.2	Built Form Requirements	40
4.3	Other Policy, Regulation & Guidelines Recommendations	43
5	CONCLUSIONS & NEXT STEPS	45
	KEY TERMS	48



EXHIBITS

EXHIBIT 1: TOWNSHIP OF SPRINGWATER SETTLEMENT AREA OVERVIEW5

EXHIBIT 2: PROJECTED DWELLING UNIT DEMAND (2016 – 2031) 13

EXHIBIT 3: 2018 GMS ESTIMATED RESIDENTIAL DWELLING UNIT SUPPLY
WITHIN DELINEATED & UNDELINEATED BUILT-UP AREAS..... 14

EXHIBIT 4: PROJECTED DWELLING UNIT DEMAND (2016 – 2031) 16

EXHIBIT 5: RECOMMENDED SETTLEMENT AREA HIERARCHY 18

EXHIBIT 6: RESIDENTIAL SUPPLY WITHIN THE DELINEATED BUILT-UP AREA
- 2018..... 22

EXHIBIT 7: RESIDENTIAL SUPPLY WITHIN THE DELINEATED BUILT-UP AREA
- 2020..... 22

EXHIBIT 8: RESIDENTIAL SUPPLY WITHIN THE UNDELINEATED BUILT-UP
AREA - 2018..... 23

EXHIBIT 9: RESIDENTIAL SUPPLY WITHIN THE UNDELINEATED BUILT-UP
AREA - 2020..... 24

EXHIBIT 10. MAP OF THE BAYFIELD CORRIDOR STUDY AREA & THE
MIDHURST DELINEATED BUILT-UP AREA & SETTLEMENT AREA..... 26

EXHIBIT 11. MIDHURST & ELMVALE SETTLEMENT AREA & BUILT-UP AREA
SUMMARY COMPARISON..... 27

EXHIBIT 12: BAYFIELD STREET CORRIDOR SUPPLY VS DEMAND SUMMARY
..... 29

EXHIBIT 13: PROJECTED DEMAND VS POTENTIAL BAYFIELD CORRIDOR
SUPPLY WITHIN DELINEATED BUILT-UP AREA..... 30

EXHIBIT 14. SCHEDULE A OF THE MIDHURST SECONDARY PLAN 38



APPENDICES

Appendix A – Baseline Supply Maps

**Appendix B – Estimated supply maps for the Bayfield Street
Corridor Concept Bayfield Corridor Study**

EXECUTIVE SUMMARY

This Intensification Strategy updates the residential Intensification supply and analysis initially prepared for the 2018 Growth Management Strategy (GMS) in support of the Official Plan Review. The updated work affirms that the 2018 GMS conclusion remains valid and that Springwater has sufficient intensification supply to meet its intensification target of 15% under the County of Simcoe Official Plan (to 2031).

The Strategy also acknowledges that most of this current supply is located in undelineated built-up areas\ Rural Settlements which is largely anticipated to be developed in a low-density form. This is an important consideration given recent changes to the Provincial Growth Plan and emerging updates at the County level which will allocate forecasted growth, including an updated intensification target focused on delineated built boundaries for Springwater to the 2051 horizon.

The 2018 GMS recommended an investigation into whether there may be additional residential development potential in the delineated built-up areas of Midhurst and Elmvale. As a result of that recommendation, this Intensification Strategy undertakes a high-level review of these settlement areas and concludes that the Midhurst Settlement Area represents the logical location to study for additional intensification opportunities, particularly within the Bayfield Corridor.

Scenario modelling for the Intensification Strategy was coordinated with the Bayfield Corridor Study, which confirmed there is significant potential for medium to high density intensification in this area. The estimated level of development potential in this area represents approximately 1,594 dwelling units, which would provide sufficient supply to satisfy the Township's current minimum intensification target of 15% entirely within the delineated built-up area. Based on the 2018 GMS, the minimum intensification target is estimated to translate to approximately 777 dwelling units.

This Intensification Strategy provides of the following implementation recommendations that are broadly focused on increasing the number of residential units within the delineated built-up areas, in a manner compatible with the established communities.

- Identify the Bayfield corridor in Midhurst as the primary focal point for intensification within the Township;
- Establish policies that encourage and facilitate gentle intensification through the redevelopment of existing low-density properties;

- Update the Official Plan and Zoning By-law to permit Additional Dwelling Units within single-detached, semi-detached and townhouse dwellings and accessory buildings as of right in accordance with the Planning Act;
- Increase or eliminate the 15% cap on semi-detached or duplex dwellings permitted in a plan of subdivision within the Urban Residential designation;
- Establish policies to provide a framework for the division of Estate Residential lots subject to appropriate servicing;
- Update the policies of the Midhurst Transitional Residential designation to permit a greater variety of housing types than single-detached dwellings only;
- Provide clear direction for the development of townhouse and multiplex dwellings within the Midhurst Low Density Residential designation to help streamline site plan approval;
- Update the Zoning By-law to establish regulations for the type of development contemplated by the Midhurst Secondary Plan residential land use designations;
- Eliminate language that suggests that there are negative impacts from converted dwellings and multiple unit dwellings such as triplexes, fourplexes, townhouses, low rise apartment buildings and senior citizen multiple dwellings, that require mitigation when adjacent to other residential uses;
- Eliminate requirements for buffer strips, landscaping or screening for higher density development or clarify the elements of development these measures are intended to mitigate against. For example, screening of waste collection areas and buffers surrounding parking lots;
- Study opportunities to provide incentives for intensification such as Development Charge exception areas, reduced tax rates for multiple unit residential property classes;
- Update the zoning by-law to lot standards for higher density housing types such as semi-detached dwellings and townhouses are achievable within the lot fabric of areas to which the zone applies.

This includes updates to the Township's Settlement Area Hierarchy, by introducing a new intermediate settlement area category to complement the existing major and minor categories. It also recommends that the County's next MCR consider identifying the Bayfield Corridor as a Strategic Growth Area.

1 INTRODUCTION

1.1 PURPOSE

The primary purpose of the Intensification Strategy is to confirm residential intensification opportunities to meet the requirements of the County of Simcoe Official Plan. The secondary purpose of the Strategy is to identify additional residential intensification opportunities to inform the Township and the County in their consideration of future growth as part of the County's Municipal Comprehensive Review. This analysis updated the residential intensification supply from the Township's 2018 Growth Management Strategy.

The Intensification Strategy provides the Township with a guide to accommodate residential intensification, based on the intensification target and policy requirements identified in the County Official Plan. The areas that have been considered include lands within the delineated built-up areas of Midhurst and Elmvale.

To address the secondary purpose, the Strategy investigates additional redevelopment potential in the Township's two delineated built-up areas of Midhurst and Elmvale, including the key Bayfield Street Corridor within Midhurst.

The recommendations of the Intensification Strategy will address:

- 1) Actions necessary to meet the Township's policy priorities with respect to intensification in general as well as achieving requirements set out in the County of Simcoe Official Plan. These recommendations will be considered for inclusion as policy in the updated Township Official Plan; and,
- 2) Relevant background information intended to inform Springwater and the County as the Municipal Comprehensive Review is undertaken and updated intensification requirements for the Township are generated.

1.2 STRATEGY GOALS & OBJECTIVES

The Goal of the Intensification Strategy is to provide a plan to achieve the intensification targets set out in the County Official Plan by 2031. This will help accommodate forecasted growth within the Township without requiring the costly expansion of infrastructure such as water and wastewater facilities, new roads or utilities.

The primary objectives of the strategy are:

1. Identify strategic growth areas, as defined in the Growth Plan, to support achievement of the intensification target and recognize these areas as a key focus for development;
2. Investigate the ability of the Township to appropriately service and facilitate development of strategic growth areas;
3. Support opportunities for intensification and redevelopment in Settlement Areas in general;
4. Determine general principles and concepts for massing and urban design within intensification areas;
5. Consider the implementation of measures through policies, regulations and guidelines; and
6. Assist with community engagement to better understand the shift to a more compact built form and a more diverse range and mix of housing options resulting from achieving higher rates of intensification.

The delineated built-up areas within Midhurst and Elmvale are the focus of the Intensification Strategy. These areas, including a significant portion of the Bayfield Corridor within Midhurst, are subject to the 15% intensification target as set out in the County Official Plan (see Section 2.5 for details). The Intensification Strategy also offers recommendations to the Township regarding their interface with the County Municipal Comprehensive Review Process.

1.3 STRATEGY PROCESS

The Intensification Strategy was initiated with a background information review that included an overview of:

- The geographies relevant to the Strategy;
- Relevant findings from the 2018 Growth Management Strategy (GMS);
- Relevant policy framework changes that have occurred since the 2018 GMS was undertaken; and,
- How to interpret the Township's intensification target.

Following the background information review, the preparation of the Strategy was undertaken in two phases. The first phase involved updating the baseline residential intensification supply, which is limited to vacant sites and those already under development application. The baseline supply was then evaluated against the Township's intensification requirements, as set out in the County of Simcoe Official Plan, for adequacy.

The second phase of the Strategy involved reviewing the delineated built-up area for development opportunities beyond that identified in the baseline supply, i.e. considering the redevelopment and/or infill potential of sites that have already been developed. A scenario was then developed based on known information regarding upcoming changes that the County will be considering as part of their Municipal Comprehensive Review process. It is important to note that this scenario and analysis was undertaken for preliminary information only, as other inputs and factors will affect the specific new intensification requirements that the County will eventually apply to Springwater.

The final component of the Strategy addresses implementation, including recommendations intended to be considered for inclusion as policy in the updated Township Official Plan as well as action items intended to assist the Township in adapting to emerging intensification issues and requirements.

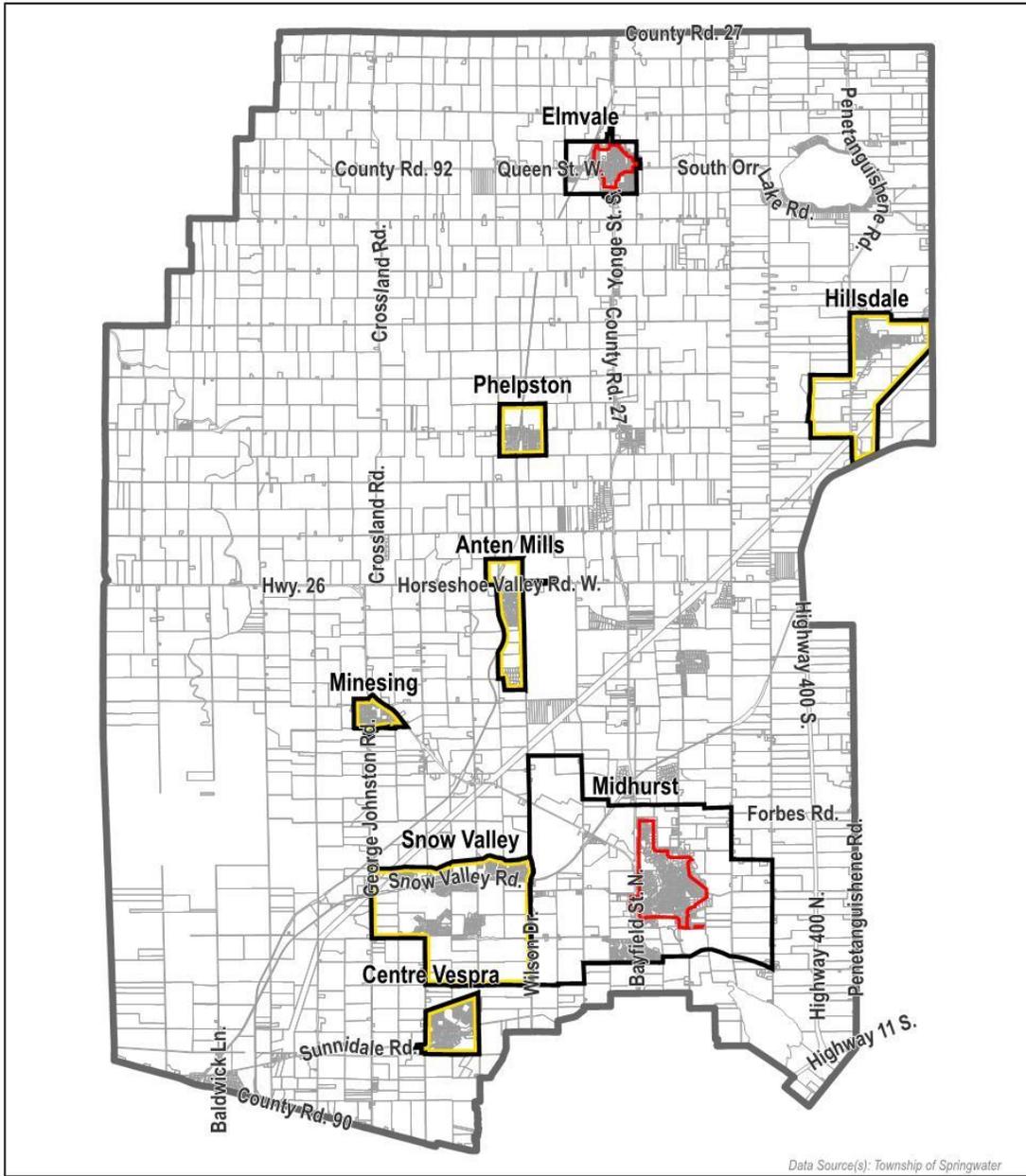
2 BACKGROUND

2.1 STUDY AREA

The Township of Springwater is centrally located in Simcoe County, approximately 100 km north of Toronto, and adjacent to the City of Barrie at the south and Town of Wasaga Beach at the north. The Township had a population of 19,056 (2016 census) over a land area of approximately 536 km². The Township includes two urban settlements consisting of Elmvale and Midhurst and six rural settlements consisting of Anten Mills, Centre Vespra, Hillsdale, Minesing, Phelpsston, and Snow Valley.

The Intensification Strategy focuses on the built-up area of the Township and the delineated built-up area in particular as illustrated in Exhibit 1. Exhibit 1 below provides an overview of these areas within the Township.

Exhibit 1: Township of Springwater Settlement Area Overview



Data Source(s): Township of Springwater

Township of Springwater

Legend

-  Municipal Boundary
-  Delineated Built-up Area
-  Settlement Area Boundary
-  Undelineated Built-up Area/Rural Settlements
-  Parcels



2.2 PLANNING POLICY REVIEW

As noted previously, this Intensification Strategy is to help guide the development of the Township's Official Plan. Planning at the Official Plan level is undertaken within a framework established by the Province through the *Planning Act*. As part of this framework, the Province has established policies that apply either to the entire province (e.g. the Provincial Policy Statement), or specific regions within the province (e.g., the Growth Plan for the Greater Golden Horseshoe). The *Planning Act* directs that planning decisions must be consistent with the Provincial Policy Statement and conform with any applicable Provincial Plans.

In cases where there is an upper-tier municipality, such as the County of Simcoe, Provincial policy is implemented through the County-wide policies of the County of Simcoe Official Plan ("County Official Plan"). The County Official Plan is then implemented at the local level through the Official Plans of the lower tier municipalities, such as the Township of Springwater. All lower-tier Official Plans must conform with the County Official Plan.

This section provides an overview of how each policy document applicable to the Township of Springwater addresses intensification.

2.2.1 THE PROVINCIAL POLICY STATEMENT (2020)

The *Provincial Policy Statement, 2020* (PPS) is issued under the authority of Section 3 of the *Planning Act* and provides direction on key Provincial interests related to land use planning and development in Ontario. The Township's Official Plan and subsequent land use planning decisions "shall be consistent with" the PPS.

One of the key themes of the PPS is managing and directing land use to achieve efficient and resilient development and land use patterns. Section 1.1.1 of the PPS states:

- "Healthy, liveable and safe communities are sustained by:
- (a) promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term; and ...

- (e) promoting the integration of land use planning, growth management, transit-supportive development, intensification and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs;”

To help achieve this, Section 1.1.2 of the PPS directs that sufficient land shall be made available within settlement areas through intensification and redevelopment and, if necessary, designated growth areas to accommodate an appropriate range and mix of land uses to meet projected needs for a time horizon of up to 25 years.

“Intensification” is defined by the PPS 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.”

For consistency with the PPS, municipal official plans should therefore include policies that permit intensification within existing built-up areas. This helps accommodate new population growth without requiring the expansion of linear infrastructure such as roads, sewers, stormwater, drains, etc. It also helps improve the efficient delivery of services such as garbage collection, emergency services, or mail delivery.

Section 1.1.3 of the PPS provides policies specific to planning within Settlement Areas. Section 1.1.3.2 directs that land use patterns shall be based on densities and a mix of land uses which:

- a) efficiently use land and resources;
- b) are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion;

- c) minimize negative impacts to air quality and climate change, and promote energy efficiency;
- d) prepare for the impacts of a changing climate;
- e) support active transportation;
- f) are transit-supportive, where transit is planned, exists or may be developed; and
- g) are freight-supportive.

Section 1.1.3.3 directs planning authorities to, “identify appropriate locations and promote opportunities for transit-supportive development, accommodating a significant supply and range of housing options through intensification and redevelopment where this can be accommodated taking into account existing building stock or areas, including brownfield sites, and the availability of suitable existing or planned infrastructure and public service facilities required to accommodate projected needs.”

This Intensification Strategy identifies areas of the Township that are appropriate for transit-supportive development, such as the Bayfield Street Corridor. It also discusses the range of housing options that may be made available through intensification throughout the Township.

The PPS also directs that planning authorities establish intensification targets, however for the Township of Springwater, those targets have already been established by the County of Simcoe as directed by the Growth Plan for the Greater Golden Horseshoe as will be discussed later.

2.2.2 A PLACE TO GROW: GROWTH PLAN FOR THE GREATER GOLDEN HORSESHOE, AS AMENDED (2019)

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (the ‘Growth Plan’), as amended in 2020, is to be read in conjunction with the PPS. It takes precedence over the policies of the PPS to the extent of any conflict, except where the relevant legislation provides otherwise. Where the policies of the Growth Plan and PPS address the same, similar, related, or overlapping matters, applying the more specific policies of the Growth Plan satisfies the more general requirements of the PPS.

The Growth Plan identifies, and provides policies for, Urban Growth Centres, Built-up Areas (including, Delineated Built-up Areas), Designated Greenfield Areas, and Future Transportation Corridors. Growth Plan Schedule 2 – A Place to Grow Concept identified portions of Midhurst and Elmvalle as built-up area, with the remainder of those Settlement Areas identified as

designated greenfield areas. These boundaries are more precisely delineated in the County of Simcoe Official Plan and the Township Official Plan.

Built-up areas, with their existing development and supporting infrastructure and services, are the primary focus for this Strategy. Section 2.2.1 of the Growth Plan requires municipalities to direct the vast majority of growth to settlement areas with built-up areas, to focus growth in the built-up areas, including strategic growth areas, and to limit growth in rural settlements and areas that are not serviced by existing or planned infrastructure or services.

Previous versions of the Growth Plan provided mapping of delineated built-up areas which were directed to accommodate the majority of growth. The previous Growth Plan also included policies that permitted some development to be directed to undelineated built-up areas, identified by upper-tier or local planning authorities.. The intensification targets of the previous Growth Plan were applied to both the delineated built-up area and the undelineated built-up areas.

The current Simcoe County Official Plan is based on the framework of the previous Growth Plan and considers both categories to count towards intensification targets. The current Growth Plan, however, only considers the delineated built-up area as contributing to intensification targets. Once the current Growth Plan is implemented through the County MCR, the applicable intensification target can only be achieved through development within the delineated built-up area, to the exclusion of the undelineated built-up areas.

While this Strategy considers both the delineated built-up area and the undelineated built-up area with respect to conformity with current County Official Plan intensification requirements, it also considers the implications of emerging requirements which are focused on the delineated built-up area.

2.2.2.1 *GUIDING PRINCIPLES*

The Guiding Principles of the Growth Plan, as set out in Section 1.2.1, are generally geared towards minimizing the amount of land required to accommodate forecasted population and employment growth within the region. These include:

- Support the achievement of complete communities that are designed to support healthy and active living and meet people’s needs for daily living throughout an entire lifetime.
- Prioritize intensification and higher densities in strategic growth areas to make efficient use of land and infrastructure and support transit viability.

- Support a range and mix of housing options, including second units and affordable housing, to serve all sizes, incomes, and ages of households.
- Provide for different approaches to manage growth that recognize the diversity of communities in the GGH [Greater Golden Horseshoe].
- Support and enhance the long-term viability and productivity of agriculture by protecting prime agricultural areas and the agri-food network.

The Growth Plan defines “Complete Communities” as:

Places such as mixed-use neighbourhoods or other areas within cities, towns, and settlement areas that offer and support opportunities for people of all ages and abilities to conveniently access most of the necessities for daily living, including an appropriate mix of jobs, local stores, and services, a full range of housing, transportation options and public service facilities. Complete communities are age-friendly and may take different shapes and forms appropriate to their contexts.

An important part of the Official Plan review process is determining whether there is an appropriate mix of land uses and if there are opportunities to facilitate the development of land uses that are currently missing from that mix. Often these new land uses include different housing options, like townhouses commercial buildings with apartments above, or seniors rental apartments. In built-up areas, like Midhurst, this kind of redevelopment requires intensification through the replacement of existing buildings, or infill development on vacant lots.

2.2.2.2 MINIMUM INTENSIFICATION TARGETS

Section 2.2.2 of the Growth Plan provides policies related to built-up areas including minimum intensification targets. It directs that certain upper- and single-tier municipalities, including the County of Simcoe, will, through the next municipal comprehensive review, each establish the minimum percentage of all residential development to occur annually within the delineated built-up area, based on achieving or exceeding the minimum intensification target contained in the applicable upper- or single-tier official plan.

Two important factors must be highlighted with respect to the minimum intensification target applicable to the Township of Springwater:

- 1) Whereas the Growth Plan establishes a default minimum target, it also allows the Province to approve a municipality-specific alternative target, subject to special criteria. The target established for Springwater in the current Simcoe County Official Plan is a provincially approved alternative target to 2031. Background regarding the approval and establishment of this existing target was addressed in the 2018 GMS (See Section 2.3).
- 2) As highlighted earlier in this Section, the current Growth Plan recategorized the portion of the built-up area that had not been delineated by the Province thereby removing them from the definition of built-up area. As a result, those “undelineated lands” will no longer be eligible to be applied to count toward the Township’s minimum intensification target.

These two factors are both conformity issues that will be addressed as part of the County’s ongoing MCR process. Until that process is completed, the alternative minimum intensification target and definition of built-up area will continue to apply.

Under Section 5.2.5.9 of the current Growth Plan, the alternative targets approved by the Minister will continue to apply until the next County MCR. The County may then propose a new alternative and the Minister may approve that new alternative or allow the previously-approved alternative to continue to apply. Given that the existing alternative target is to 2031 and the new Growth Plan establishes a planning horizon, including growth forecasts to 2051, it would be appropriate for the County to request a new intensification target through the MCR.

2.2.2.3 *INTENSIFICATION STRATEGY*

Section 2.2.2.3 of the Growth Plan directs that all municipalities will develop a strategy to achieve the minimum intensification target and intensification throughout delineated built-up areas. The strategy is required to:

- a) identify strategic growth areas to support achievement of the intensification target and recognize them as a key focus for development;
- b) identify the appropriate type and scale of development in strategic growth areas and transition of built form to adjacent areas;
- c) encourage intensification generally throughout the delineated built-up area;
- d) ensure lands are zoned and development is designed in a manner that supports the achievement of complete communities;

- e) prioritize planning and investment in infrastructure and public service facilities that will support intensification; and
- f) be implemented through official plan policies and designations, updated zoning and other supporting documents.

This Intensification Strategy is meant to achieve each of the above points as part of the Township's Official Plan update. Subsequent sections of the Strategy address each of these points in detail.

2.2.2.4 THE SIMCOE SUB-AREA

While the Growth Plan is intended to be read as a whole, and all policies are applicable to all municipalities within the Greater Golden Horseshoe, Section 6 of the Growth Plan applies specifically to the County of Simcoe and its local municipalities as well as the cities of Barrie and Orillia. As with the policies for the rest of the Greater Golden Horseshoe, the policies for the Simcoe Sub-area direct the majority of growth to established settlement areas.

Schedule 7 of the Growth Plan has been deleted from the current Growth Plan. Prior to the 2017 Growth Plan, this schedule contained population and employment forecasts for Simcoe County and its constituent lower-tier municipalities, including the Township of Springwater. These forecasts are reflected in the current Simcoe County and Township Official Plan's. In-line with Section 6.2 of the current Growth Plan, the County will be allocating new County-wide population and employment forecasts to the 2051 horizon for the lower-tier municipalities, including the Township of Springwater, as part of their MCR. The new forecasts will replace the current 2031 horizon forecasts contained in the County and Township Plans.

Schedule 8 of the Growth Plan specifically identifies "Primary Settlement Areas" within the Simcoe Sub-area which are required by Section 6.3 to accommodate a "significant" portion of growth within the Sub-area to the year 2031. The Township of Springwater has not been identified as having a "Primary Settlement Area", however the general policies of the Growth Plan continue to apply to Settlement Areas within the Township.

Section 6.5.3 states that the Minister has identified alternative minimum intensification and density targets for lower-tier municipalities within the Simcoe Sub-area. These targets will be updated through the County of Simcoe MCR before being applied to the Township Official Plan.

2.3 2018 GROWTH MANAGEMENT STRATEGY OVERVIEW

In 2018, WSP developed a Growth Management Strategy (GMS) as part of the Township’s Official Plan Review process. The purpose of the 2018 GMS was to develop a long-term plan to manage growth in the municipality, and to determine if there was sufficient land supply to meet forecasted growth demands to 2031. In addition, the 2018 GMS provided direction for future growth, policy recommendations and potential next steps for the Township to consider. This section provides a summary overview of the key outcomes of the 2018 GMS as they relate to this Intensification Strategy.

2.3.1 PROJECTED DWELLING UNIT DEMAND (2016 – 2031)

Projected dwelling unit demand in Springwater’s Settlement Areas was calculated as part of the 2018 GMS to understand how many potential dwelling units would need to be accommodated within the Township by 2031. The projections were based on Census, Township parcel and development application information available at the time the 2018 GMS was completed. Projection results are summarized in Exhibit 2, identifying the number of additional dwelling units projected to be needed to accommodate the Settlement Area Population Forecast allocated to Springwater under the County Official. Low density includes single and semi-detached homes, medium density includes townhomes and high density includes apartments.

Exhibit 2: Projected Dwelling Unit Demand (2016 – 2031)

Unit Type	Settlement Area Total
Low Density	5,410
Medium Density	180
High Density	120
Total	5,710

This analysis identified that 5,710 additional dwelling units were projected to be required between 2016 and 2031, the vast majority of which would be of a low-density nature.

2.3.2 ESTIMATED RESIDENTIAL DWELLING UNIT SUPPLY

The 2018 GMS included a land inventory upon which an initial intensification land supply analysis was undertaken. This analysis assessed whether the Township likely had sufficient development potential in the built-up area to accommodate projected demand and achieve the Township’s alternative minimum intensification target between 2016 and 2031. Note that, consistent with the Simcoe County Official Plan, the built-up area includes both the delineated and undelineated built-up area.

The analysis organized the estimated residential intensification dwelling unit supply into three categories: Draft Approved, proposed supply and uncommitted (vacant) lands. The Draft Approved category consisted of parcels with a development proposal that had progressed to at least a Draft Approved development application stage. Parcels with a development proposal that had not yet achieved a Draft Approval were categorized as Proposed Supply. Parcels which were vacant and did not have any development applications submitted for them yet were categorized as vacant.

The estimated dwelling unit yield for parcels in the vacant category were generated based on Official Plan land use policies and general zoning provisions, servicing capacity assumptions for the applicable Settlement Area and direct input from Township staff. The results of the analysis are summarized in Exhibit 3, showing the estimated dwelling unit supply potential in each category and by Settlement Area. Shaded rows represent undelineated built-up areas whereas unshaded rows represent delineated built-up areas.

Exhibit 3: 2018 GMS Estimated Residential Dwelling Unit Supply within Delineated & Undelineated Built-Up Areas

Settlement Area	Delineated Built-up Area and Undelineated Built-up Area (Shaded)			
	Approved	Proposed	Uncommitted	Sub-Total
Anten Mills	81	11	20	112
Centre Vespra	684		69	753
Elmvale	12	24	12	48
Hillsdale	15	351	243	609
Midhurst			24	24

Settlement Area	Delineated Built-up Area and Undelineated Built-up Area (Shaded)			
	Approved	Proposed	Uncommitted	Sub-Total
Minesing			1	1
Phelpston			23	23
Snow Valley	18	87	155	260
Total – Delineated + Undelineated Built-up Area	810	473	548	1,831
Total – Delineated Built-up Area Only	12	24	36	72

This analysis indicated a total dwelling unit supply in the delineated and undelineated built-up areas of 1,831 units; however, only 72 units were in the delineated built-up area. The 2018 GMS (1,831 dwelling units of capacity) within the Township’s delineated and undelineated built-up areas. Approximately 44% of the unit supply had reached at least a draft approval stage in the development approvals process. Approximately 25% of the unit supply had a development proposed but not yet approved. Approximately 30% of the unit supply was estimated on vacant lands with no development proposals applicable to them. The areas with the greatest quantity of supply were in Centre Vespra, Hillsdale and Snow Valley.

2.3.3 MINIMUM INTENSIFICATION TARGET

The Simcoe County Official Plan identifies a Provincially-approved Growth Plan alternative minimum intensification target for the Township of Springwater of 15%. This means that 15% of all dwelling units projected to be needed to accommodate Springwater’s Settlement Area population will need to be built in the built-up areas. The results of this analysis showing the total number of dwelling units projected to be needed in the Township’s settlement areas between 2016 and 2031 and the minimum number that would need to be accommodated in the built-up area between to achieve the target are provided in Exhibit 4.

Exhibit 4: Projected Dwelling Unit Demand (2016 – 2031)

Unit Type	Settlement Area Total	Built-up Area
Low Density	5,410	810
Medium Density	180	30
High Density	120	20
Total	5,710	860

This analysis indicates that a minimum of 860 dwelling units would need to be accommodated in the built-up area between 2016 and 2031 to achieve the minimum target. The vast majority were projected to be of a low-density character.

2.3.4 INTENSIFICATION POTENTIAL ON MIXED-USE SITES

As an outcome of the 2018 GMS, it was determined that mixed-use designated sites were the only non-residential lands that could accommodate residential supply. Residential supply estimates on mixed-use sites were not developed as part of the 2018 GMS but have been included in the intensification option presented in section 5.4 of this Strategy.

2.3.5 INTENSIFICATION CONCLUSIONS & RECOMMENDATIONS

The 2018 GMS concluded that there was ample intensification dwelling unit supply under current Simcoe County Official Plan, and then Growth Plan requirements. However, it was noted that this was virtually entirely reliant on development potential in the undelineated built-up area and highly concentrated in demand for low-density dwellings.

Notably, the 2018 GMS also identified that Midhurst and Elmvale had significant overall settlement area development potential with respect to achieving more complete communities. This was due to their large residential supply on uncommitted greenfield lands, the availability of municipal servicing and both being settlement areas with delineated built-up areas. Furthermore, a number of commercial sites were identified as having potential to be infilled or redeveloped for residential mixed-use purposes however it was noted that more detailed investigation and modelling would be needed to assess the number and type of dwelling units that they might accommodate and the likelihood or timing of possible development.

The 2018 GMS also recommended that the Township explore avenues to increase its housing unit mix within the delineated built-up areas to assist in achieving more complete communities and broader Growth Plan policy objectives. While the projected dwelling unit demand indicated a strong market preference for low density housing, this was strongly influenced by the lack of medium and higher density housing in Springwater up to that point in time. More specifically, it was recommended that the Township should explore options such as infill, redevelopment and secondary suites to achieve a greater housing mix potentially allowing medium density housing forms to accommodate traditional demand for low density housing and to diversify into higher density forms to enable smaller and single-person households to be accommodated in Springwater.

It was also noted in the 2018 GMS that the Province had initiated work to update the Growth Plan and was considering excluding development in the undelineated built-up area from counting toward achieving the minimum intensification target as part of that process. As a result, the 2018 GMS recommended that more detailed investigation and modelling would be prudent to explore the degree to which additional dwelling unit growth could be accommodated in the delineated built-up area should that change be implemented in the Growth Plan.

Lastly with respect to intensification, the 2018 GMS recommended a Settlement Area Hierarchy to help inform policy decisions, which organized the Township's eight settlement areas into major, intermediate or minor categories. Major settlement areas present the most potential for future growth, while intermediate and minor settlement areas are suited for more limited growth. Section 6.2 of the 2018 GMS provides additional details related to the recommended Settlement Area Hierarchy. Exhibit 5 below provides an overview of the Settlement Area Hierarchy.

Exhibit 5: Recommended Settlement Area Hierarchy

Settlement Area Hierarchy	Settlement Area
Major	Midhurst
	Elmvale
	Hillsdale
Intermediate	Snow Valley
	Centre Vespra
Minor	Anten Mills
	Minesing
	Phelpston

2.4 SUPPLY UPDATE METHODOLOGY

The residential intensification supply generated for the 2018 GMS reflected the supply of dwelling units as of mid-2017. It was therefore critical to update this analysis to account for supply that had progressed in status (i.e. from vacant, to proposed, to approved, to built). It also provided an opportunity to incorporate new candidate sites identified by the Township and to incorporate findings from more detailed investigations into mixed use and redevelopment potential in Midhurst and Elmvale. The supply update also provides an opportunity to provide critical up-to-date input to the County MCR and Official Plan conformity update process.

2.4.1 UPDATING THE RESIDENTIAL INTENSIFICATION SUPPLY

The 2018 GMS Residential Intensification Supply provided the starting point for the residential supply update. The project team undertook a review of Township assessment parcel data, development applications and aerial imagery to identify any properties within the built-up areas which had progressed or changed since the 2018 GMS. Any new information related to unit yield or stage of development was included in the new residential supply inventory.

Each site within the residential supply inventory was again organized into one of the following 2018 GMS categories: approved supply, proposed and uncommitted. An additional category was incorporated however to account for supply that had been built since the 2018 GMS. For context, “Approved supply” describes properties that had a development proposal which had been draft approved at a minimum. The project team also accounted for approved sites that were already under construction, noting additional detail regarding the number of units already built in that particular category. “Proposed” properties were those which had a development proposal submitted but had yet to be approved. “Uncommitted” was used to describe vacant sites which did not have a development proposal associated with them.

It is important to consider that approved sites represent the most reliable short-term supply, i.e. they are very likely to be built in the near future and the anticipated dwelling unit yield is unlikely to change significantly. The proposed supply represents the next most predictable supply in that they are likely to be built sooner and the estimated unit yield is more reliable than the uncommitted supply.

2.4.2 DENSITY ASSUMPTIONS FOR UNCOMMITTED SITES

For uncommitted sites, density assumptions which were established as part of the 2018 GMS were used to determine potential unit yield. These assumptions were originally based on local policy documents, servicing capacity assumptions and discussions with Township staff. In keeping with the 2018 GMS, a 56% gross-to-net conversion factor was applied to any properties which were not considered remnant lots and large enough to require internal roads and servicing elements. Uncommitted (as defined above) remnant lots were assigned a yield of 1 dwelling unit per lot, unless site-specific yields were provided by Township staff.

2.4.3 HOUSING MIX ASSUMPTIONS

Housing mix assumptions varied based on the availability of information. Yield assumptions for approved or proposed sites were extracted from development application materials. These account for all medium and high-density potential identified in this exercise. Uncommitted sites which were not considered remnant lots used dwelling unit density assumptions from the 2018 GMS to ensure consistency. A yield assumption of one low density unit per site was used for remnant lots, based on lot size and servicing constraints.

2.4.4 UNCOMMITTED MIXED-USE SITES

The 2018 GMS identified a number of uncommitted mixed-use designated sites where additional density may be achieved, however more detailed modelling to estimate their potential yield was

not in scope. For the Intensification Strategy, the project team collaborated with the concurrent Bayfield Corridor Study team to develop residential yield assumptions for the ten uncommitted mixed-use sites located within the delineated built-up area. Each of these sites is located along the Bayfield Corridor in Midhurst, which is the primary opportunity for intensification. Modelling assumptions for these sites are documented in the Bayfield Corridor Study.

2.5 APPLICATION OF INTENSIFICATION TARGET

As shown in Section 2.3.3, the 2018 GMS applied the minimum intensification target of 15% of projected settlement area dwelling unit growth specified within the County Official Plan. This amounts to a minimum requirement for the Township to accommodate 860 residential units combined, in both the delineated and undelineated built-up areas over 15 years between 2016 and 2031. A map of the delineated and undelineated areas is provided in Exhibit 1. Based on the 2018 dwelling unit projections, 15% of all projected Settlement Area growth over the 10 years between 2021 and 2031 results in a need to accommodate at least 777 residential units in the built-up area to satisfy the minimum target. This updated figure is used as the benchmark requirement for the Intensification Strategy.

3 INTENSIFICATION STRATEGY

The Intensification Strategy summarizes the results of the Residential Intensification Supply Update in relation to the minimum intensification target specified within and calculated in accordance with the County Official Plan. It also provides initial analysis into implications and options for increasing the dwelling unit supply within the delineated built-up area as input to the County’s MCR process.

3.1 UPDATED BASELINE SUPPLY

With respect to meeting the current County Official Plan intensification target, a baseline supply was identified covering the delineated and undelineated built-up area consisting of:

- Vacant sites already designated to permit residential development;
- Sites with development applications proposing residential dwelling units; and,
- Underutilized commercially designated sites capable of accommodating residential dwelling units through infill or redevelopment.

Appendix A provides maps of all properties included in the baseline supply.

Per Section 2.2.2.2, all development within the delineated and undelineated built-up areas may be applied towards the Township’s intensification target. Understanding both delineated and undelineated supply is important as it will help inform the County’s growth allocations as part of its MCR.

3.1.1 *DELINEATED BUILT-UP AREA*

The following illustrates how the intensification supply in the delineated built-up area has evolved since the 2018 GMS was completed.

Exhibit 6 summarizes the intensification supply identified in the 2018 GMS within the delineated built-up area, broken out into approved, proposed and uncommitted categories. Exhibit 7 summarizes the current status of this supply and provides an additional column that denotes the number of units likely to have been built since the 2018 GMS.

Exhibit 6: Residential Supply within the Delineated Built-Up Area - 2018

Settlement Area	Approved	Proposed	Uncommitted	Sub-Total
Elmvale	12	24	12	48
Midhurst			24	24
2018 Total	12	24	36	72

Exhibit 7: Residential Supply within the Delineated Built-Up Area - 2020

Settlement Area	Approved	Proposed	Uncommitted	Sub-Total	Built Since 2018 GMS
Elmvale	12	24	11	47	1
Midhurst			24	24	0
2020 Total	12	24	35	71	1

Comparing these two Exhibits indicates that the baseline supply in the delineated built-up area has changed very little since the 2018 GMS, with only one unit having been built in Elmvale. While this outcome does not affect the Township’s ability to meet the current intensification target, it does underline the importance of identifying additional supply within the delineated built-up area to inform the County’s MCR.

3.1.2 UNDELINEATED BUILT-UP AREA

The following illustrates how the intensification supply has evolved in the undelineated built-up areas since the 2018 GMS was completed.

Exhibit 8 summarizes the intensification supply identified in the 2018 GMS within the undelineated built-up area, broken out into approved, proposed and uncommitted categories. Exhibit 9 summarizes the current status of this supply and provides an additional column that denotes the number of units likely to have been built since the 2018 GMS.

Exhibit 8: Residential Supply within the Undelineated Built-Up Area - 2018

Settlement Area	Approved Supply	Proposed / In Progress	Uncommitted	Sub-Total
------------------------	------------------------	-------------------------------	--------------------	------------------

Anten Mills	81	11	20	112
Centre Vespra	684		69	753
Hillsdale	15	351	243	609
Minesing			1	1
Phelpston			23	23
Snow Valley	18	87	155	260
2018 Total	798	449	511	1,758

Exhibit 9: Residential Supply within the Undelineated Built-Up Area - 2020

Settlement Area	Approved Supply	Proposed / In Progress	Uncommitted	Sub-Total	Built Since 2018 GMS
Anten Mills	87		22	109	5
Centre Vespra	153		46	199	539
Hillsdale	362	5	242	609	1
Minesing				0	1
Phelpston			23	23	
Snow Valley	64		131	195	53
Grand Total	666	5	464	1135	601

A comparison of these exhibits indicates that the supply in the undelineated built-up area has decreased by 623 units between the 2018 GMS and 2020. This reduction is not solely accounted for by units that have been built but also includes revised yield estimates and updated proposals. For example, one parcel in Centre Vespra had an uncommitted yield assumption of 22 units, which was subsequently applied for and approved at a yield of 8 units.

This analysis estimated that approximately 601 residential units had been built within the undelineated built-up area since the 2018 GMS.

3.1.3 MINIMUM INTENSIFICATION TARGET

As outlined in Section 2.5, it is projected based on the 2018 GMS, that at least 777 new dwelling units will need to be built in the delineated or undelineated built-up area between 2021 and 2031 to meet the 15% minimum intensification target identified within the County Official Plan. Section 3.1.1 identified an updated land supply capable of accommodating 71 units within the delineated built-up area and Section 3.1.2 identified an updated supply capable of accommodating 1,135 units within the undelineated built-up area. Together, this amounts to a combined baseline intensification supply that is capable of accommodating 1,206 dwelling units. On this basis there is an estimated surplus of land available within the delineated and undelineated built-up areas for at least 429 units. However, the majority of the supply is located outside of the Township's delineated built-up area.

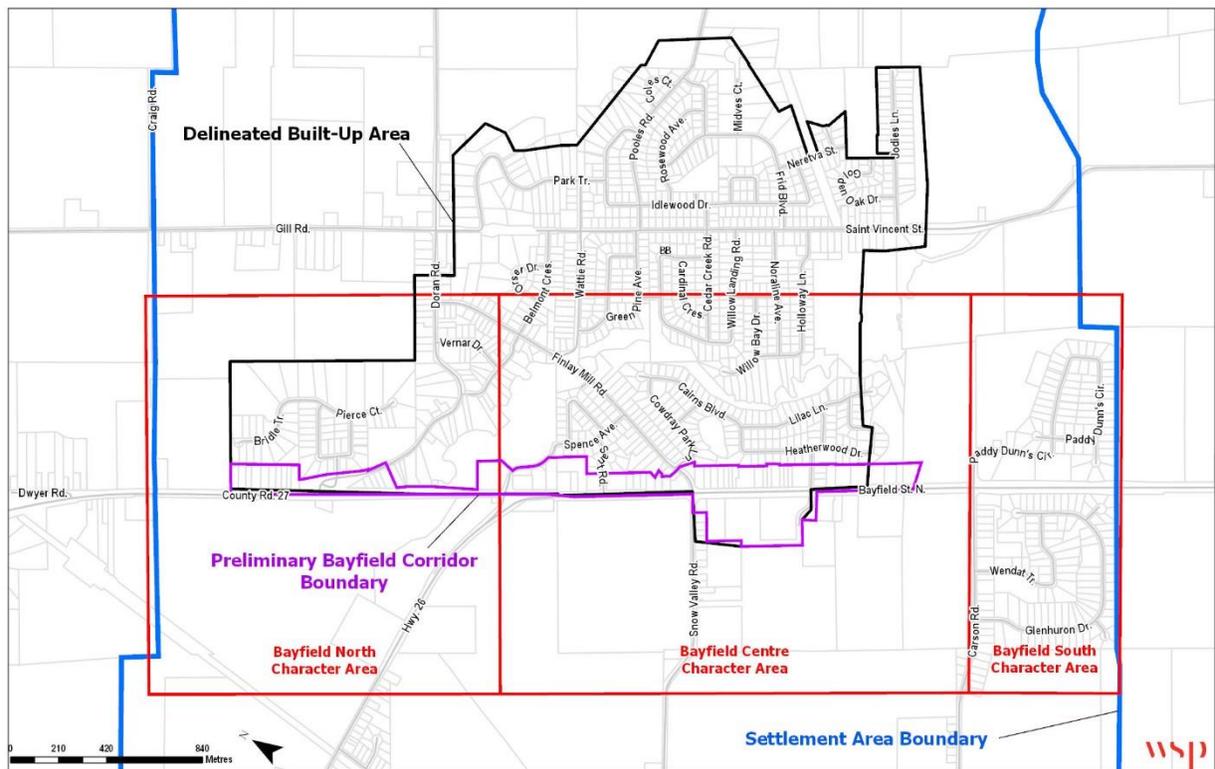
It should be noted that the current Growth Plan prohibits all development within the undelineated built-up area from being counted toward the Township's minimum intensification target. As a result, the supply eligible to be counted toward the minimum intensification target is approximately 71 units. As a result, it is of strategic value, as the County undertakes its MCR process, for Springwater to investigate whether more dwelling units can be accommodated/provided within the delineated built boundaries of Midhurst and Elmvale.

3.2 ASSESSMENT OF OPTIONS

While Section 3.1.3 confirms that the Township can achieve the minimum intensification target within the County Official Plan, it would be strategic and advantageous to confirm additional dwelling unit supply potential in the delineated built-up area to strengthen the Township's position as a complete community, accommodating growth more efficiently and sustainably by contributing to the updated Growth Plan requirements which will flow through the County's MCR process.

In follow-up to the 2018 GMS, which recommended that future growth should be directed to the Midhurst and Elmvale Settlement Areas, the project Team undertook a high-level review of the delineated built-up area in both communities on the basis of criteria addressing existing land use compatibility, neighbourhood character, transportation opportunity and servicing capacity. The Bayfield Street Corridor in Midhurst, shown in Exhibit 10, was eventually carried forward for more detailed investigation and eventual scenario investigation through the Bayfield Corridor Study.

Exhibit 10. Map of the Bayfield Corridor Study Area & the Midhurst Delineated Built-up Area & Settlement Area



3.2.1 LAND USE VISION & COMPATIBILITY

The delineated built-up areas in the Midhurst and Elmvale Settlement Areas are both designated to permit a wide range of housing types; however, the Midhurst Secondary Plan contemplates a larger community with a greater range and intensity of uses.

The Midhurst Secondary Plan encourages diversity of housing types, transit supportive development and a mix of land uses to promote sustainable and complete communities. The Secondary Plan allows for intensification within the Midhurst Low Density Residential, Midhurst Medium Density Residential and Midhurst High Density Residential /Mixed Use designations. These designations permit higher density housing typologies including semi-detached, townhouse, multiplex and low-density apartment buildings as of right. The lands with these designations are primarily located near the edges of the settlement area boundary.

In particular, the lands located along the Bayfield Corridor are designated Commercial/Mixed Use, Midhurst Village, Environmental Protection I and Environmental Protection II in the Midhurst Secondary Plan. Residential uses are permitted within the Commercial/Mixed Use designation provided the residential portion is wholly integrated within the mixed-use

development. Furthermore, the Midhurst Secondary Plan identifies the intersections of Bayfield Street and Snow Valley Road as major focus area, intended for higher order retail and employment uses.

The majority of the built-up area in Elmvale is designated Urban Residential within the Township’s Official Plan, which permits a wide range of low-to-medium density housing types, including single detached, semi-detached, multi-unit and low-rise apartment buildings. Properties located along the intersection of Yonge St and Queen St are designated General Commercial, permitting uses such as retail stores, personal service, offices and eating establishments. Virtually all of the larger non-employment land parcels within Elmvale’s built-up area are designated for, and already developed with, major public institutional uses.

3.2.2 CHARACTER

Exhibit 11 summarizes the overall size and intensity of the Elmvale and Midhurst Settlement Areas as well as their respective built-up areas.

Exhibit 11. Midhurst & Elmvale Settlement Area & Built-up Area Summary Comparison

Characteristic	Midhurst	Elmvale
Settlement Area Size in hectares	2,817	285
Built- Area Size in hectares	397	136
2016 Census Built-up Area Population	3,909	2,239
2016 Census Built-up Area Dwellings	1,299	982
Parcels designated to permit residential development in the Built-up Area	973	768
Average parcel size designated to permit residential development in the Built-up Area (m²)	2171.6	976.2

Exhibit 11 demonstrates that Midhurst generally has a supply of larger parcels designated for residential development, which could be considered as potential intensification opportunities. While the properties along the Bayfield corridor in Midhurst include low density residential uses, they also include standalone commercial, woodlots, open space and existing agricultural uses. In particular, properties fronting onto Bayfield Street are generally characterized by larger lot sizes with varying setbacks and minimal lot coverage, which can be considered as underutilized.

Transportation

The Bayfield Corridor in Midhurst is located along Highway 26, which is a provincial highway. Highway 26 has a wide right-of-way, access to trail networks and existing transit service. The Simcoe County LINX bus stops at the Midhurst Library, in proximity to the Bayfield Street corridor, which can support increased ridership over time and reduce the reliance on personal vehicles.

Elmvale is serviced by County Roads 27, 19 and 92. There is a Simcoe County LINX bus stop in Elmvale which provides an additional option to help reduce reliance on automobiles.

3.2.3 *SERVICING*

The 2018 GMS identified that Midhurst has sufficient existing/planned municipal servicing to accommodate additional growth whereas Elmvale is constrained by wastewater capacity. Elmvale is anticipated to begin facing wastewater capacity issues by 2026.

Major community amenities within Elmvale's built-up area include the Flos Elmvale Community Arena, the Revera Sara Vista Long Term Care Home, the Huronia Centennial Elementary School, the Elmvale District Highschool, Our Lady of Lourdes Separate School, the Elmvale Presbyterian Cemetery.

Doran Park is an existing destination within the Bayfield Street Corridor in Midhurst. The Bayfield Corridor Study noted opportunity to establish this area as a community hub, by encouraging additional community facilities to be located in the area, owing to its central location within the corridor.

3.3 RECOMMENDED INTENSIFICATION OPTION

The Bayfield Street Corridor Study presents an intensification option which would greatly increase the unit yield within the delineated built-up area of Midhurst. The concept plan presented in the Bayfield Street Corridor Study proposes higher density-built form, with a mix of residential, retail and commercial land uses along the Bayfield Street Corridor in Midhurst. The

concept proposes infill development on many of the uncommitted mixed-use sites along Bayfield Street, along with redevelopment on adjacent underutilized residential properties.

The concept provides an estimated 1,645 additional residential units in total, with 1,489 being located within the delineated built-up area (Area A from the Bayfield Street concept is located outside of the delineated built-up area). Exhibit 12 displays a summary of changes in residential supply with the addition of the Bayfield Corridor concept, compared to the projected demand from 2021 – 2031. The estimated Surplus Supply in 2031 assumes that all other 2018 GMS assumptions are held static (i.e. the 2018 GMS dwelling unit demand projection and 15% intensification target are maintained). A detailed overview of the estimated supply for the Bayfield Street Corridor concept is included in Appendix B.

Exhibit 12: Bayfield Street Corridor Supply vs Demand Summary

Residential Supply Baseline (Delineated Built-Up Area Only)	71
+ Bayfield Corridor Concept	1,594
Baseline + Bayfield Corridor Concept	1,665
2018 GMS Projected Demand 2021-2031	777
Estimated Surplus Supply in 2031	933

With the addition of the potential supply from the Bayfield Corridor concept, the supply within the delineated built-up area would increase from the 71-unit baseline to 1,665 units. This supply exceeds the projected demand of 777 units and would provide an estimated surplus of 933 units in 2031. This will ensure that the Township will meet the intensification targets that will be required once the Simcoe County Official Plan update is complete.

The GMS estimated a unit breakdown as part of the projected demand exercise, which resulted in an estimated demand of 810 low density units, 30 medium density units and 20 high density units. The Bayfield Corridor concept estimates a residential supply of 0 low density units, 108 medium density units and 1,381 high density units. Exhibit 13 below displays a summary of the unit breakdown between the project demand from the GMS and the estimated supply from the Bayfield corridor concept.

Exhibit 13: Projected Demand vs Potential Bayfield Corridor Supply within Delineated Built-up Area

	Unit Type		
	Low Density	Medium Density	High Density
Projected Demand (2018 GMS)	810	30	20
Bayfield Corridor Estimated Supply	0	108	1,380

While most of the demand is for low density units, dwelling types presented in the Bayfield Corridor Study such as mixed-use residential and townhouse units offer a higher-density alternative to single-detached units. For this reason, the Bayfield corridor concept significantly increases medium density supply to also accommodate the low-density demand. The additional high-density supply also provides an opportunity to accommodate a demographic, which is largely missing from the Township today, such as people looking to downsize their home, or people just entering the workforce and saving to purchase a home at a later time.

In addition to the Bayfield Street Corridor concept, it is also recommended that the Township consider more widespread opportunities to introduce subtle intensification throughout established delineated built-up areas. Additional policy recommendations are presented in Section 4.

3.3.1 APPROPRIATE AREAS FOR INTENSIFICATION

The 2018 Growth Management Strategy recommended a settlement hierarchy for the eight existing settlement areas within the Township. The hierarchy is based on the major and minor settlement area framework set out in the existing Official Plan and proposed an Intermediate level to further clarify the Township's priorities for focusing and directing growth.

The proposed hierarchy identifies Elmvale, Midhurst and Hillsdale as “Major” settlement areas, Snow Valley and Centre Vespra as “Intermediate” settlement areas, and Anten Mills, Minesing and Phelpston as “Minor” settlement areas. It is noted, however, that only Elmvale and Midhurst have delineated built-up areas for the purposes of the Growth Plan. Once the County MCR is complete and the new Official Plan is updated to conform to the new Growth Plan, only new development within the delineated built-up areas will count towards achieving the intensification targets.

Intensification may be facilitated in general through the division and redevelopment of larger lots, the consolidation of smaller lots for multi-unit apartment buildings, the addition of additional residential units within existing dwellings and the conversion of existing dwellings into multiple units.

A high majority of growth should be directed to the “Major” settlement areas, with a delineated built-up area, based on direction from the Growth Plan, to make use of existing infrastructure and services and to support existing businesses. Only Elmvale and Midhurst have delineated built boundaries, therefore these two settlement areas should be prioritized for intensification. Hillsdale is identified as a “Major” settlement area but does not have a delineated built-up area and existing municipal servicing capacity needed to accommodate additional growth and should not be prioritized for intensification.

“Intermediate” settlement areas can accommodate some intensification, however significant growth may require expansion of public water and wastewater services.

Within “Minor” settlement areas, intensification is limited by servicing constraints. All new development would require private servicing (either well or septic), which would result in relatively larger lot sizes and a less compact scale. Additional dwelling units may be accommodated within existing dwellings and accessory buildings, and limited severances may be accommodated within “Minor” settlement areas.

Since the “Intermediate” and “Minor” settlement areas are not considered delineated built-up areas, any intensification that occurs within them will not count towards achieving the Town’s intensification targets once the County Official Plan has been updated.

3.3.2 LANDS OUTSIDE OF IDENTIFIED INTENSIFICATION AREAS

It is expected that lands within settlement areas that have not been specifically identified for intensification will experience very gradual change. The Township may experience some lot splitting or creation of additional dwelling units within existing houses where landowners see an opportunity to do so. This may be supported on a case-by-case basis; however, it should not be relied upon to meet intensification targets and should not be actively encouraged outside of identified intensification areas. The purpose of identifying intensification areas is to make efficient use of existing infrastructure and services and to allow for long-range planning for growth in specific areas. Actively promoting intensification equally throughout all areas of the Township would result in reduced demand for new units within the intensification areas, slowing the achievement of the Intensification Strategy's intended outcomes.

4 IMPLEMENTATION OF THE STRATEGY

This Intensification Strategy has been prepared in support of the Township of Springwater’s Official Plan Review project. The Official Plan will be the primary instrument for implementing the Intensification Strategy by providing policies and guidance for the development, redevelopment and conservation of land throughout the Township.

This section summarizes how the Official Plan will be updated to implement the strategy, and other approaches, including incentives the Township may provide, and development standards that may be adopted as part of a future Zoning By-law review and update.

4.1 LAND USE POLICIES

The Springwater Official Plan identifies nine urban settlement areas to be the focus of future growth and development: Anten Mills, Centre Vespra, Elmvale, Hillsdale, Midhurst, Minesing, Phelpston and Snow Valley. Orr Lake is also identified as a Settlement Area in the Springwater Official Plan, but is no longer identified as such in the County Official Plan and will be removed as an area for growth in-line with the County.

The Official Plan provides general policies for each of the settlement areas addressing topics such as commercial transition areas, road and bridge improvements, area-specific design guidelines, servicing policies or other policies to reflect the unique character of the area.

Development within each settlement area is directed by the general policies and land use policies as the Official Plan and regulated by the Zoning By-law. These policies are superseded by the area-specific policies of each settlement area. In the case of Midhurst, a Secondary Plan has been adopted, which provides a much greater level of detail for planning and development within this Settlement Area.

4.1.1 GENERAL RESIDENTIAL POLICIES

Several polices within the General Residential section of the current Official Plan align particularly well with intensification and the creation of more complete communities. Policy 9.1.1.3 of the current Official Plan states it is an objective to “continue to encourage the growth of urban settlement areas in a manner which will foster the creation of identifiable urban centres with the appropriate level of municipal, institutional and retail services”. Additionally, Section 9.1.2 establishes principles for new residential development, such as support for a variety and

mix of housing types, the logical extension of services, parkland dedication requirements and other general planning standards.

It may be desirable to add policies that support gentle increases in density within established neighbourhoods, such as additional dwelling units, or small-scale consolidation of lots for redevelopment as semi-detached dwellings or townhouses. This would assist with addressing intensification challenges associated with settlement areas with limited vacant land available for consolidated new development.

4.1.2 RESIDENTIAL LAND USE DESIGNATIONS

The following table shows the residential land use designations found within the Township’s settlement areas and compares the densities envisioned and intended for each.

Policy Section	Designation	Permitted Residential Uses	Density
9.2	Urban Residential	<ul style="list-style-type: none"> • single detached dwellings • semi-detached (including linked semi-detached) • duplex dwellings • single detached dwellings converted to multiple unit dwellings • multiple unit dwellings including triplexes, fourplexes, townhouses • low rise apartment buildings • group homes 	Low to Medium Density

Policy Section	Designation	Permitted Residential Uses	Density
9.2	Estate Residential	<ul style="list-style-type: none"> • Permanent, single-detached residential dwellings 	Low Density
(5.7)	Midhurst Transitional Residential	<ul style="list-style-type: none"> • Single detached dwellings on full municipal services 	Low Density
(5.8)	Midhurst Low Density Residential	<ul style="list-style-type: none"> • Single detached dwellings • Semi-detached dwellings • street or block townhouse development • multiplex units 	Low Density
(5.9)	Midhurst Medium Density Residential	<ul style="list-style-type: none"> • street, block or stacked townhouses • small plex-type (e.g. quattroplex) dwellings • Single -detached and semi-detached to a max of 15 percent of the total housing units within the area designated 	Medium Density
(5.10)	Midhurst High Density Residential / Mixed Use	<ul style="list-style-type: none"> • live-work units • stacked and street townhouses • low rise apartment buildings 	High Density

Policy Section	Designation	Permitted Residential Uses	Density
		<ul style="list-style-type: none"> • mixed use buildings with small scale retail/service commercial uses 	

4.1.3 KEY POLICY CONSIDERATIONS

The following provides an overview of the development criteria for each residential land use designation and addresses implications for achieving intensification.

URBAN RESIDENTIAL

Section 9.2.3.3 of the Official Plan limits the percentage of semi-detached or duplex dwellings that may be permitted within a plan of subdivision to 15% of the total number of dwelling units proposed in the development. This may have the effect of artificially limiting supply of a housing type (semi-detached or duplex dwellings) that is in demand in the community.

While it is desirable to have a mix of housing types in any new plan of subdivision, that mix should be based on current and forecasted demand. By placing a cap within the policies of the Official Plan, any development proponent wishing to exceed that limit would require an Official Plan Amendment for an exception to the policy. To date, multiple development proposals that incorporate semi-detached and duplex dwellings have required site specific amendments from this provision in order to provide these types of housing forms.

A new plan of subdivision would already require a subdivision application and zoning by-law amendment to establish regulations for each lot. Therefore, the precise mix of housing types should be managed through the subdivision and zoning by-law amendment approval process, not through a prescriptive cap within the Official Plan related to housing form.

It is recommended that the 15% cap on semi-detached or duplex dwellings be replaced with direction to provide a mix of housing types that is proportional to the regional market demand for each housing type.

Within the Hillsdale Settlement Area, the only residential land use designation is Urban Residential. In addition to the policies that apply to this designation throughout the Township, the Hillsdale Secondary Plan directs in Section 8.5.1.4 that lands immediately adjacent to the

existing development shall be developed with larger Lot sizes to provide for a transition to the smaller urban lot sizes anticipated on the lands to the south.

This policy was approved by the Local Planning Appeal Tribunal in July 2019 and therefore it may be premature to consider updating the policy at this time, however, in the future it may be desirable adopt policies to allow intensification of existing built-up areas.

ESTATE RESIDENTIAL

Section 9.4.2.5 of the Official Plan provides policies and criteria for estate residential development. Traditionally, this housing type is primarily located outside of settlement areas; however, there are lands designated for estate residential within the Anten Mills and Orr Lake settlement areas.

Many of the development standards are directed to estate residential development proposed in rural and agricultural areas; however, some standards would apply to estate residential within settlement areas as well. Policy 9.4.2.5 include requirements related to lot frontage, school bus servicing, conveyance of parkland and other matters.

Policy 9.4.2.5(p) states in part, “no further division of existing Estate Residential lots shall be permitted. The creation of additional building lots by subdividing existing lots within a Registered Plan of Subdivision in an Estate Residential designation shall be prohibited.”

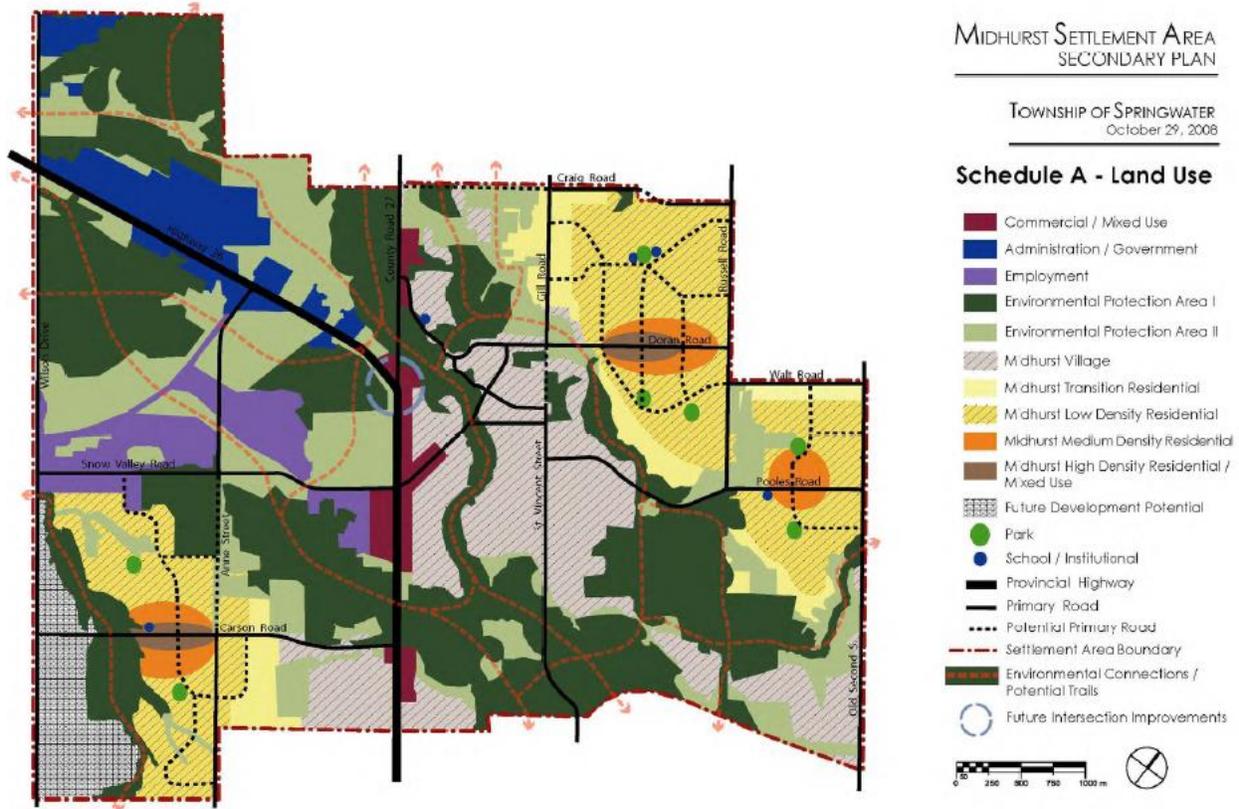
Some consideration should be provided for the eventual division of estate residential lots within settlement areas with municipal services.

MIDHURST TRANSITIONAL RESIDENTIAL

Section 2.0 of the Midhurst Secondary Plan includes discussion of the existing condition of Midhurst, and states, “It is the intent of this Secondary Plan to protect the character of the existing Midhurst community by limiting development potential within the existing neighbourhoods, and by providing a transitional buffer of low density housing on lands that are in proximity to the existing neighbourhoods.”

The “transitional buffer” areas are shown on Schedule A of the Midhurst Secondary Plan (see Exhibit 14). These areas are located between the existing Midhurst Village areas and the newer low-density residential areas. In some cases, the transition areas abut Environmental Protection lands.

Exhibit 14. Schedule A of the Midhurst Secondary Plan



The Secondary Plan discusses “New Neighbourhoods” and states, “Residential densities, lot sizes and building types shall vary throughout each of the new neighbourhoods including a transitional residential area. The highest densities shall occur adjacent to Doran Road, Pooles Road, Carson Road and the Primary Road network. Lower density housing is located in areas adjoining the identified natural heritage features, and toward the edges of existing Midhurst community.”

This indicates the intent is for the Transition Residential areas to have some of the lowest densities in Midhurst.

Section 5.7 of the Secondary Plan provides policies specific to the Transition Residential designation. Permitted uses are limited to single-detached dwellings, open space uses such as public parks, utilities and infrastructure. Policy 5.7(b) states that the minimum lot frontage within the designation will be 15 metres. Building heighted are limited to a maximum of 3 storeys or 10 metres, whichever is less. More detailed direction on the design of dwellings within this designation is discussed below.

MIDHURST LOW DENSITY RESIDENTIAL

The Midhurst Low-Density Residential designation makes up the majority of land area designated for residential uses outside of the Midhurst Village within the Midhurst Secondary Plan. Policy 5.8(a) states, “Permitted residential building types shall predominantly include detached and semi-detached dwellings and may include street or block townhouse development and multiplex units, all on the basis of full municipal services.”

This suggests that townhouse and multiplex dwellings would be subject to additional policies, however no additional criteria are provided for these building types. Policy 5.8(f) does state that these higher density uses will be subject to site plan control, which can create an additional barrier to development.

Clear development standards related to townhouse and multiplex dwellings may be established to ensure consistent decision-making at the site plan control stage of development,

MIDHURST MEDIUM DENSITY RESIDENTIAL

Areas designated Midhurst Medium Density Residential in the Midhurst Secondary Plan are centrally located within the new neighbourhoods along arterial roads, Doran Road, Pooles Road and Carson Road.

Section 5.9 of the Midhurst Secondary Plan provides policies for the development of these areas. Permitted uses include a greater range of housing types than the Low Density Designation, including street, block and stacked townhouses as well as small “plex-type” dwellings such as fourplexes. Single and semi-detached dwellings are permitted, but capped at a maximum of 15% of the total housing units within the designated area.

As new neighbourhoods are developed, the intent of the Secondary Plan is to create higher density nodes. This will help avoid some of the conflicts that can arise when an existing built-up area intensifies. Intensification in general is more difficult to achieve in areas that have already been subdivided and developed with smaller, lower density lots. This is largely due to the fact that new homes are unlikely to be replaced and lot assembly is extremely difficult. Furthermore, redevelopment within more established neighbourhoods often attracts significant opposition.

In the future it may be desirable to expand the boundary of the Medium Density Residential designation, or adopt transition policies that will allow for increased intensification of adjacent lands over time. Accommodating additional medium density areas may allow the Township to accommodate growth with a reduced need for concentrations of high density development.

MIDHURST HIGH DENSITY RESIDENTIAL / MIXED USE

Areas designated Midhurst High Density Residential / Mixed Use in the Midhurst Secondary Plan are centrally located within the new neighbourhoods, along arterial roads, Doran Road, and Carson Road. The High Density areas are surrounded by Medium Density areas, which are surrounded by Low Density areas.

Section 5.10 of the Midhurst Secondary Plan provides policies for development of these areas. Permitted residential uses include a range of medium and high density dwelling types including multiple unit buildings, live-work units, stacked and street townhouses, low rise apartment buildings, and mixed use buildings with small scale retail/service commercial uses. This mix permits flexibility for development proponents and allows for different configurations of development that accommodate a variety of lifestyles, family sizes and income levels.

Single and semi-detached dwellings are expressly not permitted within the High Density Residential / Mixed Use designation. This helps ensure land remains available for higher density uses.

It would be premature to amend the policies for this designation at this time, however it is important to ensure the Zoning By-law implements the direction from the Official Plan. The current policies of the Midhurst Secondary Plan will help reduce barriers to development and avoid conflicts when new development is proposed.

4.2 BUILT FORM REQUIREMENTS

The various residential designations of the current Official Plan and Midhurst Secondary Plan permit multiple unit dwellings, residential conversions, single-detached dwellings, townhouses and small plexes. The following provides an overview of the built form requirements for each of these housing types and identifies potential opportunities and challenges associated with intensification where these housing types are permitted.

4.2.1 MULTIPLE UNIT DWELLINGS

Section 9.2.4 addresses multiple unit dwellings, which includes triplexes, four-plexes, townhouses, low rise apartment buildings and senior citizen multiple dwellings. There are several policies that would limit the prevalence of multiple unit dwellings in proximity to lower density dwellings.

Policy 9.2.4.2 states, “Multiple unit dwellings shall be located so as to minimize their impact on adjacent lower density residential uses.”

Policy 9.2.4.8 states, “Adequate buffering shall be provided between the proposed use and adjacent uses, particularly adjacent single detached residential uses. Such buffering may include the provision of grass strips, screening and the planting of trees and shrubs and the location of a berm or fence.”

These restrictions may result in additional costs to multiple unit development or present obstacles that would preclude the development of these housing types. For example, additional buffers may require the acquisition of additional land, or a reduction in the size of the proposed development. Any buffers imposed on multiple unit dwellings should be tied to specific impacts that require mitigation such as noise from HVAC units.

Policy 9.2.4.9 states, “Development proposals will be expected to address and reflect the policies and requirements related to urban design criteria as set out in Section 7, Community Design.” It is recommended that this direction alone is sufficient to ensure multiple unit dwellings are designed in an appropriate manner that is compatible with surrounding land uses.

Policies 9.2.4.2 and 9.2.4.8 do not provide clearly defined standards and may be interpreted broadly to oppose proposals that would otherwise meet the urban design criteria of Section 7.

The Midhurst Secondary Plan provides additional direction for multiple-unit dwellings. The Midhurst High Density / Mixed Use designation permits low-rise apartment buildings and mixed use buildings with small scale retail/service commercial uses. Policy 5.10(d) of the Midhurst Secondary Plan directs that, “All development within the Midhurst High Density Residential/Mixed Use designation will address the road, and garage access/service facilities shall not dominate the view of the streetscape.”

Policy 5.10(e) restricts access onto Doran Road, Russell Road, Pooles Road, Carson Road and Anne Street and parking lots are not permitted to be located in the front yard. This helps support a more pedestrian-oriented streetscape and encourages walkability. The maximum height for High Density development within the Midhurst Secondary Plan is 3-6 storeys, or 9-18 metres (Policy 5.10(c)). Policy 5.10(f) requires building servicing areas, such as loading docks and waste facilities, are to be appropriately screened from view.

It may be desirable to consider certain use permissions and building types from the Midhurst Secondary Plan in other areas in the Township to provide a consistent approach wherever these building types are permitted. However, this will need to be considered further to ensure it is appropriate for the area.

4.2.2 RESIDENTIAL CONVERSIONS

Policy 9.2.5 provides development criteria for residential conversions. These apply when a single detached dwelling is proposed to be converted into multiple self-contained dwelling units. Each unit is required to have its own kitchens and bathrooms and separate entrances. The policies are generally supportive of residential conversions.

Policy 9.2.5.8 states, “Adequate buffering and screening shall be provided between the converted dwellings, parking areas and adjacent uses particularly adjacent single detached residential uses. Such buffering may include the provision of grass strips, screening and the planting of trees or shrubs and the location of a berm or fence.

It is recommended that this policy is not necessary to ensure compatibility between a converted dwelling and surrounding residential uses. The use (residential) would remain the same, and there would be no change to the maximum number of people who might occupy the dwelling. The requirement for adequate buffering and screening may discourage the conversion of dwellings by imposing additional costs on this housing option.

4.2.3 SINGLE-DETACHED DWELLINGS

Single-detached dwellings are permitted in nearly all residential land use designations throughout the Township of Springwater with the exception of the Midhurst High Density / Mixed Use designation. Minimum lot frontages, and heights vary between the Urban Residential, Estate Residential and Midhurst Secondary Plan residential designations, but all designations generally direct that dwellings will address the road and garage doors shall not dominate the view of the streetscape. This direction should be retained as it helps support walkability and a consistent character within neighbourhoods.

4.2.4 TOWNHOUSES AND SMALL PLEXES

The Midhurst Medium Density Residential Designation permits street, block and stacked townhouses as well as small plex-type dwellings such as quattroplexes. These housing types are limited to a height of 3-4 storeys, or 9-12 metres. They are to be designed so they address the street, without garage doors dominating the front. Further to this, on Doran Road, Russell Road, Pooles Road, Carson Road and Anne Street, individual access and parking lots are restricted to help facilitate a pedestrian-scaled, walkable streetscape. This approach should be retained.

4.3 OTHER POLICY, REGULATION & GUIDELINES RECOMMENDATIONS

4.3.1 INCENTIVES FOR INTENSIFICATION

Intensification may be encouraged by the Township through monetary or regulatory means.

Direct monetary incentives may include grants and loans, or the deferral or waiving of fees for individual projects through the Community Improvement Plan. Unless they are part of mixed-use developments, residential uses are generally ineligible for these types of grants under the current Community Improvement Plan. Indirect monetary incentives may include the establishment of Development Charge exemption areas or lower tax rates for multi-residential properties.

Regulatory incentives for intensification may include permitting higher density development as-of-right without the need for an Official Plan Amendment or Zoning By-law Amendment. This can reduce timelines and financial cost of new development. Certain development standards such as minimum lot frontage or maximum lot coverage may be established that ensure gentle intensification such as redevelopment of lots for semi-detached or townhouse dwellings is practical given the existing lot sizes.

For example, if duplexes or triplexes are a permitted use in a certain zone, then the minimum lot frontage and setbacks should reflect a standard that can be achieved without minor variances or amendments on a typical lot within that zone.

4.3.2 INCREASES IN HEIGHT

It may be desirable to update the Official Plan with direction to allow minor increases in height (up to 1 additional storey / 3 metres) through a minor variance. This may help facilitate the conversion of existing single-detached dwellings into duplexes or triplexes with the addition of an upper storey, or the flattening of peaked roofs.

4.3.3 OTHER

It is recommended that the Township seek clarification from the County regarding the categorization of the Hillsdale Settlement Area with respect to Growth Plan settlement area hierarchy. Although identified as a Major Settlement Area in the Township's Official Plan, Hillsdale is currently considered to be an undelineated built-up area for the purposes of the Growth Plan (i.e. no delineated built-up area or designated greenfield areas have been identified

by the Province or the County in Hillsdale). Additionally, the settlement area has partial municipal servicing (water only, with very limited capacity) which, when considered within the Major Settlement Area context, would make it unclear whether Hillsdale should be reclassified as a Rural Settlement. As a result, it would not be appropriate in the current policy context to direct growth to Hillsdale.

The Township may want to request that the County give consideration to the Bayfield Corridor Study Area as a Strategic Growth Area owing to the significant potential it offers to diversifying the mix and range of housing types in a sensitive manner, supporting the creation of more complete communities in Springwater and assisting in allocating and achieving updated minimum intensification targets.

The Township and County should collaborate closely to take into account the results of this Intensification Strategy and supply analysis prior to allocating forecast population and a minimum intensification target for Springwater.

The Township and County should work together to determine an appropriate alternative minimum intensification target and request that the Province consider the results of this Intensification Strategy and supply analysis prior to making a decision regarding an alternative minimum intensification target.

5 CONCLUSIONS & NEXT STEPS

Having undertaken an update to the Township's residential intensification supply, the Intensification Strategy reconfirms the 2018 Growth Management Strategy (GMS) conclusion that Springwater has ample supply to meet its minimum intensification target under the current County Official Plan. Additionally, the Intensification Strategy provides implementation recommendations aimed at fostering intensification and more complete communities in general with a specific focus on the built-up areas and particularly the delineated built-up areas. This includes enhancements to the Township's settlement area hierarchy, such as introducing a new intermediate settlement area category to complement the existing major and minor categories.

Two emerging key issues were identified in consideration of recent changes to the Provincial growth management framework, and the Growth Plan in particular. The first issue was reconfirmation of the 2018 GMS finding that most of Springwater's residential intensification supply is in the undelineated built-up areas (Rural Settlements under the current Growth Plan). The second issue is confirmation of the 2018 GMS assumption that most of this supply would be developed in a predominantly low-density form. Both are issues that the County will need to address and provide guidance to Springwater on as part of their next Municipal Comprehensive Review process.

In recognition of these emerging concerns and follow-up to a 2018 GMS recommendation, the Intensification Strategy carried out a high-level review of intensification potential in the delineated built-up areas of Midhurst and Elmvale. The high-level review confirmed that the Midhurst Settlement Area represented a more logical choice for additional investigation, particularly within the Bayfield Corridor. Intensification scenario modelling was therefore coordinated within the Bayfield Corridor Study.

The estimated level of redevelopment and infill potential identified through the Bayfield Corridor Study would more than compensate for the anticipated removal of development potential in the undelineated built-up areas from intensification target calculations in the County's next Municipal Comprehensive Review. It is recommended that the Bayfield Corridor Study Area be considered in the County's next MCR as a Strategic Growth Area as it offers tremendous opportunity to diversify the mix and range of housing types in a sensitive manner and to support the creation of more complete communities.

The following key recommendations should be considered for implementation as part of the Township of Springwater Official Plan Review:

- Identify the Bayfield corridor in Midhurst as the primary focal point for intensification within the Township;
- Establish policies that encourage and facilitate gentle intensification through the redevelopment of existing low-density properties;
- Update the Official Plan and Zoning By-law to permit Additional Dwelling Units within single-detached, semi-detached and townhouse dwellings and accessory buildings as of right in accordance with the Planning Act;
- Increase or eliminate the 15% cap on semi-detached or duplex dwellings permitted in a plan of subdivision within the Urban Residential designation;
- Establish policies to provide a framework for the division of Estate Residential lots subject to appropriate servicing;
- Update the policies of the Midhurst Transitional Residential designation to permit a greater variety of housing types than single-detached dwellings only;
- Provide clear direction for the development of townhouse and multiplex dwellings within the Midhurst Low Density Residential designation to help streamline site plan approval;
- Update the Zoning By-law to establish regulations for the type of development contemplated by the Midhurst Secondary Plan residential land use designations;
- Eliminate language that suggests that there are negative impacts from converted dwellings and multiple unit dwellings such as triplexes, fourplexes, townhouses, low rise apartment buildings and senior citizen multiple dwellings, that require mitigation when adjacent to other residential uses;
- Eliminate requirements for buffer strips, landscaping or screening for higher density development or clarify the elements of development these measures are intended to mitigate against. For example, screening of waste collection areas and buffers surrounding parking lots;
- Study opportunities to provide incentives for intensification such as Development Charge exception areas, reduced tax rates for multiple unit residential property classes;

- Update the zoning by-law to lot standards for higher density housing types such as semi-detached dwellings and townhouses are achievable within the lot fabric of areas to which the zone applies.

KEY TERMS

- **Baseline Residential Intensification Supply.** The Intensification Supply that inclusive of the following types:
 - **Approved / Draft Approved.** The estimated number of dwelling units in the Intensification Supply that have progressed at minimum to a draft plan or land use approval under the *Planning Act*.
 - **Proposed.** The estimated number of dwelling units in the Intensification Supply that have been proposed under a *Planning Act* application but have not yet achieved a draft plan or land use approval.
 - **Uncommitted.** The estimated number of dwelling units associated with vacant parcels in the Intensification supply that could practicably be built under current development norms.
- **Built-up Area.** The developed urban area, as defined in the Growth Plan.
 - **Delineated Built-up Area.** A precise boundary delineated for settlement areas with full municipal services as defined in the Growth Plan. These areas are intended to be a focus for intensification or will accommodate significant future growth. Minimum intensification targets are measured to include all development in this area.
 - **Undelineated Built-up Area.** Smaller, unserviced or partially serviced settlement areas, which have limited capacity to accommodate significant future growth. This term was defined in background documents to the 2006 Growth Plan. The term has been eliminated from the current Growth Plan and these areas have been renamed Rural Settlements. Rural Settlements do not form part of the built-up area in the current Growth Plan.
- **Dwelling Unit.** A suite operated as a housekeeping unit, used or intended to be used as a domicile by one or more persons and usually containing cooking, eating, living, sleeping and sanitary facilities, as defined in the Ontario Building Code.
- **Gross-to-net Conversion Factor.** On large development sites, a portion of the lands will need to be serviced with infrastructure (e.g. internal roads) and community facilities (e.g. parks). A conversion factor of 56% was assumed in the 2018 GMS for these sites which

means that 56% of the total site area will be available to accommodate actual development.

- **Intensification.** The development of a property, site or area at a higher density than currently exists, as defined by the Growth Plan. Intensification includes redevelopment, including the reuse of brownfield sites; the development of vacant and/or underutilized lots within previously developed areas; infill development; or the expansion or conversion of existing buildings.
- **Residential Intensification Supply.** The estimated supply of the number of dwelling units that can be accommodated in the built-up area.
- **Intensification Target.** The minimum percentage of all residential development (in dwelling units) required to be accommodated in the built-up area, as defined in the Growth Plan. The current Growth Plan clarifies that the built-up area consists solely of the delineated built-up area.
- **Municipal Comprehensive Review.** The process of updating an upper-tier municipality's Official Plan to ensure that it reflects the latest version of the Growth Plan, as defined in the Growth Plan.
- **Official Plan / Provincial / Growth Plan Conformity.** The process of updating an Official Plan to ensure that it conforms to the Planning Policy Framework, i.e. the Township of Springwater is required to update its Official Plan to conform to the County of Simcoe's Official Plan after the County of Simcoe has updated its Official Plan to conform to the Growth Plan. The County's Conformity Process specifically can be called a Municipal Comprehensive Review.
- **Rural Settlements.** Existing hamlets or similar existing small settlement areas that are long established and identified in official plans, as defined in the current Growth Plan. These communities are serviced by individual private on-site water and/or private wastewater systems, contain a limited amount of undeveloped lands that are designated for development and are subject to official plan policies that limit growth.
- **Settlement Areas.** Urban areas and Rural Settlements with built-up area and/or lands which have been designated in an official plan for development, as defined in the Growth Plan.

- **Strategic Growth Areas.** Within settlement areas, nodes, corridors, and other areas that have been identified by municipalities or the Province to be the focus for accommodating intensification and higher-density mixed uses in a more compact built form, as defined in the Growth Plan. Criteria for Strategic growth areas include urban growth centres, major transit station areas, and other areas that possess major intensification opportunities. Lands along major roads, arterials, or other areas with existing or planned transit service or higher order transit corridors may also be identified as strategic growth areas.

APPENDICES

